Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants

Practical Guidance

3

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

5

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Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

Content

List of Abbreviations

ATP	Anti-Trafficking Programme of ICMPD
CoE	Council of Europe
CSO	Civil Society Organisation
ICMPD	International Centre for Migration Policy Development
MARRI	Migration, Asylum, Refugees Regional Initiative
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
NRM	Referral Mechanism
OSCE	Organization for Security and Co-operation in Europe
THB	Trafficking in Human Beings
TRM	Transnational Referral Mechanism
UN	The United Nations
UNODC	United Nations Office on Drugs and Crime
UNTOC	United Nations Convention against Transnational Organized Crime

8

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

Background and introduction

In order to ensure comprehensive and effective assistance and protection for trafficked persons, experience has shown that institutionalised cooperative frameworks that include all relevant government and non-government actors are crucial. Such institutionalised cooperative frameworks should focus on the management of individual trafficking cases and cover the entire sequence of case measures, from identification, assistance and protection, participation and support during legal proceedings and legal redress, to return/resettlement and/or social inclusion of the victims in their destination, origin or elsewhere. While institutionalised, these systems must at the same time be flexible to respond to the individual circumstances and needs of victims of trafficking crimes. As many of human trafficking cases are transnational, it is crucial that not only domestic, but also cross-border referral, assistance and support mechanisms are in place, and that they pay due respect to the protection of personal data and privacy of victims.

In the course of past two decades, the six Participants[1] of the Migration, Asylum, Refugees Regional Initiative (MARRI) – Albania, North Macedonia, Bosnia and Herzegovina (BiH), Serbia, Montenegro, Kosovo* have gradually introduced significant and positive changes in their general framework for countering trafficking in human beings (THB). Each MARRI Participant has developed wide-ranging and comprehensive anti-trafficking legislative and operational tools, including domestic Referral Mechanisms (NRMs)[2] and Transnational Referral Mechanisms (TRMs) for identification, assistance and referral of trafficked persons. The NRMs in the MARRI Participants have been established in the past decade (Albania – 2005, North Macedonia – 2008, BiH – 2003, Serbia – 2001, Montenegro – 2007, and Kosovo* – 2008)[3], functioning as cooperative frameworks between government and non-government actors and encompassing Standard Operating Procedures (SOPs) for identification, referral and assistance to trafficked persons.

Given the complexity of the crime of trafficking and the response to it, an all-stakeholder coordinated response is paramount for the success of the policies on the issue. Hence, the cooperation between officials and non-governmental service providers is an essential feature. As such, the NRMs of the region involve Civil Society Organisations (CSOs) in their programmatic activities and objectives.

However, it is the governments that have the ownership and primary responsibility for initiating, developing, adopting and implementing all public policies. Without prejudice to the foregoing, CSOs are supplementary and complementary to the government's mandate, as in they may possess information, data, expertise, infrastructure, or tools and mechanisms valuable to the execution of the NRMs.

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1   In accordance with the MARRI Communication rules, the term "Participants'" is used instead of "national". The term refers to MARRI Participant/s (i.e. Participants' needs, Participants' level, etc.)

*   This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

2   Refers to the concept developed by OSCE/ODIHR in 2004 in *National Referral Mechanisms – Joining Efforts to Protect the Rights of Trafficked Persons: A Practical Handbook*, and updated in 2022 in *National Referral Mechanisms – Joining Efforts to Protect the Rights of Trafficked Persons: A Practical Handbook – Second Edition*.

3   ICMPD (2012), *The Way Forward in Establishing Effective Transnational Referral Mechanisms. A Report Based on Experiences in Cases of Human Trafficking in South-Eastern Europe.* Vienna.

Similarly, CSOs' cooperation with the governmental entities on THB supports the latter in their indispensable and non-replaceable role in fighting the crime. Coordination with CSOs is, in fact, the integral element of both to NRMs and TRMs.

This document presents the approach on **improved participation of CSOs in NRMs in the MARRI Participants**. It is developed based on the findings of the report *Analysis and mapping of Referral Mechanisms to protect victims of trafficking in human beings in the six MARRI Participants[4],* according to which, the implementation of the NRMs could improve in terms of CSO-government collaboration. The aforementioned report cites that:

- Service provision is unbalanced and mostly carried out by CSOs, despite the government holding the ultimate responsibility for them.
- CSOs do not receive enough funding to run their operations and implement the activities foreseen for them in the NRM.
- Funding for protection and referral services are not properly institutionalised and allocated to include CSOs proportionally to their workload.
- Roles and responsibilities between government and CSOs are not well established or clearly divided in the NRMs.
- Governments experience challenges in continually assessing the capacities, practices, and standards of CSOs to decide which ones to involve and to what extent.

Therefore, **the overall objective** of this Approach is to strengthen the participation of CSOs in NRMs by better matching organisational capabilities, increasing coordination effectiveness and optimizing distribution of resources.

Civil participation is defined for the purposes of these guidelines in accordance with the Council of Europe definition, which refers to NGOs and "organised civil society including voluntary groups, non-profit organisations, associations, foundations, charities, as well as geographic or interest-based community and advocacy groups"[5] that are actively involved in combating human trafficking and/or providing services to its victims, as well as persons at risk of exploitation.

Who is it for?

The document is dedicated to the anti-trafficking professionals and practitioners in the MARRI region and beyond, particularly the NRM members: social workers, law-enforcement officers, healthcare practitioners, psychologists and counsellors, child protection specialists, lawyers etc. Indirectly, it targets the stakeholders who are not official NRM members, but cooperate with the NRMs, such as teachers and school administrators, vocational trainers, job counsellors etc. Finally, the Approach might be also useful for the policy makers and the members of the anti-trafficking coordination structures, which cooperate with the NRMs due to their nature of work.

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4   Different & Equal (2020), *Analysis and mapping of Referral Mechanisms to protect victims of trafficking in human beings in the six MARRI Participants*.

5   CoE (2019), *Code of Good Practice for Civil Participation in the Decision-Making Process.*

Guidelines   Tools   Methods   Good practices

How to use it?

This is non-obligatory document and the professionals may use it in their daily work by implementing one or more of the presented methods, instructions, tools and good practices, pending on their interest and needs. It provides overview of the key issues and the structural and institutional challenges in establishing communication and cooperation channels among the anti-trafficking professionals and practitioners in the MARRI region and offers concrete and practical guidance on how the identified barriers and challenges can be addressed.

Structure of the Approach

The Approach is based on established processes and practices in the MARRI area, but also incorporates international expertise.

The Approach is three-pronged. The first pillar equips the Participants with realistic methods for increasing CSO engagement in NRMs and using their existing infrastructure and knowledge, as well as for improving CSO monitoring and compliance with standards. The second pillar gives support to CSOs to promote equitable public financing and involvement in policymaking. Finally, the third pillar fosters interoperability between CSOs and governments by promoting collaborations and championing mutual complementarity.

Pillar II: Tools for CSOs

Pillar I: Tools for authorities

Pillar III: Tools for CSOs/ authorities interplay

NRMs better implemented jointly
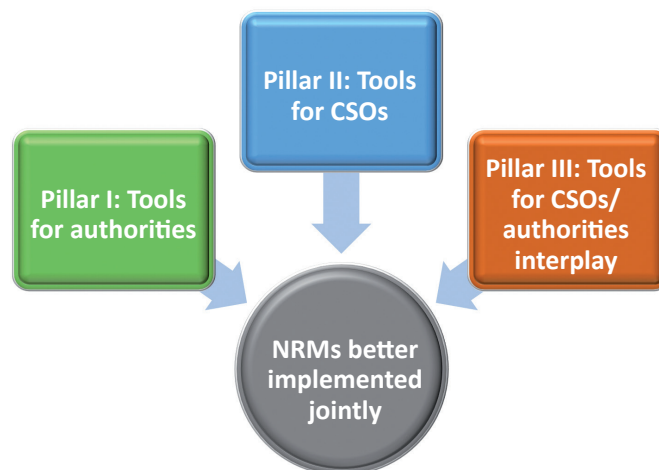
Figure 1: Structure of the Approach

11

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

These pillars serve as the Approach's core tenets and are intended to encompass all stakeholders necessary to accomplish the objectives and create balanced outcomes. As a result, both CSOs and public institutions should have the procedures and tools necessary to collaboratively create and execute NRMs fairly.

The Approach consists of the following structural elements:

- Methodology;
- Existing practices and procedures of cooperation between public authorities and CSOs within the framework of the NRMs in the region;
- Guiding principles – fundamentals;
- PART I – Methods, instructions, tools, and good practices for public authorities**;**
- PART II – Methods, instructions, tools and good practices for CSOs**;**
- PART III – Methods, instructions, tools and good practices for joint work between public authorities and CSOs**.**

Methodology

The Approach presented in this document is part of a series of **practical approaches** developed by the Anti-Trafficking Programme (ATP) of ICMPD within the framework of the project "*Developing Approaches for Enhancing the Functionality of Referral Mechanisms (NRMs) in the MARRI Participants*". This Guidance has the task to facilitate the existing challenges and gaps in the survivors' inclusion in the anti-trafficking response.

ATP utilised a comprehensive methodology to develop all practical approaches.

Desk Research

The desk research comprised collection and analysis of relevant information for the development of four practical Approaches. Various sources relevant to the four topics of the Approaches were researched and reviewed:

- Existing international legal and policy sources.
- Publications, reports, academic researches, guidelines, recommendations, etc.
- Current international initiatives and developments.
- Existing practices in the MARRI Participants and beyond.

Field research

The ICMPD expert team developed a **questionnaire** covering the four thematic areas of the Approaches. Its aim was to gather additional information and existing practices in the MARRI Participants. The questionnaire was disseminated to nominated governmental and non-governmental authorities (NRM coordinators and other NRM actors). The questionnaire was translated into Serbian/Bosnian/ Montenegrin, Macedonian and Albanian languages and sent to 56 identified anti-trafficking stakeholders – professionals in the region, both stakeholders nominated as Focal Points

to the project, as well as other relevant professionals. The team received a **total of 31** questionnaires – **three** from Albania, **seven** from North Macedonia, **seven** from Bosnia and Herzegovina, **four** from Serbia, **three** from Montenegro and **seven** from Kosovo*.

In addition, several **consultations** with selected international partners active on the topics of the Approaches were conducted. The aim of the consultations was to provide additional insight in the collection of detailed and specific information relevant for the Approaches.

Information analysis and drafting of the Approaches

The findings based on the information collected with questionnaires were analysed and combined with the findings of the desk research. They were used as the foundation to the development of the four practical Approaches. The existing international standards and guidelines for survivors' inclusion, CSO engagement and enhanced cooperation and communication between stakeholders were taken into consideration in the development of the Approaches.
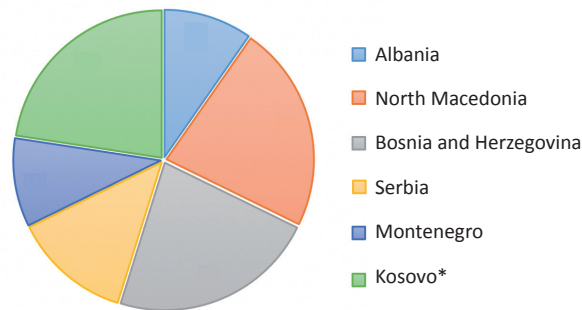
Figure 2: Responses received from MARRI Participants
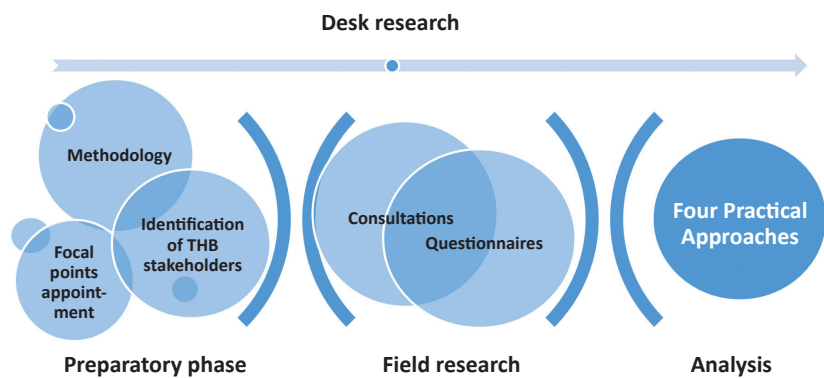
Figure 3: The process of development of the practical Approaches.

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*   This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

Existing practices and procedures of cooperation between public authorities and CSOs within the framework of the NRMs in the region

In Albania[6], NGOs specializing in assisting victims of human trafficking have been full members of the NRM since 2005 and of the Responsible Authority since 2014. They are involved in the first identification of victims of human trafficking. Albanian authorities have tried to involve specialised non-governmental organisations (NGOs) in the creation of anti-trafficking strategies. To this end, the Office of the Anti-Trafficking Coordinator (ONAC) invites representatives of NGO's to events and debates on THB. Additionally, NGOs are active in initiatives to train essential personnel. In 2014, the Anti-Trafficking Coordinator established an advisory council of NGOs engaged in anti-THB work to formalise partnership with NGOs. This advisory board is meant to conduct independent reviews of ONAC's anti-trafficking efforts and provide suggestions to the agency. That also means that partnerships officially assist authorities in identifying victims. Finally, since 2018 two new members representing civil society were added to the NRM: the Mary Ward Loreto Foundation and Terre des Hommes[7].

In North Macedonia[8], CSOs are critical for anti-trafficking efforts. The NGOs Open Gate/La Strada, "For a Happy Childhood", the non-governmental initiative for Equal Opportunities SEMPER, and "Equal Access" continue to be involved in the anti-trafficking efforts. The THB Commission's work is supported by a number of NGOs through its Secretariat and the sub-group on child trafficking. The Ministry of Labour and Social Policy has signed a Memorandum of Cooperation with NGOs, such as Open Gate/La Strada and "For a Happy Childhood," under which these organisations would give legal, medical, and psychological aid to victims housed in government shelters. Additionally, in some situations NGOs within the joint mobile teams provide primary legal assistance to potential victims of trafficking[9]. Finally, a wide working group composed of representatives of stakeholders (governmental and non-governmental organizations), international and domestic experts and academia personnel developed a draft text of the Law on Criminal Procedure so that victims acquire the right to compensation for material and non-material damage from a government fund[10].

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6   GRETA (2016). *Report Concerning the Implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Albania*. Strasbourg.

7   GRETA (2020). *Evaluation Report – Albania: Third Evaluation Round.* Strasbourg.

8   GRETA (2018). *Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by "the former Yugoslav Republic of Macedonia".* Strasbourg.

9   GRETA (2021). *Reply from North Macedonia to the Questionnaire for the Evaluation of the Implementation of the Council of Europe Convention on Action Against Trafficking in Human Beings by the Parties – Third Evaluation Round*. Strasbourg.

10   Ibid.

In Bosnia and Herzegovina[11], the authorities maintain that collaboration with civil society in the fight against human trafficking is effectively developed. Representatives of specialised nongovernmental organisations are involved in multidisciplinary structures at the government, entity, and district levels (the Monitoring Team of the Council of Ministers and the regional monitoring teams). When developing policies and action plans to combat THB, specialised NGOs are contacted. Additionally, NGOs participate actively in public debates about necessary legislation reforms. Representatives of NGOs acknowledged the breadth of their collaboration with the authorities, including law enforcement agencies. Trade unions, on the other hand, are not as well involved in the fight against THB in Bosnia and Herzegovina. "*At the end of 2018, the Ministry of Security of Bosnia and Herzegovina launched an initiative for the reconstruction of regional monitoring teams for the fight against human trafficking in Bosnia and Herzegovina. The teams, i.e. the coordinators, are headed by representatives of the Ministries of Interior and the police of the Brčko District of BiH. The tasks of the Coordination Teams are to perform professional, operational and administrative-technical tasks on strengthening functional ties and cooperation between the competent authorities and non-governmental organizations that carry out activities in their areas of competence in order to combat and prevent human trafficking*"[12].

In Serbia[13], specialised NGOs have signed bilateral cooperation agreements with important official authorities working in the field of THB. For example, the Centre for the Protection of Trafficking Victims has entered into a cooperation agreement with the Tijana Jurić Foundation with the aim of better informing and sensitizing the general public and raising general awareness about the problem of human trafficking, particularly as it relates to children and youth. Additionally, the Ministry of Human and Minority Rights and the NGO Centre for Roma Initiatives inked a Memorandum of Understanding on collaboration in the areas of preventing domestic violence, child, early and forced marriages.

In Montenegro[14], numerous Memoranda of Cooperation have been signed by NGOs and international organisations, including the Montenegrin Red Cross. According to authorities, key NGOs are contacted throughout the development stage of strategy initiatives related to the combat against THB, most notably the NRM. Additionally, the Ministry of Human and Minority Rights and the NGO Centre for Roma Initiatives inked a Memorandum of Cooperation (MoU) in the areas of domestic abuse prevention, child and temporary marriage prevention. The THB Coordinator chairs the Working Group on Monitoring the Implementation of the Anti-Trafficking Strategy, which is composed of members from key ministries, law enforcement agencies, the court, and foreign organisations based in Montenegro. Since 2013, one NGO has been

11 GRETA (2017). *Report Concerning the Implementation of the Council of Europe Convention on Action Against Trafficking in Human Beings by Bosnia and Herzegovina*. Strasbourg.

12 GRETA (2020). *Reply from Bosnia and Herzegovina to the Questionnaire for the Evaluation of the Implementation of the Council of Europe Convention on Action Against Trafficking in Human Beings by the Parties: Third Evaluation Round*. Strasbourg.

13 GRETA (2018). *Report Concerning the Implementation of the Council of Europe Convention on Action Against Trafficking in Human Beings by Serbia.* Strasbourg.

14 GRETA (2016). *Report Concerning the Implementation of the Council of Europe Convention on Action Against Trafficking in Human Beings by Montenegro*. Strasbourg.

recognised as a full member of the Working Group following a request for expressions of interest by NGOs to join the Group. Additionally, "*civil society, including NGOs, trade unions, diaspora organisations and employer organisations, plays a vital role in enabling victims of THB to claim compensation and other remedies*"[15].

In Kosovo*[16], NGOs actively participate in anti-trafficking efforts by contributing to the development of anti-trafficking strategies and action plans, implementing actions, conducting research, being in the chain of referral and providing services to victims, and organizing awareness-raising activities and training.

The Action Plan that accompanies the new Anti-Trafficking Strategy calls for creating and implementing a paradigm of formalised collaboration with NGOs in the fight against THB. The Strategy emphasises the importance of NGOs participating as equal partners in the monitoring, reporting, and evaluation of the Strategy's implementation through the nomination of five representatives. A public invitation to NGOs to participate in the process of monitoring, reporting on, and assessing the Strategy's implementation has been issued.

All service providers, including NGOs, must be licensed or have accredited programs in line with applicable bylaws, according to the Social Protection Law.

Cooperation agreements between governments and CSOs

In the field research ICMPD ran with CSOs, public officials, and (public and private) international organisations[17], 22 out of 23 respondents said that there are varying sorts of formalised agreements or partnerships between CSOs and government institutions for the implementation of their NRMs. Stakeholders also described issues implementing in practice the terms of such agreements. CSOs and governmental institutions alike recognised the widespread formalisation of agreements on one hand and the difficulties in putting them into motion, on the other hand. Most NGOs acknowledged that many agreements are not followed through. An NGO in Bosnia and Herzegovina affirmed that "formalisation (of collaborations) would strengthen the partnership and contribute to better realisation of common goals and the fight against human trafficking." Similarly, NGOs also sign MoUs among themselves to strengthen their service provision capacities, as well as acquire a stronger voice before government institutions when negotiating together. A North Macedonian NGO set out the precondition to implementing the agreements: "Agreements between organisations and public institutions in which cooperation is set on an equal footing work in practice".

Respondents described that there are formal agreements between governments and CSOs providing services to victims. Hence, cooperation mechanisms in the form of service provision contracts are among the most common. An international

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15   GRETA (2021). *Evaluation Report – Montenegro: Third Evaluation Round.* Strasbourg.

16   GRETA (2016). *Report on the Compliance of Kosovo with the Standards of the Council of Europe Convention on Action Against Trafficking in Human Beings.* Strasbourg.

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17   The questionnaire as explained in the Methodology section.

organisation in Bosnia and Herzegovina explained that, for example, "ministries usually sign formal agreements with NGOs for provisions of services to foreign victims, including the provision of accommodation in their shelters. Other ministries give grants to CSOs on an annual basis for the provisions of services to domestic victims". Another Bosnian NGO exemplifies how their cooperation with the government works: "(NGOs are invited for) participation in local coordination teams. Members are formally nominated from the various stakeholders in the NRM, both actors from the government sector and the civil society sector". Participation at the local level boosts the practicality and operability of the policies on the ground, as they deal directly with affected communities and individuals.

Officials in Kosovo* explained that they "have agreements with CSOs that facilitate the process of providing services from the financial and procedural point of view". In North Macedonia, an NGO agreed that "Memorandum of Cooperation with a ministry enables regulated and uninterrupted implementation of activities". Finally, an official in Serbia acknowledged they "have cooperation agreements with CSOs that specialise in providing support to victims of trafficking, which are widely implemented and that facilitate the implementation of the NRM. They relate to the way of communication, exchange of information, mutual reporting and referral of users."

All the responses collected, including but not limited to the ones transcribed above, point to the evidence that formal cooperation agreements between governments and CSOs are tortuous to implement, and regularly fall flat of expectations, but practice shows that the implementation of NRM goals are starkly more likely to be met whenever these agreements succeed. The *Compendium of Good Practices from the Western Balkans and Austria*, under development by ICMPD in 2022 reiterates the finding for the survey. It affirms that *"the practices (contained in the document) describe a victims-centered THB police investigation done in cooperation with CSOs, and how that leads to better victim protection and higher conviction rates."*

Funding of joint activities

The survey with NRM actors run in 2020 by the NGO Different and Equal found that one of the principal complications for the government-CSO interaction within NRMs is the "unequal share of the direct assistance", as victims' direct assistance is provided mostly by NGOs, which do not receive funding proportionate to the services rendered. Similarly, the ICMPD survey identified related issues. A Kosovo* NGO claimed that "unstable funding of victim services has been a problem for many years". A Serbian NGO agreed that "without proper funding, their efforts will be pointless".

However, authorities in the region are making serious efforts to fund essential activities. In Albania, an NGO acknowledged that "there is already a good practice of funding NGOs that manage centres for victims of trafficking, but this practice should be improved by increasing funding and changing the form to ensure direct and

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sustainable funding of NGOs active against trafficking in particular shelters for victims". In North Macedonia, an NGO accounted for a similar trend: "There is a practice for the government to publish a call (for funding) for CSOs once a year. The number of calls, and especially the financial support, is insufficient. There is also a problem of awarding grants to CSOs that have no experience in the field or to which this activity is secondary, instead of championing CSOs that have been working for years and have visible results in the prevention, protection, and assistance to victims".

In this context, 12 out of 13 survey respondents concurred that if the government sustainably established regular calls for proposals to fund the CSOs' activities required within the NRM, their victim support services would be better and more sustainable. An Albanian organisation agreed with that funding mechanism since "the way NRM is composed and functions, it cannot perform administrative roles such as funding CSOs". Hence, NRMs must be accompanied by funding opportunities. In Kosovo*, an association said that, with regular calls for funding, "the possibilities of using the resources of several NGOs that have the capacity for direct assistance to victims are opened, which ultimately provides better protection for the victims themselves and encourages all potential for the system to function and to report cases of trafficking". Likewise, a foundation in Bosnia confirmed that they "would facilitate the process of supporting the victim, from their identification, accommodation in the Safe House, work with them on reintegration into society, since all these activities require the engagement of professional staff, and regular funds (for this important NRM activity) are necessary".

Division of roles and responsibilities

All six MARRI Participants have some form of referral system in place. As such, to varying degrees, there is a formal understanding of each stakeholder's roles and responsibilities, be they governmental or non-governmental. Among public institutions, 14 out of 15 survey respondents declared that they understand well their roles vis-à-vis those of the CSOs' within the NRM. 12 out of 13 public officials also admitted they know well the CSOs' capacities and harness them to optimise the NRM implementation. In Bosnia and Herzegovina, according to an international governmental organisation, "CSOs are included in the local coordination teams. This enables them to be included in the processes of setting and discussing policies, prevention activities and coordination. However, these latter instances are rare. The CSOs are mostly involved in the provision of services to victims and are usually sub-contracted by the government".

North Macedonian authorities "continuously cooperate with NGOs that have concluded agreements with the government in the inter-institutional, inter-ministerial and multidisciplinary response of the government in the phenomenon of THB". This means that there are multiple platforms where both governments and CSOs interact, discuss and make decisions together, and that the practice is institutionalised. On the other hand, many stakeholders claim the division of responsibilities is sub-par. In Serbia, "practice shows that, in particular, social work centres, as referral bodies, which are often involved in providing support to victims

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of trafficking, do not sufficiently use the capacities of CSOs", according to authorities.

Among CSOs, the understanding is similar. 10 out of 12 responders from civil society organisations affirmed to clearly know their roles and responsibilities within the NRM vis-à-vis the governmental institutions. Mostly, they said their functions are satisfactorily clear as set out in the NRM, despite affirming that further clarification and enforcement of each one's responsibilities would be recommendable to improve the response to THB.

Many regional stakeholders claimed that, despite the satisfactory level of responsibility division, some require revision due to changing trends, procedures, teams' compositions, etc. An Albanian CSO reveals that "providing quality services to victims of trafficking requires prompt and standard responses oriented to the needs of victims. For this purpose, it is required to review the division of roles and responsibilities and their clarification in the dynamics with the referred cases and the developments of the trafficking phenomenon in general". A Bosnian foundation proposed "it would be effective to reallocate responsibilities in terms of division of tasks and responsibilities, e.g. NGOs can make an outstanding contribution to preventive activities while, for example, institutions such as law enforcement agencies can better contribute to collecting, analysing and exchanging information". In the same vein, another Bosnian CSO confirmed that "regardless of the positive experience so far, continuous improvement of the partnership would also mean better support for victims". This is so because the THB phenomenon, as well as its perpetrators, always adapt and advance so as to dodge the existing response, and the anti-trafficking policies, their stakeholders and their roles must change at the same pace.

Government-CSO interactions on the ground

Both spheres, government and CSOs, often suffer from insufficient resources and capacities to deal with the wide-ranging spectrum of THB in the field. In Albania, "the authorities respond (satisfactorily to the CSOs' needs), but often there are delays and no exhaustive solutions are provided for the situation of the referred cases. At the local level, there are more difficulties due to lack of capacity", according to an NGO. Yet, another organisation in Albania asserted that "when activities are jointly implemented, the (government) response (to their needs) is satisfying".

In Bosnia and Herzegovina, interaction in the field works well, as a local foundation stated, "for each potentially identified victim, we contact the competent authority, which further conducts its activities in accordance with the procedures and competencies. During studies in the field of human trafficking, government institutions respond to the CSOs' inquiries and provide the necessary information".

A North Macedonian foundation builds on the joint efforts saying that "they submit notifications from the SOS line for reported cases of human trafficking to the authorities, who act upon and intervene accordingly, as well as for timely notification back to the foundation". CSOs and governments likewise cooperate well in other activities, other than direct service provision. Yet in North Macedonia,

another organisation reiterates that whenever they need logistical support in organising certain activities (October 18, European Day against THB, world day against trafficking, etc.); or whenever they need a recommendation for training or other activities, they always get it.

Guiding principles

The **interdisciplinary approach** and the **coordination and cooperation among the relevant anti-trafficking actors**, including those that participate in the NRMs is highlighted as one of the guiding principles in the *Practitioner's Guide for Developing and Monitoring Anti-Trafficking Response*[18]. The Guide integrates the international and European standards, as well as ICMPD's experience of advising and supporting governments in their anti-trafficking efforts in many regions across the world. The principle is expressly integrated into the key international documents on THB, such as the UN Anti-Trafficking Protocol[19] and the Council of Europe (CoE) Anti-Trafficking Convention[20]. The interdisciplinary approach is very important in order to achieve government ownership of the overall anti-trafficking response, meaning that the government assumes full participation, responsibility and accountability in defining the objectives, implementing the activities and meeting the foreseen outcomes.[21]

Interdisciplinary approach

Being a complex phenomenon, trafficking in human beings cuts across different fields – human rights, migration, public security, organised crime, corruption, labour, unequal international economic relationships, gender inequalities, violence against women, girls and LGBTQI+ persons, feminisation of poverty, etc. Effective counter-strategies must consider these in order to address the different aspects of trafficking. To this end, it is necessary to have an '**interdisciplinary', approach, which means that the knowledge and expertise of different stakeholders and their respective methods are combined to develop measures to prevent and combat trafficking in persons** (e.g. legal instruments, educational methods, social research, economic empowerment, psychological assistance, role of the media etc.). Interventions should be designed and implemented to cover all sectors of a society (e.g. judiciary, education, labour market, etc.). Only a holistic approach allows tackling all aspects of trafficking at the same time.

Accordingly, the active involvement of the actors across different sectors at all levels of the government's anti-trafficking response is important for several reasons:

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18 ICMPD (2021), Developing and Monitoring National Anti-Trafficking Response. A Practitioner's Guide.

19 UN General Assembly (2000), Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organised Crime, 15 November 2000, available at: https://www.refworld.org/docid/4720706c0.html [accessed 7 October 2021]

20 Council of Europe (2005), Council of Europe Convention on Action Against Trafficking in Human Beings, CETS 197, available at: https://www.refworld.org/docid/43fded544.htmlv [accessed 7 October 2021]

21 OHCHR (2002). Principle 1, para. 2.

19

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

- *"It is needed for a harmonisation of legal definitions, procedures and their application, and co-operation at the local, regional and domestic level in order to develop and implement an appropriate legal framework;*
- *Accountability;*
- *It is necessary for an interdisciplinary and cross-sectoral approach; and*
- *It is an important means to promote the sustainability of measures taken to prevent and combat trafficking".[22]*

Among the other responsibilities in ensuring multi-sectoral and coordinated approach to combat trafficking in human beings, the Guide specifically sets out the civil society participation as a priority principle, as **"they are able to complement the support provided by the government and bring in a differentiated unique perspective".**

The new OSCE Practical Handbook on Referral Mechanisms[23] concurs with the utmost priority of involving CSOs in the NRM for the latter's success: "**Effective NRMs require ongoing co-operation between government agencies and civil society**. NRMs should facilitate the inclusion and participation of civil society (within their specific areas of competence) in the NRM interagency co-ordination council and in relation to all other relevant NRM activities: identification, protection and individual support, access to multiagency services, social inclusion, pursuit of criminal justice process and redress and prevention of human trafficking"[24].

Four principles for promoting constructive CSO-government relationships (CoE, 2017)

PARTICIPATION – NGOs gather and transmit people's perspectives. This is a valuable contribution to the political decision-making process, boosting the policy initiative's quality, comprehension, and long-term viability.

TRUST – An open and democratic society is predicated on the reciprocal exchange of information between actors and sectors. While NGOs and governmental authorities have distinct responsibilities to play, the shared objective of improving people's lives can only be achieved effectively via trust, which entails openness, respect and mutual dependability.

ACCOUNTABILITY AND TRANSPARENCY – Acting in the public interest needs both NGOs and governmental bodies to be open, accountable, transparent and accountable at all levels.

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22 ICMPD (2021) Developing and Monitoring National Anti-Trafficking Response. A Practitioner's Guide.p.22
23 OSCE (2022*), National Referral Mechanisms. Joining Efforts to Protect the Rights of Trafficked Persons: Practical Handbook – Second Edition*. Warsaw: ODIHR.
24 Ibid., p.47.

INDEPENDENCE – NGOs must be recognised as autonomous and self-governing organisations with regard to their objectives, choices and operations. They have the right to act freely and advocate for viewpoints that differ from those of the authorities with whom they may engage in the future.

Participation of CSOs in the public sphere should not occur only due to the clear benefits they bring in terms of expertise and resources. In fact, the main reason is because "one of the major concerns of modern democracies is the alienation of (people) from the political processes. In this context, **civil society constitutes an important element providing (people) with an alternative way, alongside elections, of making their voice heard and working for the community**"[25]. As the population is the ultimate beneficiary of governmental programmes, their associations must always be taken into consideration in making, reforming, implementing and monitoring policies.

Factors enabling CSO-government joint engagements

The following preconditions must be met so as to enable CSOs and governments to work in tandem and optimise their efforts[26]:

- Rule of law;
- Adherence to fundamental democratic principles;
- Political will;
- Favourable legislation;
- Clear and precise procedures;
- Long-term support and resources for a sustainable civil society;
- Shared spaces for dialogue and cooperation;
- Equality and fairness of treatment.

All partnerships, common practices and joint actions depend and will stem from these eight factors. Another additional layer of facilitating preconditions for a successful engagement includes:

- Joint implementation teams (whenever appropriate);
- Formalisation and institutionalisation of cooperation;
- Responsiveness and mutual assistance;
- Transparency, open and constant information sharing (pending on data protection regulations).

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25 CoE (2017), *Civil Participation in the Decision-Making Process – The Code of Good Practice*. Available at https://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=09000016802 eede1.

26 Ibid.

22

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

PART I: Methods, instructions, tools and good practices for public authorities

This section is intended to provide public authorities with step-by-step information on how to engage with and benefit from CSOs in their programming. The majority of MARRI Participants already follow and adhere to some or many of the methods indicated below. The goal, however, is to assist Participants in identifying gaps in their procedures, assisting them in addressing those deficiencies, and furnishing them with extra practical tools to make those processes more accessible and implementable. Involving CSOs does not only mean to consult their opinion at some stage of policy-making or implementation. For a sustainable and fruitful collaboration, CSOs must be engaged throughout the three phases of a policy cycle: Planning, Organisation and Implementation and Monitoring and Evaluation.

1. Planning the involvement of CSOs

STEP 1: CREATING A CONDUCIVE ENVIRONMENT

The workflow below[27] gives a comprehensive all-around preparation for public institutions and individual public agents to understand the work of CSOs and create an enabling environment for future practical, effective cooperation. Use the diagram as a checklist to find out whether you have the elements leading to a healthy and fruitful engagement with CSOs in place:

Start with knowledge	• Taking part, as necessary, in training on or alongside CSOs, and in particular on what CSO participation may entail in the planning, organisation and implementation of governmental activities.
Involve them early on	• Promoting civil society participation as an integral element of the government's policies at all stages of the project/programme, and in particular at early stages, when the policy proposal is developed or the activity is planned.
Listen to them	• Carrying out consultations with domestic or regional CSOs, in order to better identify needs and priority fields of cooperation. • Understand how CSOs and governments may complement each other's mandates.
Consider their inputs	• Taking into account information and data provided by CSO in the planning of programmes, projects, and activities.

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27   Ibid.

23

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

| Work with them | • Encouraging the provision of timely and comprehensive information on current planning of the project/programme to relevant CSO. |

| Enable them | • Enabling the participation of CSO through budgetary provision for the activities expected from them. |

STEP 2: IDENTIFYING RELEVANT CSOS FOR YOUR NRM

Different & Equal's report identified issues with CSO membership within the NRMs in the region. They found that some CSOs did not "have a domestic scope in service provision to become members of the NRM". Some other organisations were part of the Mechanism, but did not provide consistent long-term assistance to victims. Additionally, according to the ICMPD survey, some members of the NRM had no experience in the field or ran activities that were just secondary to the fight against trafficking (North Macedonian NGO). For optimal results, the organisations selected for each activity should be the most relevant one, in terms or expertise, resources, experience, mission and goals alignment. Therefore, identifying the right CSOs is prerequisite for a successful policy implementation.

This does not mean that CSOs must be excluded from the NRM based on their experience level or geographic coverage, for example. Instead, organisations shall be engaged in different levels, depending on their capacities and proximity with the topic of THB.

There are four progressive degrees of engagement, ranging from the least to the greatest: information, consultation, dialogue, and partnership[28].

1. Information

Access to information serves as the foundation for all future steps in CSOs' engagement. This is a relatively low degree of engagement that often consists of a one-way flow of information from public authorities with no requirement or expectation of contact or cooperation with NGOs.

2. Consultation

This is a type of initiative in which public authorities solicit the opinions of CSOs on a particular policy issue or development. Typically, consultation entails authorities alerting CSOs of recent policy developments and soliciting their thoughts, views and feedback. The initiative and themes must originate from governments, but CSOs can further policies and activities at this point. Consultation is necessary at every stage of the decision-making process, but particularly during the writing, monitoring, and reformulation stages.

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28   Conference of INGOs of the Council of Europe (2009), *Code of Good Practice for Civil Participation in the Decision-Making Process*.

3. Dialogue

Dialogues can be initiated by any party and can be broad or collaborative in nature. A wide dialogue is a two-way communication based on similar interests and maybe shared goals in order to assure a frequent interchange of viewpoints. It encompasses anything from open public hearings to specialized discussions between CSOs and government officials. Broad dialogues remain flexible in scope, without tying up to any specific subject or NRM activity.

A collaborative dialogue is founded on shared objectives for the creation and conduction of the NRM. Typically, collaborative dialogue results in joint recommendations, work/action plan, or piece of legislation. Collaborative dialogue is more empowered than broad dialogue since it involves shared, frequent and regular exchanges to establish essential policy solutions and normally results in an agreement. At all stages of the NRM cycle, dialogue is highly appreciated, but it is especially critical for agenda setting, drafting and reformulation.

4. Partnership – the pinnacle

A partnership entails shared duties at every stage of the political decision-making process, policy implementation, and monitoring. It ranges from agenda setting through policy formulation, decision-making, and execution. At this level, CSOs and public authorities collaborate closely while guaranteeing that CSOs retain their independence and the freedom to advocate and act regardless of the partnership arrangement. Partnerships can take the form of delegating a specific responsibility to a CSO, such as service delivery, as well as allowing their participation in forums and the development of co-decision-making bodies.

Partnerships can occur at any stage of the NRM process, but are particularly important during the agenda defining and execution stages.

THE DIFFERENT LEVELS OF PARTICIPATION

| Information | Consultation | Dialogue | Partnership |

LOW   LEVEL OF PARTICIPATION   HIGH

Figure 4: Adapted from – CoE (2017), Civil Participation in the Decision-Making Process: The Code of Good Practice

Involving CSOs at varying levels increases the efficiency of processes and the implementation, as it allows for the inclusion of the right actors, in the right moments, for the right tasks. Therefore, public authorities must assess and evaluate their potential stakeholders.

25

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

TOOL 1 – CSO IDENTIFICATION AND EVALUATION

The Council of Europe has elaborated a practical tool[29] for calculating the position you should consider your CSO stakeholder to have within your NRM. It assesses each identified stakeholder on the relevance of the possible contribution to the NRM and the projected interest in engaging in it. This tool ("Access the tool online at: https://rm.coe.int/civil-participation-operational-tool/16809feef0 ") assists in determining: a) variables relating to relevance (i.e. how critical it is for the local authority to have the stakeholder on board, based on its capacity to reach out to other stakeholders, economically contribute to the process, share its own knowledge/skills for the benefit of the community, and take a political stand on the subject at hand); and b) variables relating to interest and willingness to apply its capacities for the process at hand.

HOW TO USE THE TOOL – step by step:

1. Conduct a stakeholder mapping. Search for all CSOs that may have any relevance to the NRM. It is critical to ensure that a diverse range of categories is represented when selecting stakeholders. To organise your mapping better, create a database containing fields for the same information for all CSOs. It should encompass items such as their name, name of a focal point, contacts, main domain of activity and thematic proximity with THB. The below table is an example:

Name of civil society organisation	Main domains of activity	Name and role of contact person	Main competences of contact person	Contact details (e-mail/phone)
CSO 1				
CSO 2				
CSO 3				

Figure 5: Adapted from – *CoE (2020), Civil Participation in Decision-Making – Toolkit*

2. Analyse CSOs' relevance and interest, broken down in the areas according to the tool in Annex 1. Grade each Mark an "x" on the value (very negative, negative, not relevant, positive or very positive) for each of the themes, for both relevance and interest, as per below (the formula in the table will calculate the final values automatically):

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29   Coe (2020), *Civil Participation in Decision-Making: Toolkit.*

ORGANISATION:	INSERT NAME					
DIMENSIONS	Extremely Negative	Negative	Not Relevant	Positive	Extremely Positive	Score per Dimension
1. Social capital						Weighted value
1 Capacity of the CSO to involve other CSOs						
2 Level of representativeness of the CSO in the field of trafficking						
3 Level of participation of the CSO in local civil society activities						
4 Capacity of the CSO to influence change						
5 Level of acknowledgement of that CSO among the population						
2. Economic capital						Weighted value
6 Capacity of the organisation to act as donor						
7 Capacity of the organisation to influence resources' allocation						
8 Capacity to facilitate access to existing external resources						
9 Capacity of the CSO to provide in-kind support						
10 Influence of the CSO in the job market						
3. Human capital						Weighted value
11 Knowledge and skills of the CSO on trafficking						
12 Awareness of the CSO on trafficking						
13 Capacity of the CSO to engage in public debate						
14 Capacity of the CSO to communicate through a range of different media						

27

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

15	Capacity of the CSO to access public venues						
	4. Political capital						Weighted value
16	Trust of the local administration towards the CSO						
17	Capacity of the CSO to engage further political actors						
18	Capacity of the CSO to engage with local authorities						
19	Capacity of the CSO to influence public opinion						
20	Political awareness of the CSO						
	Relevance Score						

Figure 6: Adapted – *CoE (2020), Civil Participation in Decision-Making – Toolkit*

3) Add one CSO per tab. After having inserted all organisations, the last tab generates two ratings (one for relevance and one for interest), each ranging from 0 to 1. The tool plots these scores automatically on a graph divided into four quadrants. Each quadrant reflects a different level of stakeholder participation[30]. The results can be interpreted as follows:

Typology of involvement	Variable levels of involvement
Information	Low interest of CSO
	Low relevance perceived
Consultation	High interest of CSO
	Low relevance perceived
Dialogue	Low interest of CSO
	High relevance perceived
Partnership	High interest of CSO
	High relevance perceived

Figure 7: Adapted – *CoE (2020), Civil Participation in Decision-Making – Toolkit*

4) Consider carefully the level of engagement your CSOs could have and involve them since the beginning of the policy-making process, since agenda setting and proposal drafting, accordingly.

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30   Ibid.

GOOD PRACTICE – LICENSING CSOs IN SERBIA

Licensing is a fast-track method of identifying and retaining the most relevant CSOs in public programming. Organisations that meet a set of rigorous standards may be included on a golden list. Licensed CSOs may have direct access to government programmes and information, as well as preference for cooperation opportunities. Licences can also be recognised more broadly in society, so that other public institutions, business companies, and individuals are aware of and can benefit from the quality work of those CSOs. Licensing evaluations must be conducted on a regular basis (annually, biannually, or at other intervals as appropriate) to ensure that only CSOs that adhere to the requirements throughout time are licensed. In Serbia, the Ministry of Labor, Employment, Veterans and Social Affairs granted a license to the civil society organization (CSO) Atina for provision of services to victims of human trafficking.

The licensing process of CSO Atina took one year. In order to obtain the license, CSO Atina had to apply and be assessed whether the organization fulfils the standards prescribed in the Rulebook for Conditions and Standards in Providing Social Services that are obligatory. This Rulebook prescribes the structural standards (organizational, infrastructure and staff requirements) and functional standards (what is the process of accommodating a person, assessment, planning and service provision and expertise in providing the service). Local governments can introduce higher standards for specific services. Inspection supervision over the CSO work is performed by the Ministry through the inspector of social protection. Once a year, CSO Atina as the licensed service provider is submits an Annual report to the Ministry.

GOOD PRACTICE – LICENSING CSOs IN KOSOVO*

Based on the current legal framework in Kosovo*, individuals and CSOs specialized in providing services not provided by the government institutions can benefit from government contracts based on criteria set through public calls made by the relevant ministry. Before applying for government contracts, they must undergo the licensing process of individuals and CSOs. Based on the positive legal framework, all social and family service providers (individuals or legal entities) have a legal obligation to be licensed.

Calls from the Ministry of Labor and Social Welfare and the General Council of Social and Family Services are made in accordance with the provisions of Law no. 04/L-081 on Amending and Supplementing Law no. 02/L-17 on Social and Family Services and Administrative Instruction on Licensing.

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*   This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

29

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

In addition to the above acts, the Public Call is also based on the Regulation of the Ministry of Finance no. 04/2017 on the criteria, standards and procedures of public funding of NGOs, as well as the Law on Budget.

Entities or candidates wishing to be licensed to provide social and family services are required to meet specific conditions and criteria: to be a native of Kosovo*; to have adequate education in accordance with the Law on Social and Family Services; have at least one year of practical professional experience in the field of social and family services. Entities and Candidates must submit the specific documentation required to be considered for licensing. Documents include: biography of the candidate; an identification document; proof of vocational education; evidence of practical professional experience in the field of social and family services; certification that the candidate is not under investigation or fined for providing social and family services; Letter of recommendation and a receipt for the payment of an administrative fee for the application in the amount of 5 EUR. The General Council of Social and Family Services will then review/investigate the statements made on the basis of the application. Information, breaches or possible fraudulent errors may result in a suspicious license application.

Source: CRP/K (2015). Policy Document: Assessing the Opportunities for Civil Society Organizations to Obtain State Contracts in Kosovo*, p 8-9.

TOOL 2 – CSO LICENSING CRITERIA LIST

Provided in the annexes (Annex 1), Tool 2 represents a list of high-standard criteria to license CSOs. The items therein are examples and should be adjusted according to each Participant's context. Members of such a golden list form a roster of trusted organisations which, among others, receive government funding or simplified procedures for cooperation agreements.

HOW DOES THE PROCESS WORK – step by step:

1. Government launches a public licensing tender with clear and fair criteria and procedures.
2. CSOs apply via a centralised, official channel. It is important that all candidates apply through the same channel and by the same deadline. Applications submitted outside that channel (e.g. forwarded to individual public servants or informally) must be disregarded.
3. CSOs submit a list of supporting documents to prove they fulfil the criteria.
4. The public institution responsible for licensing reviews the documents, shortlists the candidates that fulfil all the criteria, and schedules site visits to verify whether the information provided is accurate.
5. Licenses are issued to compliant CSOs. In case no CSO complies with the minimum criteria, no licenses should be issued. There must be no minimum of licenses granted.

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* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

2. Involving CSOs in the organisation and implementation of activities

STEP 1: DEVELOP INSTITUTIONAL MECHANISMS TO INVOLVE CSOS

The workflow below[31] represents the list of basic premises that enable CSOs to work with governments in practice. Consider the following actions:

All on the same page
• Developing and implementing NRMs require a multitude of partners. Choose those partners that are also committed to including civil society in the implementation and organisation of activities. Additionally, give priority to CSOs that also collaborate and share with other CSOs.

Inform and communicate
• Facilitate information sharing and clear communication with CSOs. Make clear to other public and international partners, local authorities, experts and etc., that they should grant CSOs acces to information and data throughout the organisation and implementation phases.

Clear procedures
• Establish transparent, precise, and accessible procedures. • Ensure the participation of civil society experts, speakers and participants. Establish appropriate joint spaces and processes, such as soliciting comments, ideas and feedback from CSOs, public hearings, regular meetings, participatory forums and co-decision-making bodies.

Assimilate ideas
• Encourage other public entities and interntional organisation partners to take in CSOs' comments, ideas and recommendations to the implementation of activities.

Level up knowledge
• Help develop the capacities of your CSOs, so they are always well equipped and up-to-date and implement the NRM activities to the highest level of quality possible.

Fund them
• Some activities CSOs will be taking over are primarily responsibility of the government (i.e. councelling, shelters, cultural intermediation, translation and interpretation, legal aid, etc.). Therefore, fund or co-fund the CSOs' activities essential to the NRM.

STEP 2: MAKE CSOS' PARTICIPATION MEANINGFUL

The first and most important step to facilitate the involvement of CSOs is to include them in your institutional framework, at various levels as per the previous section's instructions. Involvement methods[32], namely the means used to encourage engagement, such as websites, campaigns, multi-stakeholder committees, public hearings, conferences, consultations and working groups may vary according

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31   Developed on the basis of: CoE (2017), *Civil Participation in the Decision-Making Process – The Code of Good Practice*.

32   This step is developed on the basis of and most information is extracted from OHCHR (2018), *Guidelines on the Effective Implementation of the Right to Participate in Public Affairs*.

31

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

to the level of participation and stage of the NRM process (development, implementation, monitoring and evaluation and reformulation). While participation should be encouraged at all levels, no single combination of methods can be advised for all circumstances.

To ensure that these mechanisms give meaningful opportunities for participation, they should at least:

- Be co-designed with relevant CSOs;
- Impartially channel the views of the concerned CSOs into the actual decision-making and implementation; be endowed with an adequate budget and human resources with expertise on the various groups whose participation should be encouraged and enabled;
- Be accessible and inclusive, especially with CSOs representing minority and vulnerable groups.

Involve the appropriate CSOs in the organisation and implementation of the NRM since the very early stages[33], when no irrevocable decision has been made; when all options are still open. Including them in an on-going process at a point where their input no longer makes an impact is rendering their participation meaningless. Therefore, proceed with the following:

- Make accessible as soon as possible any altered, new or updated draft versions of NRM activities or procedures.
- Allow sufficient time for CSOs to prepare and contribute to decision-making processes.
- Allow CSOs to provide any information, analysis and views to the appropriate public authority directly, either online or on paper. Procedures for commenting should be uncomplicated.

Officials may consider forming multi-stakeholder committees and/or advisory councils, as well as hosting expert seminars, panels and open plenary sessions related to the implementation and monitoring of NRM.

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33   Ibid.

SPECIAL STRATEGIES: ENHANCING AND PROMOTING CSOs' PARTICIPATION
CoE (2020), Civil Participation in Decision-Making – Toolkit.

Despite measuring the appropriate level of participation (Tool 1), CSOs should not remain static in their levels. CSOs' participation can and should be promoted and enhanced. Below are four strategies to improve participation by supporting CSOs transition from one level to the next.

Strategy 1 – From Information to Consultation

The strategy tries to boost stakeholder interest in subjects on the public authority's political agenda, in order to encourage stakeholder insights and input at all stages of the NRM.

The steps used to accomplish this goal include creating public awareness and providing tailored information to stakeholders, which consist of the following:

Communication plan

• Develop a targeted communication strategy based on an accurate characterization of stakeholders identified as possible target groups. This profile may contain specific areas of interest, preferred modes of communication, and so forth;

• Establish social media accounts (Facebook, Twitter) dedicated to the topic of human trafficking in order to collect and share information from other stakeholders;

• On the institutional website, keep the public informed of new activities relating to the NRM;

• Establish a specific mailing list (derived from the mapping of stakeholders) for the purpose of sending tailored newsletters to stakeholders according to their areas of interest/activity;

• Periodic press conferences and news releases to inform and engage stakeholders and the general public about the subject.

Organisation of dedicated open days

• Open days to generate awareness of the subject, possibly during events that already bring together a diverse range of stakeholders around a common interest;

• School-based initiatives to increase awareness about trafficking;

• Invite to dialogues on topics relevant to their respective fields of interest for representatives of stakeholders' categories.

Strategy 2 – From Consultation to Dialogue

Stakeholders who are already invested on the issue of trafficking are frequently eager to participate actively and have their perspectives included into the NRM process. Thus, it is critical for public authorities to avoid frustrating such committed stakeholders and to invest in their capacity building in order to enhance their competence and ability to contribute even more in the future.

Capacity building and training:

- Organise open training days on participation modalities and instruments, open to all interested stakeholders who have shown an interest in becoming more involved in the NRM or trafficking more broadly;
- While a local government's resources may not always allow for free training to stakeholders, support may be provided by stakeholders who are already in "Partnership" and willing to financially support the initiative or administer the training themselves, owing to their already high levels of involvement.
- Develop an online platform for feedback sharing and peer-to-peer exchanges for all stakeholders: i) local implementers, such as municipalities, ii) "partner" stakeholders, or those who already signed a partnership with public authorities to implement the NRM, and iii) "interested" stakeholders (i.e. stakeholders who fall under the "Consultation" typology), with the goal of stimulating peer-to-peer exchanges on the platform between stakeholders involved at different levels, for expertise sharing.

Strategy 3 – From Dialogue to Partnership

To spark the interest of "qualified" stakeholders, it is critical to engage them in one-on-one conversations and networking sessions in order to discover the most appropriate incentives for further including them as partners.

Individual engagement

- Organise one-on-one meetings with key stakeholders to increase their understanding of the issue and gauge their enthusiasm in participating further in the process.

Group engagement

- Host meetups, such as dinners, luncheons and awareness-raising activities, to bring together diverse stakeholders and share perspectives and ideas;
- Organise networking events that include "Partnership" stakeholders in order to foster discussion with actors who are already active in the NRM;
- Establish advisory boards for the NRM sections, ensuring that meetings are not too often to place an undue burden on the partners, but also giving particular responsibilities for each board member, rendering them ownership of the mechanism and making them more active.

Strategy 4 – Strengthening Partnership

Stakeholders already classified as partners are committed to engagement. Nonetheless, it is critical to maintain their involvement and to ensure they are effectively supported in their roles and efforts. Ensure the following:

Committees

- Establish permanent committees devoted to the fight against trafficking – encouraging collaboration throughout the long term (i.e. permanent basis, beyond capitalising on the experiences of specific initiatives).

Networking

- Organise networking events to enable members of various committees to meet, exchange ideas, and form relationships, as a means of personal and professional advancement.

Budget

- It may be necessary, if the stakeholders' work and travel obligations are extensive, to offer a dedicated budget to pay at least their travel expenditures, so as not to prevent those stakeholders who cannot afford to attend all meetings and jeopardise an active partnership.

GOOD PRACTICE – CALLS FOR FUNDING IN BOSNIA AND HERZEGOVINA

BiH regularly issues tenders to fund CSOs, especially those providing direct assistance to victims. Ideally, all CSOs would be compensated by their governments for the services they offer, which should have been under the government's primary responsibility. Shelters, psychological counselling, witness protection, legal and judicial assistance, and so on, are critical components of the NRM since they provide fundamental victim protection and case resolution. As a result, wherever possible, mechanisms should be in place to continuously support these activities when they are given directly by CSOs. However, if available resources are limited, governments may choose recurring calls for funding for certain, critical NRM operations and services, relieving their financial burden. This will enable CSOs to continue supporting victims, implementing the NRM, and utilising existing infrastructure sustainably, without requiring the government to invest more public resources to develop the same infrastructure.

Even when public financing is given to CSOs continually, frequent calls for funding are a relevant supplement to foster creative, more efficient approaches that might enhance the NRM in the future.

TOOL 3 – CALLS FOR FUNDING

Tool 3 (see annex 2) is an example of a Call for Funding that may be used as a model for future calls by the MARRI Participants. The document is based on Italy's 2021 call for funding. Italy[34] has been releasing such calls for over a decade and has honed its methods based on prior experiences and what works in practice. Calls for proposals must be complete, clear and equitable, and should provide extensive explanations of the application procedures, assessment methodology, and who will review the proposals, as well as information and resources to assist potential applicants in preparing a solid submission. Additionally, it should have a clear timetable and explain what occurs when funding is approved (payment, reporting, monitoring, etc.). Tool 3 should be customised for each Participant.

Other forms of funding

Calls for funding are just a quick way to fund CSOs. There are other types of funding, which can be more appropriate in certain situations and also more sustainable. Below are some funding tools[35]:
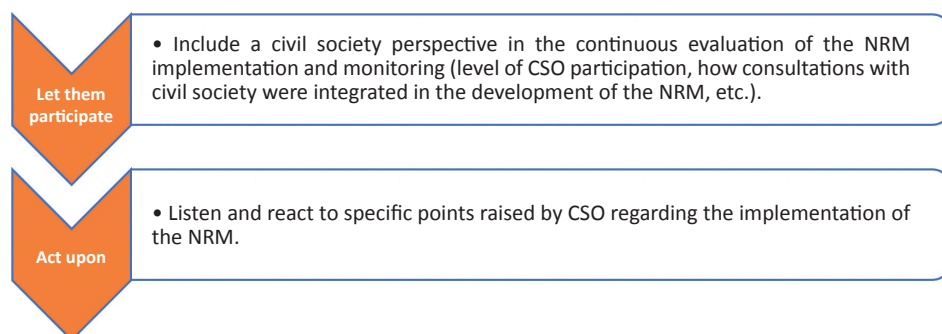
- **Multi-annual mechanisms** provide stability and ease planning, allowing for more time for program execution, information collecting and sharing and policy discussion. Multi-year agreements build civil society and provide financial and employment security for their employees.
- With the strategic, organisational, and professional competence to successfully manage resources, **core financing** can be an excellent option. In addition, core financing allows for CSO management and prioritisation. CSOs and governments have less administrative work to do because the funding stands permanently, without additional selection procedures as in the call for proposals. Donors can assess a CSO partner's financial and program management capability when providing core financing.
- **Earmarked financing** can be used to support specific regional or sectoral development goals. MARRI Participants may launch project and programme financing to support CSOs that have unique sectoral advantages or close linkages to beneficiaries, but are not eligible for core funding or calls for proposals. Earmarked funds can help CSOs learn by doing.
- **Co-financing** is a method in which CSOs and governments join forces to raise funds for common projects and programmes. Co-financing ensures CSO independence, ownership, stimulates CSO diversification and avoids subsidy reliance.
- Donors can better help grassroots civil society in governments by **pooling funds** and sponsoring umbrella organisations. Small grants to several CSOs might minimise transaction costs and administrative burden. Multi-donor basket funds supporting different CSOs or many donors supporting one CSO *can be pooled.*

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34 Original document in Italian available at: https://presidenza.governo.it/AmministrazioneTrasparente/ Sovvenzioni/CriteriModalita/Bando_4_2021/2_Bando_4.pdf.

35 OECD (2012). *Partnering with Civil Society – 12 Lessons from DAC Peer Reviews.*

36

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

3. Involving CSOs in monitoring and evaluating NRMs

In order to involve CSOs to improve your monitoring and evaluation systems and be able to reformulate actions as needed, follow the basic premises below[36]:

Let them participate	• Include a civil society perspective in the continuous evaluation of the NRM implementation and monitoring (level of CSO participation, how consultations with civil society were integrated in the development of the NRM, etc.).
Act upon	• Listen and react to specific points raised by CSO regarding the implementation of the NRM.

STEP 1: CLOSE THE PARTICIPATION CYCLE

As with any other policy, NRMs must be changed to the constantly evolving circumstances. It is not timeless and it must adapt to emerging trends, problems and opportunities. As a result, continuous monitoring and assessment of the NRM are required. They must be revised whenever previously unforeseeable events occur or when an anticipated effective measure does not really function in practice. NRM implementers must collaborate to identify issues and assist in developing corrective steps. After participating in the NRM from its ground zero, CSOs have acquired enough experience and tools to understand and better see implementation issues in the mechanism, as well as being able to recommend improvements, therefore being a vital ally for your policy reformulation.
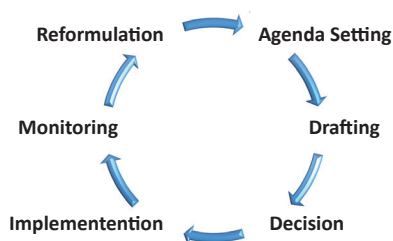
Figure 8: Adapted – CoE (2017), *Civil Participation in the Decision-Making Process: The Code of Good Practice*

In sum, CSOs can contribute with[37]:

- **Advocacy:** monitor and advocate to ensure that the policy initiative reached the intended beneficiaries and produced the desired result for society.
- **Expertise and advice:** assemble evidence or conduct study on the impact of the policy; includes think tanks and research institutions.

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36   CoE (2017). *Civil Participation in the Decision-Making Process – The Code of Good Practice*.
37   CoE (2019), *Code for Good Practice of Civil Participation in the Decision-Making Process.*

37

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

- **Service provision:** accountability for the program's quality, sustainability, effectiveness, and real-world impact.
- **Watchdog function:** a primary responsibility for monitoring the policy's impacts in order to guarantee that the policy's stated objectives are met.

STEP 2: OPERATIONALISE THEIR MONITORING AND EVALUATION

In order to make their participation at this stage a practical one, governments will:

- Make available to CSOs information on the outcomes of the NRM practice and compliance by its members, so they can help the government assess the NRM's effectiveness without a clouded perception;
- Publicise how previous CSOs' inputs were taken into consideration in the past and how they happen in future opportunities;
- Participants in the NRM should have the opportunity to evaluate the collaborative environment in order to document lessons learned for future development. To this goal, appropriate public authorities might consider conducting surveys or focus group talks, among other things, to facilitate dissemination of data and collection of new inputs;
- Consider the CSOs inputs with the same importance of the governmental counterparts.

Some easy tools and methods that are useful include the following[38]:

Information:

- Data collection to compile case studies and data on NRM implemented in practice;
- Policy evaluation and effect assessment through conferences and reporting;
- Independent research to uncover critical bottlenecks.

Consultation:

- Produce statistics for tracking progress, such as polls, web surveys or questionnaires.

Dialogue:

- A task force or committee comprised of CSOs (both consumers and suppliers) charged with the responsibility of monitoring and evaluating the NRM compliance.

Partnership:
- A work group or committee comprised of representatives from the civil society and the public authorities who collaborate strategically to monitor and assess the NRM.

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38   Ibid.

PART II: Methods, instructions, tools and good practices for civil society organisations

1. Advocate for more

This section will include techniques, instructions, tools, and best practices for CSOs to independently advocate for and facilitate improved government collaboration. It is critical that both parties (governments and CSOs) utilize available resources to narrow gaps and increase collaboration. Participation in the NRM is not a one-way street in which the government invests alone in collaborating with CSOs. CSOs may use tools to reposition themselves, foster higher-level collaboration and guarantee the implementation of NRM is more successful.

The themes discussed in this section are particularly pertinent to smaller CSOs that lack collaborations with or sponsorship from governmental entities. They are, however, equally applicable to any CSO seeking a behavioural change from governmental counterparts in order to function more effectively and negotiate increased funding. This implies that CSOs can develop advocacy plans independently, based on their unique circumstances; small CSOs can collaborate to increase their bargaining power; or small and large CSOs might join forces to advance a shared, typically societal, goal.

Hence, the guiding principle of Part II is advocacy. "*As part of a healthy democracy, actions taken by the government and the private sector should be informed by the views of civil society. Advocacy is the way in which these views are put forward. Depending on the tactics chosen, advocacy can be either friendly or confrontational to those in power. But ultimately, advocacy is about creating political change – both in policy and behaviour. An effective advocacy plan has a clear understanding of what needs to be changed and how to change it. It is grounded in a well-developed strategy with effective techniques for influencing others and creative forms of communication[39]*".

STEP 1: PLAN YOUR ADVOCACY

A successful advocacy strategy should include the following[40]:

- Develop a vision and set of principles for how advocacy will be performed throughout all its activities;
- Explicitly state the assumptions to ensure that all stakeholders understand and agree on the strategy and its terms;
- Determine available resources and devise a strategy for bringing key partners together in an alliance;
- Develop clear lines of accountability to clarify roles and duties and to establish procedures for accountability;
- Be realistic and force individuals to confront their preconceived notions of what works and what is a good value; and

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39 Transparency International (2013), *Developing an Anti-Corruption Advocacy Plan, a Step-by-Step Guide*.
40 Ibid.

- Establish criteria and indicators for monitoring and assessment in order to chart the course for a successful advocacy campaign.

Analyse the problems and identify stakeholders

• Identify the issues you want to tackle, turn them into advocacy objectives and identify the actors that have the power to solve the problem or block the solution, as well as the actors that can affect your advocacy in other ways.

Define the purpose and objectives

• Ask why the plan is needed and convert the answer into objective, expected results and the activities.

Assess risks and review feasibility and sustainability

• Evaluate the plan's strengths and shortcomings and identify any major obstacles to execution, including an analysis of the risks linked with its viability and sustainability.

Plan activities and allocate resources

• Develop a thorough activity plan that is connected to the necessary human and material resources. Ask what is necessary to be done, in steps, to achieve your goals. These necessary steps are your activities.

Monitor and evaluate

• Monitoring is the process of collecting and analyzing data on a continuous basis; evaluation is the process of determining the efficacy of the advocacy strategy in accomplishing its stated objectives and the amount to which observed change is attributed to its actions.

In order to achieve the above, one needs to go through the process below[41]:

STEP 2: ANALYSING PROBLEMS AND IDENTIFYING STAKEHOLDERS

Analysing problems[42]

To identify the issues with the NRM's composition and execution, an initial evaluation of the NRM's operation, SOPs (if available) and outcomes should be conducted. Additionally, it is necessary to examine your mandate in relation to the NRM process in order to understand your capabilities and the value of your CSO in the process in order to build a compelling argument. This evaluation, in conjunction with consultations with local experts, can serve as the foundation for developing an advocacy strategy. It is critical to collect hard data to support the issue you have identified and to justify a solution. Once a variety of issues has been determined, they must be organized and prioritized in order to determine which ones may be realistically addressed through advocacy actions.

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41   Ibid.
42   Ibid.

TOOL 4 – PROBLEM EVALUATION MATRIX

See this tool in Annex 3 in the attachments to see an example of how to run a problem evaluation. The matrix therein contains a breakdown of values to guide you through importance, alignment, feasibility, and development of an issue. The result of the matrix calculation will show you which problem is stronger and have a more defensible cause. Follow the instructions therein and adjust the factors as per your context.

Identifying stakeholders[43]

Decision-makers are a specific category of stakeholder that your advocacy strategy should target. These are the individuals who legitimately possess the capacity to make a choice and are capable of effecting change. They may be specific people or groups of people, such as ministers, committees or local councils.

To determine who the primary decision-makers are for each of your issues, ask the following questions: How and why are decisions made on a certain topic? Why does locality X, politician Y, or government official Z adopt a position on a certain issue? How do they arrive at their decisions? How are power and decision-making structures organised?

After identifying the main decision-makers and comprehending the decision-making process, it is feasible to identify all stakeholders who may have an impact on this person or process.

STEP 3: SETTING GOALS, IMPACTS, EXPECTED RESULTS AND ACTIVITIES

To chart the direction of your plan, you must first determine why you want to bring change, what you want to accomplish, and a basic notion of the activities that will assist you in accomplishing your goals.

The causal route outlines realistic stages for developing the fundamental components of your advocacy plan and demonstrates how they work together. Establish a causal link between the impact, the goal, the activities, and the expected outcomes.

Follow the table below for an example and more details[44]:

Activities	Expected Results	Goal	Impact
The specific actions taken to accomplish the advocacy goals.	Outputs as a result of the advocacy plan's effective execution.	The specific, tangible change you want to see after the execution of the plan.	Transformation desirable in the longer run.

43   Ibid.
44   Ibid.

- The impact represents the final aim that inspires all of other elements of the table. While the impact may not be accomplished within the course of a single advocacy strategy, the latter should contribute to the former's accomplishment. The impact should contain what is ultimately desired and whom it shall affect.

- The goal is determined based on the findings of the problem analysis, by weighing the relative relevance of objectives and picking the most pertinent to include in the advocacy strategy. Then, this is compared to the findings of the stakeholder analysis in order to identify the stakeholders who have influence over the subject at hand.

- The expected results are the items that will be created/developed if the advocacy plan reaches its goal. In other words, what are the outputs? What is the immediate "product" generated immediately after the implementation of the plan? The results should follow from the activities.

- Finally, the activities are the specific, practical actions, or steps, that will lead the plan on the path to achieving its goals. For example, an activity could be a bilateral meeting with ministry representatives, or a public campaign to convince a group of something.

The "so that" exercise is a good activity for identifying tangible and practical actions. This is accomplished by writing an activity in the centre of a flip chart or sheet of paper. If you can begin your statement with your suggested activity, include "so that," complement it with the expected result, and the complete phrase makes logical sense, you have a valid pathway. For example: Hold a round table with CSOs with similar agenda **so that** they are well informed about the NRM issue identified and ally with us to push for a solution. In this case, the first part of the sentence is the activity, while the second part, after "so that" is the expected result.

Below is an example of a completed logical pathway[45]:

Activities	Expected Results	Goal	Impact
1. Lobby the government to develop a continual financing policy for shelters.	1. A new funding model for shelters is developed by the government by the end of 2022.	Establish a legal framework on consistent funding of essential services for persons in need by the President within 2024.	No presumed or actual victim of exploitation is left without basic protection services.

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45   Ibid.

2. Design a media campaign for the public illustrating the damaging effects of lack of front-line protection services to victims of exploitation.	2. Legislation requiring to fund shelters for all rescued victims is passed by the government by the end of 2024.		

STEP 4: RISK ASSESSMENT

Risk analysis is used to identify and prioritise elements that might compromise the effectiveness of an advocacy initiative. Additionally, it describes the risk-reduction methods that may be implemented. For that, it is advisable to complete a SWOT analysis (defined below) followed by a mitigation strategy.

TOOL 5 – SWOT ANALYSIS

See Tool 5, "(access it online at): https://thechangeagency.org/swot-analysis)" , which contains the SWOT analysis scheme, instructions on how to complete and analyse it. The document was developed by The Change Agency, which is an Australian independent social movement education initiative. You will find other relevant documents, tools and resources for CSOs on their website[46].

Create a strategy to meet the SWOT analysis's findings[47]

After finishing the SWOT analysis, a plan for resolving the highlighted difficulties should be presented. These acts may include the following:

- Consolidating relationships with crucial players (for example, networks and NGOs) who monitor trafficking in a domestically or internationally.
- Enhance the organisation's abilities and understanding in areas regarded as weak.

Below, you find guiding questions to support in your mitigation strategy development:

- Strengths: What actions should be taken to ensure that the advocacy plan capitalises on the strengths?
- Weaknesses: What types of actions should be implemented in order to change weaknesses into strengths?
- Opportunities: What actions should be taken to ensure that the advocacy plan capitalises on the available opportunities?
- Threats: What kind of actions should be incorporated to convert weaknesses into opportunities, or at the very least to mitigate them?
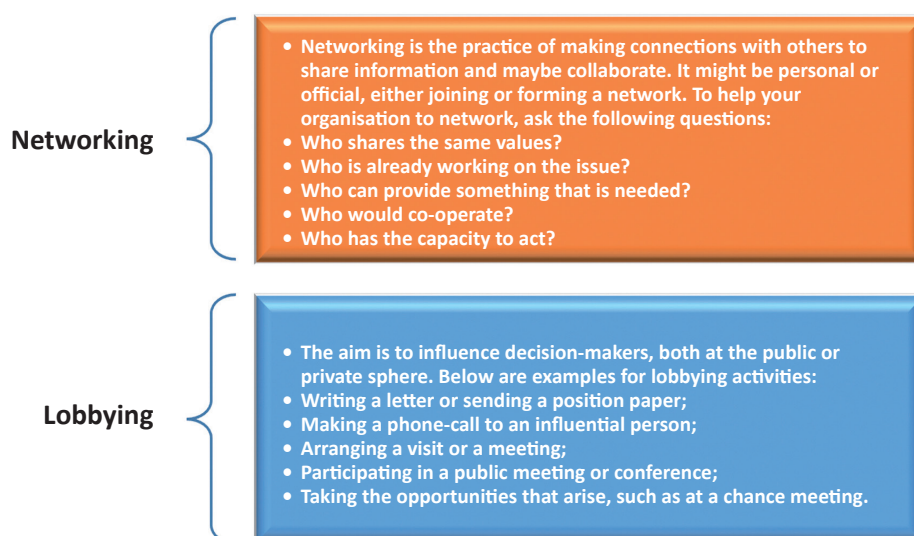
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46   https://thechangeagency.org/resources/
47   Transparency International (2013), *Developing an Anti-corruption Advocacy Plan a Step-by-Step Guide*.

STEP 5: ACTIVITIES PLANNING

After developing the advocacy strategy and assessing the risks, the actions should be organized in a complete activity plan. It is crucial at this stage to determine the people and material resources that will be required to carry out the strategy. Activity planning helps you to gain a holistic perspective of the plan's core activities, sub-activities, responsibilities, resources, and time. It lays out a clear path for achieving the advocacy's desired outcomes[48]. Use the table below to breakdown the activities' building blocks and help you think how to compose them:

EXPECTED RESULTS: A new funding model for shelters is developed by the government by the end of 2022.				
Activities	**Sub-Activities And Tasks**	**Responsibility**	**Resources**	**Timing**
Activity 1	What sub-activities contribute to the realisation of the planned activity?	Who is responsible for the implementation of the activity?	What resources are needed to implement the activity?	What is the timeframe for the implemen-tation of the planned activity?
Activity 2				
Activity 3				

Activities are means to achieve your expected results. The chart below provides an outline of the many steps involved in implementing an advocacy plan[49].

Networking
- Networking is the practice of making connections with others to share information and maybe collaborate. It might be personal or official, either joining or forming a network. To help your organisation to network, ask the following questions:
- Who shares the same values?
- Who is already working on the issue?
- Who can provide something that is needed?
- Who would co-operate?
- Who has the capacity to act?

Lobbying
- The aim is to influence decision-makers, both at the public or private sphere. Below are examples for lobbying activities:
- Writing a letter or sending a position paper;
- Making a phone-call to an influential person;
- Arranging a visit or a meeting;
- Participating in a public meeting or conference;
- Taking the opportunities that arise, such as at a chance meeting.

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48 Ibid.
49 Ibid.

Then fill the table following the below sub-steps:

- Break down activities into sub-activities and small tasks – For example, send a letter to X or invite the law enforcement agency Y for a meeting. Identify precisely how much time you need for the task, what resources and who will perform it.
- Clarify pre-requirements and sequence of activities – In other words, what should be done first? And is the action contingent on the start or termination of another?
- Think about your in-house expertise and assign the tasks to the appropriate personnel - Team members can be allocated tasks and sub-tasks, as well as establishing reporting lines.
- Calculate the resources needed – Estimate the human capital, materials, and space (such as conference rooms).
- Calculate the time to complete each task, sub-activity and activity - It is not always feasible to forecast timescales with certainty, but talking to external experienced experts can help.

STEP 6: MONITORING AND EVALUATION

Monitoring is the continuous gathering and analysis of data. **Evaluation** entails determining the plan's efficacy in reaching its stated objectives and the extent to which observed change may be attributed to the advocacy project itself. Both elements contribute to the advocacy work's direction and should be incorporated into the strategy from the start. Monitoring and evaluation work in tandem to provide a complete method for regularly reviewing progress and assessing the plan's final efficacy at achieving the targeted behavioural change[50].

There are some factors that can enhance the effectiveness of your monitoring and evaluation[51]:

- **Plan it**: It is critical to see monitoring and evaluation as an important component of the advocacy strategy; as a distinct activity with a distinct timeframe and a distinct chain of tasks and responsibilities.
- **Keep it simple:** It is not required to do extensive research to evaluate your advocacy strategy; simply collecting information that allows you to develop a fair judgment is adequate.
- **Involve partners and beneficiaries:** It is necessary to consult external evaluators because they may shed light on other viewpoints on the advocacy implementation.

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50   Ibid.
51   Ibid.

Conducting monitoring and evaluation[52]

Monitoring needs to be attached to the activities of the plan. It entails responding to the following questions:

- Has the activity been done in accordance with the agreed-upon parameters and timeframe? If not, what is the reason?
- What has to be modified or done differently to re-align the plan with the desired outcomes?

The evaluation's findings can be summarised in a table indicating the various causes of success or failure.

SUCCESS FACTORS	FAILURE FACTORS

By the time the review process is complete, one should have a firm grasp on the influence of your advocacy efforts. One should be able to identify successes and failures and use the lessons gained to improve current or future activities within the plan. Monitoring and evaluation encompasses the following:

- **Inputs:** investments and efforts (i.e., financial and human resources);
- **Outputs:** immediate effects of activities;
- **Outcomes:** intermediate and ultimate effects of activities;
- **Impact:** the long-term effects of an activity.

Monitoring and evaluation rely on a robust and diverse data gathering system that should operate concurrently with the advocacy activities implementation.

2. Network more[53]

Networks can assist CSOs in overcoming consensus barriers, assembling coalitions for change, marshalling and amplifying evidence, and mobilising resources. Many CSOs that were previously focused on service delivery have been able to participate in lobbying actions through networks. The issue is that civil society organisations, politicians, and scholars sometimes appear to exist in alternate universes. Increased networking and communication would assist in influencing policy and its implementation. For CSOs to participate actively in policy processes, they must establish effective ties and trust-based relationships with policymakers, the media, and other stakeholders. CSOs may accomplish this through capitalising on existing
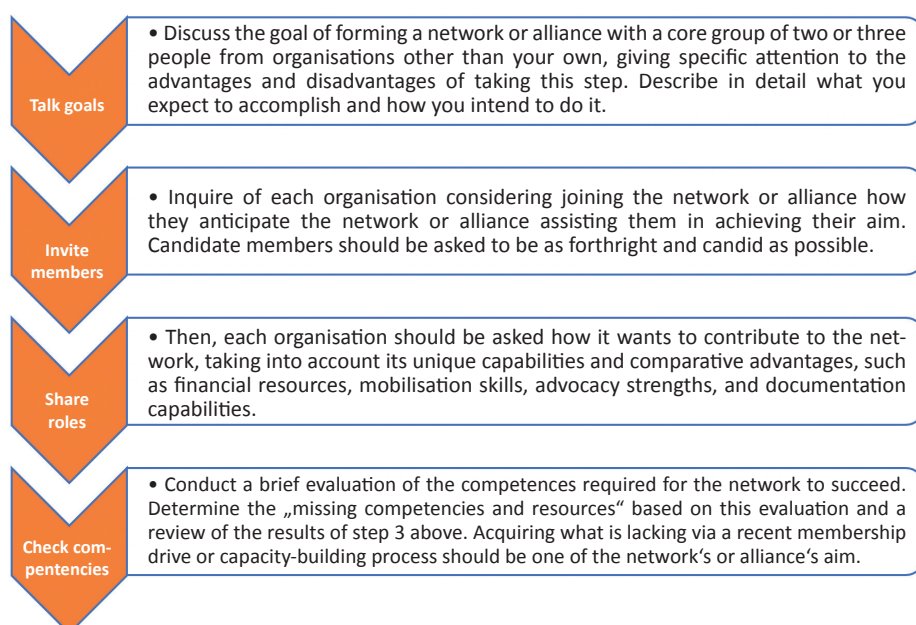
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52   Ibid.
53   Overseas Development Institute (2006), *Policy Engagement – How Civil Society Can be More Effective*.

connections, becoming acquainted with other players, and collaborating through existing platforms and coalitions. Additionally, they must identify essential persons who can assist and establish new relationships and alliances with like-minded stakeholders. There are six non-exclusive activities that networks may do to increase the impact of CSOs on policy:
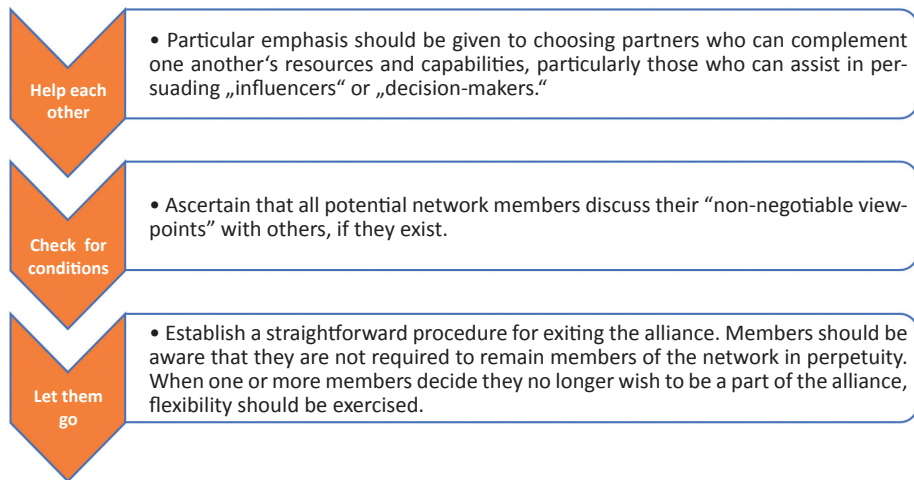
- **Convenors** bring individuals or groups of individuals together.
- **Filters** choose important information and organise unmanageable volumes of data.
- **Amplifiers** assist in bringing little-known or little-understood concepts to a broader audience or understanding.
- **Facilitators** assist members in carrying out their responsibilities more effectively and efficiently.
- **Networks** of community builders promote and preserve the values and standards of the individuals and organisations that comprise them.
- **Investor or provider** networks give members with the resources necessary to conduct their primary business.

Networks frequently serve several services and frequently perform numerous tasks concurrently in order to maximize their chances of influencing policy. However, various network functions require distinct network architectures to perform well. Networks that are optimized for (and successful at) a certain function may fall short in other areas. The addition of new functions may jeopardize the original aims.

Follow the process below for building networks and alliances[54]:

Talk goals
- Discuss the goal of forming a network or alliance with a core group of two or three people from organisations other than your own, giving specific attention to the advantages and disadvantages of taking this step. Describe in detail what you expect to accomplish and how you intend to do it.

Invite members
- Inquire of each organisation considering joining the network or alliance how they anticipate the network or alliance assisting them in achieving their aim. Candidate members should be asked to be as forthright and candid as possible.

Share roles
- Then, each organisation should be asked how it wants to contribute to the network, taking into account its unique capabilities and comparative advantages, such as financial resources, mobilisation skills, advocacy strengths, and documentation capabilities.

Check competencies
- Conduct a brief evaluation of the competences required for the network to succeed. Determine the „missing competencies and resources" based on this evaluation and a review of the results of step 3 above. Acquiring what is lacking via a recent membership drive or capacity-building process should be one of the network's or alliance's aim.

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54 Based on Friedrich Ebert Foundation (2015), *Civil Society Guide to National Social Protection Floors*. Berlin: Friedrich-Ebert-Stiftung.

Help each other
• Particular emphasis should be given to choosing partners who can complement one another's resources and capabilities, particularly those who can assist in persuading „influencers" or „decision-makers."

Check for conditions
• Ascertain that all potential network members discuss their "non-negotiable viewpoints" with others, if they exist.

Let them go
• Establish a straightforward procedure for exiting the alliance. Members should be aware that they are not required to remain members of the network in perpetuity. When one or more members decide they no longer wish to be a part of the alliance, flexibility should be exercised.

GOOD PRACTICE – INTERNATIONAL CSO COOPERATION IN SERBIA AND AUSTRIA

The CSO Astra is based in Serbia, manages an SOS helpline and works on providing guidance on assistance and support programs, legal aid, psychological counselling, medical assistance, support and accompanying through institutional procedures, (re)integration and social inclusion and assistance in the process of return. The CSO LEFÖ is based in Austria, among other things it runs an Intervention Centre for Trafficked Women.

The partnership between the CSO started in 2001 and its being ongoing ever since. They cooperate by consultation and exchange of knowledge, participation at trainings and referral of individual cases. The cases they have cooperated so far, involved Serbians, identified as victims of human trafficking in Austria. LEFÖ supports the exchange of contacts between the CSO Astra and the victims. The goal is when the victims return to Serbia, to have a contact, information and access to services and for the CSO Astra to support the recovery and reintegration.

In some cases, the victim would need to return to Austria in order to testify before the courts or support their right to receive a compensation. In those cases, the two CSOs exchange regular calls to plan and organize the travel to Austria and discuss all the logistical issues. They provide the victim with travel ticket, medical certificates, if necessary and detailed information about the court procedure and facilitate a meeting with a lawyer to understand his/her rights. They secure a person who will meet the victim at the airport. Once the person gives the statement, the CSOs organize the return to Serbia. They have also facilitated victims' statement through a video link. The two CSOs are in continuous contacts while working on the case.

48

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

In managing the case, they cooperate with different authorities, such as police, prosecutors, social services and other CSO who have for example economic empowerment programme. Since the court procedures can be lengthy and can extend to several years, the CSO provides continuous support in that time. For example, what the victim can expect in the court, legal aid, information on the right of compensation, information on which institution does what to empower victims, so they can make their own decisions, psychologist and therapist for support of victim of human trafficking.

TOOL 6 – BOOMERANG STRATEGY[55]

An increasing number of CSOs are joining 'transnational advocacy networks' in order to forge new connections between players in civil society, governments, and international organizations. These expand the opportunities for CSOs to collaborate with foreign partners. CSOs may engage in sophisticated policy influence efforts, dubbed boomerang strategies, by leveraging their connections inside international advocacy networks.

A boomerang strategy should be used when CSOs attempt to influence their own government (Government A) but are unsuccessful. CSOs in Government A would then collaborate with CSOs in Government B under the boomerang model. These CSOs then attempt to influence Government B in order for Government A to be influenced. Additionally, they may seek the assistance of an intergovernmental organization to exert influence over Government A. By collaborating with foreign partners, CSOs seek to increase their impact on domestic policy concerns. Clearly, evaluations must be made regarding the feasibility of such techniques in individual instances and the value of including external partners in influencing actions. However, it is a viable alternative worth examining and one that is increasingly being adopted by CSOs.

For example, a CSO from Government A may engage in international network to influence Governments B and C to pressurise Government A to comply with its international obligations and raise funding to basic protection services for victims of trafficking.

TOOL 7 – SELL YOURSELF BETTER[56]

Often, CSOs opt to work independently or even in opposition to politics, politicians, and policy procedures. When CSOs do engage in an established policy process, they are frequently not particularly strategic. For example, if a civil society organisation focuses its efforts on altering laws in parliament but fails to do so due to lack of influence/power or to approaching the wrong stakeholders, much of its work will be

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55   Ibid.
56   Ibid.

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Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

inefficiency and yield minimal results. What can CSOs accomplish more effectively? Improvements can be made by being strategic about the following: whether to engage; which stage of the policy process is actually relevant to the lives of victims; which component of the process a CSO is attempting to engage with; and which mechanism and evidence are typically relevant at that stage. In the table below, one finds a general overview of the various policy components, CSO opportunities, and evidential requirements for each stage[57].

GOOD PRACTICE – "FREEDOM HAS NO PRICE" CONFERENCE IN SERBIA

The European Christian Political Movement (ECPM) has been organising for over ten years a multi-CSO conference to raise awareness and educate about trafficking in human beings. The Conference takes place yearly and counts on religious leaders, NGOs, journalists, scholars and activists to exchange information, develop skills and alert society on the risks of exploitation. Freedom Has No Price is an example where CSOs come together with the same purpose to give the topic more visibility and accelarate each other's social work.

Policy stage and key objectives for actors aiming for influence	CSOs can help…	Evidence must be…
Agenda setting Convince authorities that the issue requires attention	• Marshal evidence to enhance the credibility of the argument • Extend an advocacy campaign • Foster links among researchers, CSOs and authorities	• Crystallised as a policy narrative around a problem • Credible • Suitable for the political environment • Communicated effectively
Formulation Inform authorities of the options and build consensus	• Act as a resource bank • Channel resources and expertise into the policy process • Bypass formal obstacles to consensus	• High quality and credible • Contain cost-benefit assessments • Adapted to maintain credibility with communities and policymakers • Both tacit and explicit in origin
Implementation Complement government capacity	• Enhance the sustainability and reach of the policy • Act as dynamic platforms for action • Innovative in service delivery • Reach marginal groups	• Relevant and generalizable across different contexts • Operational – how to do it • Directly communicated with authorities
Evaluation Review experience and channel it into the policy process	• Link authorities to policy end-users • Provide good quality, representative feedback	• Consistent over time – through monitoring mechanisms • Objective, thorough and relevant • Communicated in a clear, conclusive, and accessible way

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57   Ibid.

Underlying **Capacity-building for CSOs aiming to influence policy**	• Provide a dynamic environment for communication and collaborative action • Provide support and encouragement • Provide a means of political representation	• Evidence needs will vary according to the capacity-building initiatives

Figure 9: Adapted – Perkin and Court (2005) and Pollard and Court (2005)

GOOD PRACTICE – CREATING BETTER ARGUMENTS TO DEFEND YOUR CAUSE

While many CSOs possess the capacity to create and use evidence considerably more effectively than they currently do, they are failing to do so. Effectively utilising many types of evidence would assist CSOs in influencing policy and practice.

What would increase the utility of evidence for policymakers? Some key qualities include the following:

• Availability: Is there a body of (good) evidence on a certain subject?
• Accuracy: Is the evidence accurate in its description of what it professes to do?
• Objectivity: How unbiased is the source?
• Credibility: How was evidence gathered, and how dependable is the evidence?
Is the evidence disputed? Is that evidence reliable enough to base monitoring and evaluation on it?
• Generalisability: Is there a wealth of information available, or are there only handful of cases?
• Relevance: Is the evidence recent, current and relevant to policy?
• Practical utility: Is the proof based on reality? Are policymakers able to obtain information in a usable manner and are the research policy implications realistic and affordable?

CSOs must address these questions. How are they able to do so? There are three possible solutions: sources of research advice; ways in which CSOs may enhance their own think tanks; and ways in which they can obtain capacity through networks, collaborations, or consulting on specific pieces of work.

CSOs might strengthen their own think tank functions at the organisational level. Think tanks are a well-developed organisational model whose mission is to provide policymakers with reliable research-based data and guidance in the appropriate format and at the appropriate time. Think tanks are frequently a prominent part of successful policy impact cases. Through briefings, meetings, short papers and public communications, think tanks incorporate such analysis into policy processes.
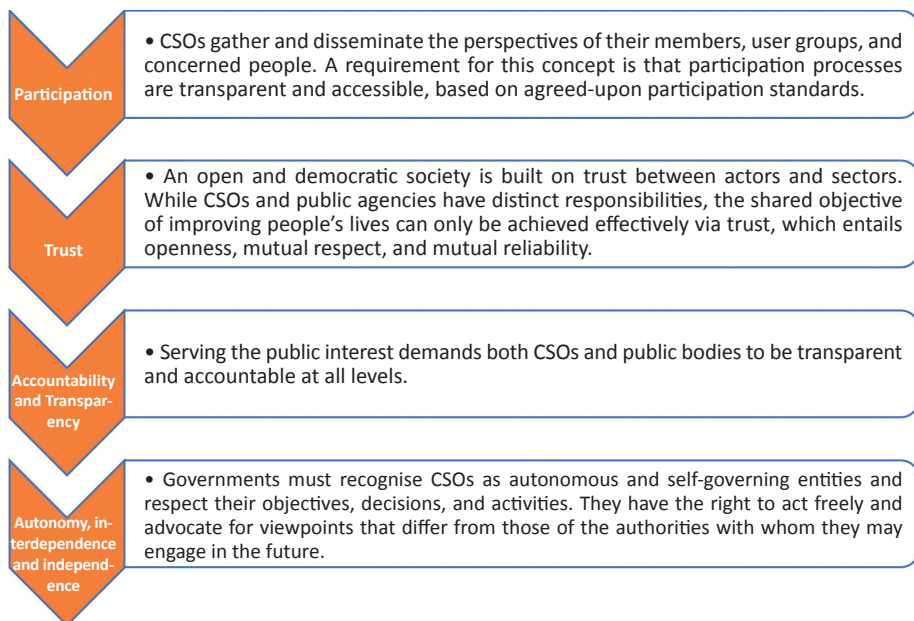
Source: Overseas Development Institute (2006), *Policy engagement – how civil society can be more effective*.

PART III: Methods, instructions, tools and good practices for joint work between public authorities and CSOs

The diverse range of CSOs, which reflect the diversity of society, supports representative democracy by contributing to public opinion, information, experience, and expertise to the decision-making and policy-implementation processes. CSOs are trusted by their members and society to express concerns, represent their interests, and mobilise support for issues affecting the population, therefore contributing to critical input to policy creation. CSOs serve society in general by fostering a feeling of community, enhancing people's everyday lives, and encouraging social progress via critical thinking and agenda setting.

Collaboration between civil society and public authorities results in the creation and execution of anti-trafficking measures that are more dynamic, efficient, and successful. Particularly in anti-trafficking policy, where there are so many distinct areas of activity and concerns, cross-cutting or networked civil society actors frequently overcome sectoral barriers far more easily than governments alone. Additionally, collaboration with civil society helps modern democracies address a worry about individuals' alienation from political processes.

The following are fundamental tenets for a successful CSO-government joint work[58]:

Participation
- CSOs gather and disseminate the perspectives of their members, user groups, and concerned people. A requirement for this concept is that participation processes are transparent and accessible, based on agreed-upon participation standards.

Trust
- An open and democratic society is built on trust between actors and sectors. While CSOs and public agencies have distinct responsibilities, the shared objective of improving people's lives can only be achieved effectively via trust, which entails openness, mutual respect, and mutual reliability.

Accountability and Transparency
- Serving the public interest demands both CSOs and public bodies to be transparent and accountable at all levels.

Autonomy, interdependence and independence
- Governments must recognise CSOs as autonomous and self-governing entities and respect their objectives, decisions, and activities. They have the right to act freely and advocate for viewpoints that differ from those of the authorities with whom they may engage in the future.

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58   Adapted from: CoE (2015), *Policy paper on government interaction with civil society on drug policy issues: Principles, ways and means, opportunities and challenges.*

Main means of collaboration[59]

Internationally, some joint work mechanisms have been tested and perfected throughout the times. The recognised, most effective ones are:

- **Capacity-building for participation** - It is critical to strengthen the capacities and abilities of civil society organisations at all levels so that they can participate effectively in policy formation, project creation, and service delivery. Capacity-building activities include training seminars to increase awareness of the reciprocal responsibilities of CSOs and public authorities in this interaction, as well as exchange programmes with public authorities to foster mutual understanding of each other's contexts, work, and procedures.

- **Multi-stakeholder institutions for CSOs and governments** - So to facilitate the cooperation between public authorities and CSOs, world-wide many coordinating institutions have been established. These include government bodies such as focal points for civil society in each ministry or a central coordination body that serves as a single point of contact; joint structures such as multi-stakeholder committees, work groups, expert councils, and other advisory bodies (permanent or ad hoc); and CSO alliances/coalitions that pool resources and develop joint positions.

- **Framework documents on cooperation** – Internationally, there are several types of framework agreements that define commitments, roles and responsibilities, and processes for cooperation. These protocols establish a defined framework for the partnership, facilitating ongoing communication and mutual understanding between civil society organisations and government agencies.

- **E-participation** - The relevance and abundance of online tools continues to expand, and they hold tremendous promise for increasing democratic activity and engagement in an organised civil society. They may make a significant contribution to institutions' efficiency, openness, accountability, and responsiveness, as well as to the development of public participation and empowerment.

Main collaboration bottlenecks[60]

Public entities have distinct tasks and responsibilities, as well as frequently distinct goals and purposes, from CSOs. Additionally, management, administration, and resource mobilisation are markedly different. There are three distinct levels of cooperation, at the three governmental levels. This causes incompatibility issues at various levels of collaboration between public entities and CSOs. The primary impediments to efficient coordination and collaboration are as follows:

- Unsustainable or non-functional - Cooperative forms are frequently fragmented and short-term in nature, and even when they are implemented, they remain unproductive and seldom reach their full potential.

- Knowledge limitations and mismatch – Functional incompatibilities, legal impediments, divergent professional interests, and differing expectations, as

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59   Ibid.
60   Ibid.

53

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

well as a general lack of methodological knowledge about how to cooperate, are the primary reasons why many cooperative efforts fail to achieve their intended outcomes or fail entirely.

- The status quo is not enough – Frequently, regulations, infrastructure, and training are insufficiently adaptable to ensure that cooperation between CSOs and public institutions operates smoothly. Additionally, an occasionally observed element of distrust or even competition between government and non-government stakeholders complicates collaboration, as the required level of commitment is difficult to achieve in such circumstances.

- No one size fits all – Oftentimes, collaboration initiatives and partnerships are founded on models or experiences. Each partnership and collaboration will require its specific planning and build-up efforts due to the uniqueness of local contexts, political support, and capacities and limitations of the partners.

- Insufficient mutual understanding – Establishing collaboration between a CSO and government can be a lengthy process that is frequently underestimated in its difficulty. It is likely to need a shift in the stakeholders' attitudes and perceptions, a process that is frequently underfunded or supported only in its early phases. In general, successful relationships require a high degree of mutual understanding and flexibility.

Breaking bottlenecks[61]

To overcome the described challenges and the unwillingness to collaborate, apply the below strategies:

- Identify shared viewpoints and objectives
- Accept one another's distinct responsibilities
- Establish clear criteria for collaborations
- Establish clear guidelines for cooperation
- Implement efforts to foster confidence
- Recognise the value of transparency and openness
- Practice consistency and dependability, especially in communication
- Provide training to develop cooperation capacities
- Decide together on fair structures and processes for resolving disputes

NRMs have various security-sensitive components, including law enforcement, criminal justice systems, and urgent protection for victims/witnesses. Security and safety concerns are routinely mentioned as impediments to CSO collaboration in these areas. While these security concerns are legitimate, they might operate as a deterrent to collaboration with CSOs. International experience has demonstrated that cooperation with non-government actors may be practicable and possible in security-sensitive sectors where specific threats have been recognized. Following a risk assessment, a technique for partner vetting may be used to discover potential collaboration partners.

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61 Ibid.

TOOL 8 – TYPES OF COOPERATION AT EACH STAGE

Following the typology of stakeholder involvement from Section 1 of this document, Tool 8 below gives an overview of when, what and how governments and CSOs should engage with each other, as well as brief instructions for each cooperation quadrant.

LEVELS OF PARTICIPATION						
Partnership	Working group or committee	Co-drafting	Joint decision-making Co-decision making	Strategic partner-ships	Working groups or committee	Working groups or committees
Dialogue	Hearings and public forums CSOs' forums and future councils Key government contact	Hearings and Q&A panels Expert seminars Multi-stakeholder committees and advisory bodies	Open plenary or committee sessions	Capacity-building seminars Training seminars	Working groups or committee	Seminars and deliberative forums
Consultation	Petitioning Consultation online or other techniques	Hearings and Q&A panels Expert seminars Multi-stakeholder committees and advisory bodies	Open plenary or committee sessions	Events Conferences Forums Seminars	Feedback mechanisms	Conferences or meetings Online consultation
Information	Easy and open information access Research Campaigning and lobbying Website for key documents	Open and free access to policy documents Website for key documents Campaigns and lobbying Webcasts Research input	Campaign-ing and lobbying	Open access to information Website for information access E-mail alerts FAQ Public tendering Procedures	Open access to information Evidence gathering Evaluations Research studies	Open access to information
Steps in the policy-making and implementation	**Agenda Setting**	**Drafting**	**Decision**	**Implemen-tation**	**Monitoring**	**Reformulation**

Figure 10: Adapted - CoE (2017), *Civil Participation in the Decision-Making Process: The Code of Good Practice.*

GOOD PRACTICE – PUBLIC COUNCILS

A public council is a consultative and advising body subordinate to ministries or public agencies that enable people and their civil organisations to participate in and influence policy formulation, implementation and monitoring. Simply described, this is a link between government institutions and the general public. An example of a public council's functioning could be one that is composed of two-thirds civil society representatives and one-third public officials. While the public councils' recommendations are advisory in nature, their consideration is mandatory for all relevant public institutions, which are obligated to respond. As a result of this provision, public councils play a critical role whenever public authorities are charged with developing policy ideas, evaluating the performance of public institutions, or making recommendations for service provision improvement.

Formalisation of partnerships

The principal means of formalising a cooperation mechanism between government and CSOs is a Memorandum of Understanding (MoU). It serves to establish the parameters of the cooperation and describe the functions and roles. Follow the tips below to develop and propose your MoU[62]

- Develop an MoU that is inclusive of all parties involved. While it is natural to emphasise the role of larger organisations, the most effective partnerships bring together a diverse range of stakeholders with unique characteristics. Treat partners equally, and fairness should be a guiding principle of the MoU.

- Include rules outlining how a partnership can be terminated if it is not functioning well, as well as how parties may withdraw from the partnership if their circumstances change.

- Additionally, the MoU must include terms governing the monitoring and assessment of the partnership, as well as how it will ensure responsibility for each of the partners.

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62 UNODC (2021), *Compendium of promising practices on public-private partnerships to prevent and counter trafficking in persons.*

GOOD PRACTICE – JOINT MOBILE TEAMS IN NORTH MACEDONIA

Mobile teams are multi-stakeholder groups of professionals that proactively go to the field to assist victims in their locality. Joint mobile teams are those comprised of specially trained representatives of social services from the public service and civil society organisations. They are founded through formal agreements between the parties and establish very clear, practical roles sharing to care for victims on the ground together. In North Macedonia, for example, the mobile teams were established in 2018, based on a signed Memorandum of Cooperation between the Ministry of Interior and the Ministry of Labour and Social Policy with CSOs. The mobile team is comprised of social workers, members of the Unit against trafficking, the Red Cross, Open Gate – La Strada and Young Lawyers Association.

TOOL 9 – MoU MODEL

There are several sorts, formats, styles, and alternatives for developing a memorandum of understanding. However, the model below is a sample that includes the fundamental features necessary to guarantee that your partnership is established on minimum safe parameters[63].

Partners
Partners to the MoU should be identified. Cooperation is enhanced where partners (e.g. special anti-trafficking units within the police force, specialised non-governmental organisations) are identified.

Duration
An agreed duration for the partnership.

Defining purpose
The basic principles and the purpose of cooperation should be clarified.

Principles Of cooperation
A key principle is agreement on a cooperative approach to combating trafficking in persons.

Target group and methodology
Specifying the precise target group to benefit from the MoU will contribute to successful referral of trafficking victims. Criteria and means of identification can be based on the Trafficking in Persons Protocol (UNTOC).

In addition, the methodology in which the Purpose is to be achieved should be clarified and stated. For example, if the purpose of financial sector partners and law enforcement agents is to locate victims of trafficking and stop the activities of traffickers, the methodology may be to trace and freeze criminal assets. The clearer and more defined the methodology is, the more efficient the partnerships will be to

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63   Extracted from: UNODC (2021), *Compendium of Promising Practices on Public-Private Partnerships to Prevent and Counter Trafficking in Persons.*

achieve the overall Purpose.

Mutual communication of information

Parties to the memorandum of understanding should agree to treat the presumed trafficked person's personal data as confidential.

Entry into force and amendment

The MoU comes into effect when all relevant Parties have signed the MoU and should be amended only on the basis of mutual consultation.

Detailed definition of different responsibilities

The definition of the different responsibilities of all partners goes hand in hand with transparent cooperation between governmental and non-governmental organisations.

Conflict of interest

Agreed policy and procedure of how conflicts of interest should be prevented and/or resolved.

GOOD PRACTICE – LEGAL CLINIC FOR COMBATING THB IN SERBIA

The Legal Clinic for Combating Trafficking in Human Beings was established in 2010 with the goal of getting students acquainted with the scale of the problem of trafficking in human beings, as well as to train them to provide legal assistance to victims.

The program of the Legal Clinic for Combating Trafficking in Human Beings lasts for two semesters. Theoretical training takes place in the first semester. Teachers and associates of the Faculty of Law, the Criminal Police Academy, the Coordinator for Combating Trafficking in Human Beings of the Republic of Serbia, judges, prosecutors, inspectors of the Ministry of Interior, the Service for the Protection of Victims of Trafficking, UNHCR, NGOs ASTRA and ATINA. During the second semester, the participants of the Law Clinic perform internships in relevant public institutions and non-governmental organisations.

The practice is specific due to the lack of opportunities for students to come into direct contact with the victims of trafficking. The internship is organized in two segments. The first consists of attending trials in trafficking cases. Another type of practice is reflected in the work and practice in the NGO ASTRA and the NGO ATHENS. Students work on courses involving partner organisations, assist in drafting legal acts, conduct research on the prevention of trafficking, participate in the analysis of relevant court cases and prepare practice reports. In addition to lectures at the Faculty, students have the opportunity to attend numerous forums, seminars and conferences on THB.

Source: http://wp2008.ius.bg.ac.rs/klinika01/o-nama/

58

Improving the Participation of Civil Society Organisations in the Referral Mechanisms of MARRI Participants | Practical Guidance

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*   This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

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TOOL 2: Licensing Criteria for CSOs - Example

In order to be a licenced Civil Society Organisation, you must fulfil the following criteria:

- Possess a complete, legal registration as an independent civil society organisation domestically.
- Be at least two years active on the issue of trafficking or related themes.
- Be compliant with the terms of the Law / Statute / Bylaw / …
- Be compliant with the Code of Conduct of the Ministry of …
- Follow the terms and minimum standards as set out in the "*Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime*" and its additional protocols.
- Your organisation and its administrators have no record of judicial convictions or ongoing investigations on human trafficking or related areas, such as exploitation, labour law breaches, and other abuses against the person.
- Willingness to contribute to the further development of current and new anti-trafficking policies, including with direct involvement in drafting and implementing them, as appropriate.
- Be financially responsible, with no records of illegal activities, such as money laundry or corruption.
- Be able to prove that all organisation's income is from legal and registered sources.
- Have a registered headquarters and/or other physical premises appropriate for the services provided to society, as per your statutes.
- In case of direct victim service provision, comply with minimum standards of human rights and be equipped with the health and safety features prescribed by the local competent authorities.
- Count on professionally trained personnel apt to deliver the services as per the organisation's mandate.
- Be adept to Equal Employment Opportunity and Affirmative Action policies.
- Have established rules to ensure no procurement of goods and services that apply labour exploitation, abuse, or trafficking.
- Willingness and capacity for future partnership/close cooperation with governmental entities and other relevant CSOs, including with (but not limited to) resources, information sharing, and expertise.

Additional to the abovementioned essential criteria, the items below will be considered a non-compulsory strong asset:

- ISO9001 Certification.
- ISO21001 Certification.

TOOL 3: CALL FOR PROPOSALS

Call n. (call number) for the financing of projects implemented domestically aimed at ensuring, to the recipients, adequate conditions of accommodation, food and health assistance and, subsequently, the continuation of assistance and social integration - Single programme of emergence, assistance and social integration for foreigners and citizens.

Article 1

Purposes

1. Pursuant to (name law, by-law or decree that this call is based on), the present call is adopted to finance the projects aimed at ensuring to the recipients contact, emersion, protection and first assistance, as well as, on a transitional basis, adequate conditions of accommodation, food and health care and, subsequently, the continuation of assistance and social integration, in order to implement the Referral Mechanism for victims of Human Trafficking in (mention law number and date of adoption/issue of the NRM).

Article 2

Content of the projects

1. The projects must provide for the activities as specified below (adjust for your priorities):

(a) first contact activities with populations at risk of exploitation aimed at the protection of health and the emergence of potential victims of trafficking and/or severe sexual, labour, begging, illegal economies and forced marriages with particular attention to persons seeking international protection or holders of international protection;

b) proactive multi-agency actions for the identification of the victim's status in relation to the assessment of the case for the purpose of a preliminary identification of the assisted person as a victim of trafficking and the verification of the existence of the requirements for entry into the dedicated protection paths;

c) actions/activities of immediate protection and first assistance, such as prompt reception, immediate health assistance and legal advice;

d) sheltered residential accommodation and non-residential support paths, according to the victims' condition;

e) activities aimed at obtaining the residence permit referred to in (mention residence permit laws applicable to victims of trafficking);

f) training (language and computer literacy, work orientation, vocational training courses);

g) active inclusion activities, through assistance and social integration actions aimed at accompanying people who are victims of trafficking, violence and serious ex-

ploitation - who may have already benefited from first assistance measures - in a second-level, integrated and multidimensional personalised pathway of integration and personal autonomy (also through the use of new technologies and ICT processes), aimed at favouring their empowerment, orientation, training and job placement or their assisted voluntary return to their country of origin;

2. The projects shall also guarantee a specific assistance programme for unaccompanied foreign children who are victims of trafficking, which ensures adequate reception conditions and psycho-social, health and legal assistance, providing for long-term solutions, also beyond the age of majority.

3. The projects shall also include in any case what is set forth in article 2, paragraph 2, letters a), e), f), g), and at least two of the system actions as set forth in paragraph 3, letters a), b), c), d), e), f), g), as well as the methodologies set forth in paragraph 4, letters a), b), c) of the same article 2.

4. The projects must identify a coordination unit, capable of ensuring the connection of the activities and the continuous link between the projects and the local actors with whom the applicant will work.

5. The projects must comply with the principles set out in (mention the laws and decrees the projects must be compliant with) and must be made operational with the identification of objectives, timeframes and outcomes.

6. The total or partial omission of the provisions set forth in paragraphs 1 to 5 of the present article shall result in the automatic exclusion of the project proposal from the assessment referred to in article 12 below.

7. The project proposals must consider the opportunity to strengthen and increase the number of reception facilities compared to the current number of reception facilities. The related costs will have to be charged to the area of management expenses for assistance services.

8. Furthermore, the project proposals may provide for the beneficiaries of the actions, and in particular the applicants/holders of international protection who are suspected victims of trafficking, an initial reception within the protected structures of the anti-trafficking system and a subsequent integration process that might follow.

Article 3

Recipients

The projects are aimed at foreigners and citizens, victims of the offences provided for in (mention your anti-trafficking and exploitation laws).

Article 4

Proponents, implementers and partnerships

1. Projects may be proposed by legally registered civil society organisations and/or a consortium of them.

3. The project proposals may envisage the formal participation of public or private implementing bodies, indicating in detail in the form attached to the present call the names and the division of responsibilities. The private implementing bodies must in any case, under penalty of ineligibility of the project proposal, be registered in the appropriate section of the register of associations and bodies.

5. The applicant may not be indicated as implementing party in another project in the same area, failing which the project in which it is indicated as implementing party will be ineligible. To this end, the applicant must produce a specific declaration that it is not also the implementer of another project in the same area as the project.

6. The project proposals may also provide for forms of partnership with public and private bodies in order to support and enhance the project activities.

Article 5

Duration of the projects

1. The duration of the projects accepted for financing is set (specify minimum and maximum duration) months and they shall start on (specify date, month and year).

Article 6

Territorial scope of the projects

1. The territorial scope for the implementation of the projects financed by the present call are the following:

2. The applicants of the present call may submit project proposals for more than one territorial area, if not nationwide. The (name of the government body who will fund the projects) will finance (number of projects to be funded) project proposal(s) per territorial area.

3. The implementation of funded projects must guarantee full operability over the entire area in question, without any restrictions. To this end, applicants must describe the organisational methods by which they intend to guarantee such operability.

4. Prior to the evaluation of the proposals and in accordance with the indications provided in art. 12 below, the Commission referred to in art. 12 of the present call shall formulate an opinion of suitability on the organisational methods referred to in paragraph 3 above and shall proceed to evaluate only those proposals considered suitable.

Article 7

Planned resources and amount of financing

1. The amount of the resources earmarked for the financing of the projects referred to in the present call for proposals is (mention the total volume of investments for this call) to be entirely charged to the budget of (name of the funding agency).

Article 8

Documentation required for the presentation of projects

1. Under penalty of ineligibility of the project proposal, the applicant must submit the following documents in digital format with the current digital signature rules:

(a) fully completed application form (Annex 1) signed (draft an application form with the data you need from the applicants).

c) economic estimate, divided into the following types of expenditure, according to the maximum percentages of expenditure that will be indicated in the model attached to this notice:

- personnel costs

- means and equipment for the assistance services

- costs of running the services of emersion, taking contact, protection, first assistance, social integration, second reception for vocational training and job placement, broken down as follows:

- overheads;

- production and dissemination costs;

d) declaration indicating the partners involved in the project, with an indication of the role and/or the specific activities they undertake to carry out;

e) a negative declaration of involvement as an implementing party in another project in the same area;

Article 9

Modalities of transmission and terms of presentation of the application

1. The project proposals must be received, under penalty of inadmissibility, no later than (time and date) at the certified email address (indicate where to send the application package).

Article 10

Procedure

1. The authority in charge of the procedure shall automatically check the project proposals received with reference to the regularity of the transmission, and to the respect of the deadlines established by the present call.

2. After the verifications mentioned in paragraph 1 of the present article, the authority in charge shall transmit the project proposals that have resulted to be eligible because of the assessment of the Commission mentioned in art. 12 of the present call. At the same time, authority shall communicate the exclusion of the ineligible project proposals due to the lack of the requirements set forth in paragraph 1 above.

3. Interested parties may send questions by certified e-mail to (insert e-mail address) no later than 48 hours prior to the deadline for the submission of projects, indicating in the "subject" the article or articles of the call on which they wish to obtain information.

4. The answers to questions of general interest will be published on the website (insert website and section within it).

Article 11

Evaluation of the projects

1. The project proposals shall be assessed, according to the criteria and indicators listed below in this article, by a special Commission that shall be appointed after the expiry date of the present call by order of (insert the authority's name), composed of at least (mention how many evaluators).

2. Proposals that do not receive a positive evaluation of suitability as per paragraph 4 of article 7 of the present call for proposals, or project proposals for which the Commission finds a cause of ineligibility whose existence is confirmed by the authority in charge of the procedure, shall not be admitted to the evaluation.

4. In any event, project proposals that have obtained a total score of less than 50 out of 100 will not be eligible for financing.

5. The Commission may propose to the authority in charge of the procedure to invite the applicants to complete or provide clarifications regarding the content of the certificates, documents and declarations presented.

CRITERIA AND INDICATIONS FOR EVALUATION

Operational coverage of the reference area	Assessment of eligibility relating to the description of the organisational arrangements for the operational coverage of the area of reference	YES / NO

SCORE TABLE FOR EVALUATION (change criteria and points as appropriate)

Criteria	Indicators	Points
AREA 1 Quantitative and qualitative impact of the project on the target groups	Number of people targeted and impact of asylum seekers or persons enjoying international protection	Up to 8
	Diversification of actions according to the age and gender of the direct beneficiaries	Up to 4
	Articulation of interventions in relation to the areas of exploitation on which they operate	Up to 4
	Articulation of the interventions and services proposed within the project (street work, rapid reception, residential reception, drop-in, socio-occupational inclusion)	Up to 4
	Quality of interventions aimed at vocational training and the acquisition of specific skills for job placement	Up to 4
	Breakdown and consistency of residential and non-residential reception arrangements	Up to 16
AREA 2 Impact of the project on the construction and maintenance of territorial networks	Operation of partners formally involved in the project and their coherence in project activities	Up to 10

AREA 3 Impact of the project on innovation, system actions and further quality elements	Adherence of the project proposal to the expected and required results of this call for proposals	Up to 10
	Complementarity of the project interventions with other actions promoted by the Services of the reference Regions and Local Authorities with a view to strengthening the opportunities and prospects of socio-economic integration of the addressees	Up to 10
AREA 4 Additional funding	Capacity to activate other funding already decided by public bodies and/or European/domestic programmes for actions that represent a complement to the activities of the Single Programme, activated in whole or in part during the project implementation period	Up to 5
	Existence of voluntary co-funding by the proposer or public or private project partners	Up to 5
	Total	80

MACRO AREA QUALITY OF THE FINANCIAL PLAN

Congruity, reliability and realism of the financial plan in relation to the size and type of activities carried out	10
Consistency between cost items and expected results	8
Adequacy of management and coordination costs	2
Total	20

Project implementation and reporting procedures:

1. The applicants admitted to the financing will receive, within (XX) days from the approval of the ranking list, a communication of admission to the financing of the presented proposal.

2. The amount of the grant awarded shall be paid to each eligible project as follows (adjust as appropriate):

A first instalment of 30% of the total amount of the grant awarded, following a formal request signed by the legal representative of the applicant, together with the declaration of start of activities.

up to 40% of the funding granted following a formal request signed by the legal representative, upon presentation of the accounts of the expenses actually incurred in the first half of the year and the report on the progress of the activities. The funding will be disbursed only following the positive outcome of the administrative-accounting.

the balance of the grant awarded, following a formal request signed by the legal representative, upon presentation of the accounts of the expenses actually incurred during the (XX) months of the project and a final report. The funding will be paid only following the positive outcome of the administrative-accounting control of the responsible authority.

4. The responsible authority reserves the right to carry out on-the-spot checks at any time in order to ascertain the actual implementation of the interventions and activities and to request all the documentation certifying the expenses incurred.

5. The activities that are the subject of the admitted projects, as detailed in the relevant executive plans, must be carried out punctually; otherwise the relevant funding shall be revoked.

6. Expenditure cannot be recognised if already covered by other funding agencies.

TOOL 4: Problem Assessment Matrix[64]

	Will resolving the issue…	ISSUE 1 VALUE 0 (lowest) 3 (highest)	ISSUE 2 VALUE 0 (lowest) 3 (highest)	ISSUE 3 VALUE 0 (lowest) 3 (highest)
Importance	Address a key weakness in the NRM?			
Importance	Reduce exploitation and promote good governance?			
Importance	Result in real improvement to people's lives?			
Importance	Strengthen anti-trafficking networks and alliances?			
Importance	Provide opportunities for citizen/ stakeholder engagement?			
Alignment	Promote awareness of and respect for rights?			
Alignment	Require your involvement (i.e. there is clear value added)?			
Feasibility	Have clear solutions based on good governance?			
Feasibility	Be easy to communicate and understand?			
Feasibility	Provide opportunities for regional synergy and action?			
Development	Increase the organisation's visibility and reputation?			
Development	Build internal capacity of the organisation and staff?			
Development	Grow volume and diversity of funding?			
	TOTAL (SUM)			

Pick a winning issue

Once you have completed the initial assessment, one needs to make a choice about which issue/ issues to focus on. This tool enables you to rank issues and select the most important one(s) to include in the advocacy plan.

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64   Table and instructions were extracted from Transparency International (2013), *Developing an anti-corruption advocacy plan a step-by-step guide.* The tool was then edited and adjusted to the context of human trafficking and referral mechanisms.

How do you do it?

STEP 1: Brainstorm the trafficking issues facing a country, community, or sector

This can be done with no preconceived notions, or through a more structured process using the literature review or recommendations from previous research as guidance. All issues should be listed.

STEP 2: Answer the survey questions for each issue

In order to pick a winning issue, use the table below to assess each issue identified in the literature review and brainstorm. Each of the issues should be scored according to each of the questions in the table on a scale of 0 (lowest) to 3 (highest).

Depending on your own organisational needs, you could add or replace some of this table's questions. The important step is to ensure that all of your potential issues are run through the process of answering these questions, to ensure that they have all passed your criteria for choosing them.

STEP 3: Rank the issues according to their total score

The total value for each issue can then be ranked, so that the most relevant issue(s) can be identified.

Tool 5: Process guide/ SWOT analysis

the change agency™ **Process guide | SWOT analysis**

Objective:
- To assess the internal and external factors that may hinder or facilitate your group's advocacy strategy in order to refine your goals, objectives, and activities.

Time needed:
3 hours

Resources needed:
Newsprint (butchers paper) and pens

How it's done:
Make sure that everyone fully understands the SWOT tool. Use examples to illustrate. Begin with the External Factors: Opportunities and Threats. Then move to the Internal Factors: Strengths and Weaknesses. If participants are working in small groups, separate the two tasks with plenary discussion to make sure everyone is engaged. Be sure to have a clear understanding of the advocacy problem and goals. The following questions and grids can help you in the analysis.

External factors: Identifying opportunities and threats
1. Brainstorm the external forces that will impact your strategy, including:
- Groups and structures relevant to the issue that the strategy addresses.
- Organizations that are sources of resources. Remember that resources can be financial, technical, human, political, etc.
- Trends and groups that influence the political and policy space in which you will advocate include cultural, ideological, and religious forces in both the public and private realms, particularly if the issue relates to women's rights. Include key events if relevant.
- Other groups or forces that affect your strategy.

Include both the positive and negative forces. Organize the forces you come up with in this grid:

External Forces Affecting:			
The Issue	Resources	Political/Policy space	Other

2. Mark the forces that are threats with a T and those that represent opportunities with a T and those that represent opportunities with an O. In some cases, the group may see a particular force as both a threat and an opportunity. In such a case, mark as both.

3. Take a vote on the two or three most important opportunities and the two or three most important threats. Mark these with a ++. Do a second vote on the 2-3 next most important opportunities and threats. Mark these with a +.

Internal factors: assessing organizational strengths and weaknesses

4. Using the grid below, list the strengths and weaknesses of the organization. Then rate with ++ and + how important each strength and weakness is for your strategy.

Strengths	How important for the strategy?
Weaknesses	How important for the strategy?

Below are examples of what you may identify in a SWOT Analysis.

Strengths: staff skills, links with the community, funding base, commitment, common purpose, political credibility

Weaknesses: lack of staff skills, uncertain funding, internal squabbling, low morale, limited community support, no common vision of advocacy and organization's purpose

Opportunities: elections, a reform process, new policy initiatives, international conferences, important visitors, incidents that have caught public attention

Threats: lack of coordination among NGOs, religious or political forces which go against social change, limited political freedom, lack of transparency in the political process, cultural views about roles, policy opportunities that derail and coopt your organization without creating any real chance for influence

List the implications of the SWOT analysis for your advocacy strategy. The following questions can help the group think about the implications:
• How can we build on our strengths to further our strategy?
• What must be included in our strategy to minimize our weaknesses?
• What must be included in our strategy to take full advantage of the opportunities?
• What must we do to reduce the impact of the threats?

Alternative delivery

ACT-ON is a variation of what many people know as the "SWOT Analysis." Where SWOT stands for "Strengths, Weaknesses, Opportunities and Threats," our variation stands for "Advantages, Challenges, Threats, Opportunities and Next Steps." While SWOT ends the process on a negative note ("threats"), ACT-ON ends with Opportunities and Next Steps, not only rounding out the discussion more positively, but closing with action items that will move your process forward, leading planning and analysis into action!

Source: Adapted from Strategic Thinking: Formulating Organisational Strategy Workshop, Facilitator's Guide, Institute for Development Research, Massachusetts, 1998.