

**Conference of NGOs
in consultative relationship with the United Nations**



**Regional Crime Prevention Forum
for NGOs from Central and Eastern Europe**

27-28 October 2005
Vienna International Centre

Vienna CONGO Office

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with the United Nations (CONGO)

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Vienna International Centre, Vienna/Austria

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Vienna International Centre (VIC), Room C0266A, P.O. Box 500 VIC, A 1400 Vienna, Austria
Tel: +43 1 260 60 4422, Fax: +43 1 260 60 5985, E-mail: congovie@ngocongo.org,
www.ngocongo.org

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Introduction

The Conference of NGOs in Consultative Relationship with the United Nations (CONGO), in close cooperation with the United Nations Office on Drugs and Crime (UNODC) and the Organisation for Security and Cooperation in Europe (OSCE), organised a Regional Crime Prevention Forum for NGOs from Central and Eastern Europe. The focus of the meeting was on three fields: trafficking in human beings, corruption and urban crime (see attachment 1 for agenda).

138 people registered as participants in the forum which was held 27-28 October 2005 and hosted by UNODC at the Vienna International Centre (see attachment 2 for list of participants).

Opening Session

Mr. Friedrich Gehart, CONGO Vice-President, welcomed the participants to Vienna. Citing the Universal Declaration of Human Rights, he emphasised that upholding, promoting and protecting the rights of their citizens was often beyond the scope of individual governments. Combating crime called for international cooperation on a major scale and including civil society on all levels, a process to which CONGO could contribute as a facilitator of NGO activities. The timeliness of the Forum had been confirmed by the regional NGOs overwhelming response. The importance had been confirmed by the support lent to the initiative by the City of Vienna, UNODC and OSCE. He paid especial tribute to the generosity of UNODC. It bore testimony to multilateral organisations' growing awareness of the role that civil society and NGOs can play in confronting the common problems besetting society at large.

He looked forward to the outcome document that would point the way to enhancing the NGO contribution to crime prevention. The basic thrust would undoubtedly be towards strengthening the role of civil society through closer cooperation and synergy between the NGOs and closer ties with the international organisations active in the field: all stakeholders in a common cause. He wished the participants every success in their deliberations and extended a warm welcome on behalf of the CONGO President Renata Bloem, whose statement was circulated at the opening session (see attachment 3).

Addressing the Forum on behalf of the **Vienna City Council, Ms. Sybille Straubinger** spoke of non-governmental organisations being an important segment of society. NGO representatives were mostly held in high esteem. They brought a new critical perspective and an important voice to many problems confronting society. Crime prevention was also a major issue for the city government. It was not solely a police- and crime-related topic; it entailed providing for a safe life in terms of absence of fear and anxiety, a positive attitude to life and social security through active education, employment, housing and health policies, as well as protection against natural and environmental disasters. Last but not least, it meant protection against terror and crime through an effective and adequately funded police force.

She cited as an example a campaign launched by the local Socialist women's organisation entitled 'More light'. Designed to overcome women's apprehensions over badly lit areas, it involved changes to the building code and the establishment of hotlines where any malfunction could be reported. It had given rise to a series of new projects under the heading 'Women plan their city'. Vienna had since developed a competence centre for gender-appropriate planning and building. Much remained to be learned and she hoped that new crime prevention strategies could be developed and realised to the benefit of the region's population.

Speaking on behalf of Mr. Antonio Maria Costa, Executive Director of UNODC, **Mr. Francis Maertens, Director, Division for Policy Analysis and Public Affairs**, paid tribute to those who had contributed significantly to the preparations of the forum, the objective of which was to learn more about each other's work and identify areas of close partnership.

The recent General Assembly Summit had identified organised crime, corruption and terrorism as key priorities, while organised crime was to be the main priority target for OSCE in the coming year. All three issues impacted on peace, security, development, good governance and human rights.

He drew attention to new instruments such as the Convention against Transnational Organised Crime, the protocols on human trafficking, firearms and smuggling of migrants, as well as the Convention against Corruption. Key elements of the latter were prevention, asset recovery, technical assistance and monitoring, while other issues of concern were corrupt practices such as bribery, embezzlement of funds and procurement.

Corruption was often rooted in deeper social, cultural and economic factors that would have to be addressed were the fight against corruption to succeed. The NGO community had a key role to play in identifying and solving those problems. NGOs also had an important role to play in terms of advocacy, awareness-raising and oversight, as well as acting as a catalyst for anti-corruption reforms. Furthermore, NGOs could bring pressure to bear on Governments to adopt and implement measures on line with the Convention against Corruption. They could, for example, do more to ensure that political candidates disclose their financial assets and government spending be subject to public scrutiny. NGOs could make citizens aware of their rights and help them to voice their grievances. Needless to say, it was important that civil society maintain its own credibility and comply strictly with the principles of integrity, transparency and good governance that it advocated.

NGOs already played a key role in areas such as crime prevention, drug addiction and human trafficking; they were at the forefront of victim protection and other support efforts. He trusted that NGOs could achieve a similar measure of success in the fight against corruption. To that end, the work of NGOs on the ground was crucial. They could help UNODC by sharing their experience and providing a 'reality check'. For example, they could advise UNODC of those instances where a country had ratified the Convention, yet still applied local rules and national legislation that did not comply with the same. NGOs could also use the media to bring pressure on their governments to ratify the Convention. He admitted that it had not always been easy for NGOs to voice their concerns at UN meetings. Efforts had been made,

however, to simplify procedures and allow for greater NGO participation. For example, UNODC granted NGOs without ECOSOC consultative status access to Conferences of States Parties, provided they applied in good time.

In conclusion, he emphasised that the success of UNODC hinged on the strength, stamina and outreach of the NGOs with which it cooperated across a broad gamut of issues ranging from drugs and human trafficking to HIV/AIDS and crime prevention.

First substantive session

Human Trafficking

The session was chaired by **Ms. Michele Clark, Head of the OSCE Anti-Trafficking Assistance Unit.**

It opened with a presentation by **Ms. Helga Konrad, OSCE Special Representative on Combating Trafficking in Human Beings.** In that presentation, she stressed that international and local NGOs had been providing vital protection and assistance, as well as practical know-how long before the UN Protocol against Trafficking in Persons had come into effect. Despite the increased political attention being paid to the problem of human trafficking, few states have come to see it as their responsibility to protect individuals from trafficking and its related human rights abuses and provide effective assistance and remedies to victims. In fact, governments often saw trafficking in human being as being far less important than certain other crimes, while ignoring the transnational and global nature of criminal enterprise.

Human trafficking was not a new problem; over the past few years, however, it had taken on a new dimension in the wake of globalisation. In addition to its disruptive effects, globalisation also met the 'practical' requirements of traffickers and their criminal associates by providing an improved international transportation infrastructure, less stringent border controls, electronic money transfers and means of instant communication: all of which facilitated human trafficking directly or indirectly.

In contrast to the free movement of goods, free movement of persons had remained a sensitive political and social issue, even though more countries realised that they would need foreign labour, if they wished to maintain their economic growth rates and respond to demographic trends. Concentration of border controls, deterrence and immediate repatriation of trafficked persons, however, was often the beginning of a vicious circle. Studies had confirmed that a large number of those immediately expelled were re-trafficked: a form of criminal 'recycling'.

Above all else, human trafficking was a horrendous violation of human rights. The status and protection of victims deserved particular attention. Governments should draw on the experience and capabilities of both the NGOs and international organisations which were invariably the prime advocates of the weak and weakest segments of society.

OSCE could contribute by: providing technical and financial support, enhancing the capabilities of local NGOs, helping to draw up human rights standards for the treatment of victims and developing strategies to promote national and regional ownership of local bodies and authorities.

Victims not only needed comprehensive social and economic support, but also legal assistance. Effective empowerment started with the granting of a clear and firm legal status, in the absence of which traffickers exploited the situation, secure in the knowledge that the trafficked persons would not normally dare to seek refuge for fear

of deportation. For all that, however, in many destination countries the protection of fundamental human rights took second place to the promotion of state interest. Despite a slight improvement in recent years, little had really changed. Human trafficking showed no signs of diminishing. Current approaches to combating human trafficking were beset by a number of problems and shortcomings:

- Victims were not identified as such, but continued to be deported as illegal immigrants or criminals
- Laws were at odds with each other with the result that victims were sanctioned for criminal acts arising out of trafficking transactions
- Only few countries were able to deal with trafficking in children effectively
- Countries lacked the appropriate infrastructure essential to assisting and helping victims
- National legislation often failed to reflect the definition of human trafficking as given in the respective UN protocols or provide for appropriately severe punishment of traffickers and their accomplices
- Human trafficking was consistently confused with human smuggling
- A number of countries did not have the national institutions needed to adopt a coordinated approach and ensure effective interaction among the main agents and actors.
- Many countries lacked institutionalised cooperation between law enforcement and NGOs as the providers of services to victims of trafficking
- More research should be undertaken into the scope and nature of human trafficking and consideration given to establishing an office of National rapporteur as a means of raising awareness of all aspects of human trafficking

Human trafficking was a highly complex problem; trafficking in persons had to be addressed within national legislations as a serious crime quite distinct from smuggling aliens and illegal immigrants. A comprehensive and multi-pronged approach was called. Just as it had to be understood that no country, ministry or organisation could put a stop to the violation of human rights single-handedly, it also had to be recognised that no one approach could put an end to it. OSCE thus called upon governments and those responsible to adopt anti-trafficking measures that were both diverse and comprehensive, addressing root causes as well as criminal manifestations, providing for stringent punishment of the perpetrators that reflected the severity of the crime and, in particular, responding appropriately to the needs of trafficked persons. Anti-trafficking initiatives had to offer real prospects of breaking free from the cycle of poverty, abuse and exploitation.

Substituting for Ms. Ana Revenco of La Strada who had been unable to attend the forum, **Ms. Eva Kaufmann** gave a presentation on the activities of **LEFÖ**: a feminist migrant non-governmental non-profit organisation in Austria engaged in counselling and assisting trafficked women since the early nineties. It had lobbied vigorously for the recognition of trafficking as an important issue. Its specialised intervention centre for trafficked women (IBF) founded in 1998 was currently funded by the Ministry of the Interior and the Ministry for Health and Women.

Trafficking had been clearly defined in the relevant UN protocol; that definition served as a basis for national legal standards related to trafficking. Trafficking, however, was not to be misinterpreted as prostitution, nor was it a synonym for human smuggling. It had to be seen in a much broader context as a grave violation of fundamental human rights and a complex international crime.

The sole organisation of its kind in Austria, LEFÖ-IBF provided essential services to trafficked women ranging from temporary shelter and assistance in emergency apartments at undisclosed addresses, counselling, health checks, legal support and securing of necessary documents. It also participated in international and national networks, undertook extensive awareness raising efforts and put forward recommendations for changes in current legislation.

Without the comprehensive assistance LEFÖ provided, the rate of re-trafficking would rise. In their desperate quest for survival, victims were likely to fall prey yet again to new offers from traffickers. Victims needed a secure environment in which they could recover; that also entailed providing for a statutory recovery period and a subsequent opportunity of obtaining legal employment. The effective integration of the victims or the professional counselling of those victims returning home were important factors in the prevention of re-trafficking, as was the strict prosecution of perpetrators. Equally important was the need to raise public awareness of all the above issues. International organisations could contribute by supporting the human rights approach (as distinct from the current preoccupation with prosecution and illegal immigration) and promoting the exchange of experience with NGOs. The latter should be seen not only as providers of practical support, but also as sources of expertise that could be drawn on when drafting laws and decrees and included in national task forces. A concerted effort was called for as was adequate funding.

Ms. Alexia Taveau, UNODC Anti Human Trafficking Unit, gave a presentation on the ever-increasing problems associated with human trafficking and the crucially important role accorded to NGOs in curbing trafficking and protecting/supporting victims. Distinct from the smuggling of migrants which was based on the consent of those being smuggled and ended with the migrants' arrival in the country of destination, trafficking of humans was based on coercion and exploitation of the victims that started with their arrival in the destination country. Whereas smuggling was always transnational, trafficking could also be domestic or internal. That distinction was apparent in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, which provided the first internationally recognised working definition of trafficking in persons.

The criminal justice approach of the Trafficking Protocol was balanced by articles on the specific needs for prevention, protection and support of victims of such trafficking that balanced approach was key to combating trafficking. The articles in question mentioned NGOs specifically as actors to carry out such activities as the physical, psychological and social recovery of the victims. Within that framework, the core activities of the UNODC Global Programme against Trafficking in Human Beings focused on: data collection analysis, technical cooperation, inter-agency cooperation, best practice compilation and awareness raising. In all those activities collaboration with NGOs was instrumental, as was the exchange of information between all

stakeholders. NGOs that dealt directly with victims of trafficking were best positioned to provide information and a number of them had been subcontracted to work on technical cooperation projects. One example of concrete cooperation between UNODC and NGOs had been a poster campaign conducted in fourteen countries in Eastern Europe. Carried out in parallel with other activities such as public service announcements (video spots) and dissemination of printed material, the campaign had publicised hotlines and the cost-free advice that selected NGOs could provide. The outcome had been both an increase in the number of calls for help and a general increase in the awareness of the NGOs' work in that field. A series of UNODC public service announcements was run at the close of the presentation.

In the presentation on the activities of OSCE, whose 55 members included countries of destination, transit and origin, **Ms. Michelle Clark** stressed that trafficking was an abhorrent violation of the fundamental rights and dignity of human beings. OSCE had adopted an action plan in 2003: a comprehensive toolkit for combating trafficking. It offered a multi-disciplinary approach to prevention and prosecution and adopted a harmonised approach to terminology and structures entailing national counselling and referral mechanisms. NGOs had a role to play both as providers of protection to victims and as participants in coordinative and legislative activities.

In her presentation on the activities of the **International Organisation on Migration (IOM)**, **Ms. Livia Vedrasco** described two of the agency's projects. In the Ukraine, it had helped to set up a referral system and hotlines, establish shelters managed by NGOs and institute capacity building courses for NGOs in neighbouring countries. In Central Asia it had issued publications on the risks associated with human trafficking and illegal migration, helped to establish shelters, launched awareness campaigns, organised theatre groups and capacity building courses.

In the ensuing discussion questions were raised about the supply and demand sides of trafficking. It was asked whether corruption facilitated trafficking since without corruption trafficking would be a difficult undertaking. As for demand, it was asked whether the complicity of international organisations in human trafficking had been addressed, viz. United Nations staff and contractors in certain countries. Moreover, it was open to debate whether the growing degree of tolerance displayed towards night clubs, brothels and the use of prostitutes in certain countries of destination induced greater demand.

The various panellists confirmed that corruption undoubtedly enabled trafficking to thrive. It paved the way for organised crime that used trafficking as a major source of income. A 'chain' of criminal behaviour was involved, each link calling for an appropriate response. Bribery was not to be seen merely as corruption, but as aiding and abetting trafficking. Bribery had to be tackled at all levels. Peacekeepers and contractors certainly generated a market demand that traffickers had met. More recently, however, NATO had introduced a zero-tolerance policy, the United Nations was vigorously pursuing its investigations into each and every allegation and codes of conduct were being incorporated into contracts. Immunity could no longer be used as a means to cover things up. As a result, a noticeable drop in demand had occurred. Prevention (rather than prosecution) was seen as the more effective route

to follow. It was cautioned that prohibiting brothels merely forced the problem underground; effective education was called for.

Other questions related to the anomaly of there being a clear definition of what constituted trafficking, yet a comprehensive definition of what constituted a victim of trafficking was still lacking. For some participants it was incomprehensible that trafficking was not defined in terms of it being a crime against humanity. Furthermore, it was felt that instruments were needed to describe the action to be taken to protect victims who currently did not enjoy any rights to legal redress.

In the responses it was pointed out that human trafficking was indeed recognised as a serious crime under headings other than crimes against humanity. One possible instrument might be to grant victims the possibility of being referred to another country, not necessarily their country of origin. Only a few countries provided funding for the protection of victims. At the same time, however, the need to protect victims had to be balanced with the need of the police to investigate effectively.

In response to a question on enhancing international coordination, it was reported that OSCE had drafted an addendum to its action plan encouraging countries to establish sub-groups to address such issues as trafficking of children and draw up national action plans. It was conceded that coordination among UN agencies was wanting. However, the Chief Executives Board headed by the Secretary-General had identified trafficking and corruption as major priorities. UNODC worked closely with those agencies that had a larger field representation (e.g. UNDP), while organised crime was generally recognised as a problem for the work of other agencies as well.

It was emphasised that both UNODC and OSCE wanted to work with NGOs in a holistic manner. NGOs might use that fact to raise their profiles vis-à-vis their own governments. In many countries, the collective wisdom of the NGOs and their experience of both good and bad practices were deemed invaluable.

In summing up the discussion, **Ms. Michelle Clark** pointed out that all speakers had underscored the severity of human trafficking, its complexity and ever-growing manifestation. She saw the IOM projects as good examples of a regional approach to the issue, while emphasising the importance of overcoming the ten shortcomings identified by Ms. Helga Konrad in her presentation. Both UNODC and OSCE had underscored the key role that civil society played: something, however, that was not always felt at the grass roots level. Problems on the demand side were being addressed in a proper manner and the correlation between corruption and bribery was being closely investigated.

Second substantive session

Urban Crime Prevention

The session was chaired by **Ms. Sue Wade, Vice-Chairperson and Head of the International Issues Group, Howard League for Penal Reform.**

In opening the session, she emphasised that NGOs were well positioned to understand the wide range of issues that influenced crime in the urban areas of Europe and the techniques/modalities of effective crime prevention. NGOs could assist governments and authorities to prepare and implement legislation and programmes that reflected the complex nature of the causes of crime, thus avoiding the tendency of many politicians to propose simplistic solutions to crime. Crime prevention was not solely about serious organised crime and drugs. Ordinary people experienced other types of petty crime as being equally intrusive in their everyday lives. Key to the work of NGOs was the recognition of human rights and the implementation of international standards. NGOs had to work incessantly to ensure that governments respected those aspects of crime prevention – even in the highly divergent circumstances that many countries in the region faced.

Her own organisation, the Howard League for Penal Reform, a medium-sized NGO with 11 people on its staff, focused on running school programmes on citizenship and crime. It also worked with women and children in prison. In a country where the prison population had doubled over the past fifteen years, the League campaigned with the government and the media to increase crime prevention and constructive court sentences. It also conducted research into, and campaigned against, the high suicide rate in prisons. The Howard League had a team of legal experts who used the court system to challenge government and local authorities whenever they failed to follow correct procedures or contravened human rights legislation in juvenile prisons.

The first presentation was given by **Ms. Carla Napolano** who described the activities of the **European Forum for Urban Safety**. Founded on the principle of rejecting all forms of exclusion that could turn a marginalised person into a potential criminal, it served as a think-tank and a forum for dialogue and discussion. It provided opportunities for an exchange of positive experience on the basis of inter-city cooperation, thus contributing to the development of democratic policies at the local, national and European levels designed to reduce urban insecurity and enhance crime management.

The European Forum had organised 50 programmes since 1990. It worked closely with the Council of Europe and had been involved in setting up the Centre for the Prevention of Crime in Montreal, Canada. It was involved in establishing similar fora in both Africa and Latin America and collaborated with UNODC in Vienna and UN-HABITAT in Nairobi. Under the heading of *SecuCities*, close to two hundred local authorities in Europe had taken part in joint programmes focused on: local partnership policies, human trafficking, migration and crime prevention, violence and

sport, drugs, crime and insecurity, and the elderly, as well as regulation of conflict and mediation in Europe.

Ms. Carla Napolano described two projects in greater detail: (a) *Democracy, City and Drugs* designed to promote local and democratic responses to the issue of drug use, create a sustainable network embracing civil society and civic authorities, and promote local partnership among all parties concerned; and (b) *SecuCities Women* focused on victims of trafficking for the purpose of sexual exploitation. Building on information gleaned by 'twinning' cities of destination and those of origin, it sought to identify best practices and share information on the problems encountered.

The second presentation, addressing the issue of stalking and combating violence against women with particular emphasis on drafting an anti-stalking law and securing its inclusion in Austrian legislation, was given by

The **City of Vienna** contributed to the debate with three presentations. **Ms. Christine Panzer** of the **Municipal Office for Women's Issues** addressed the issue of stalking and combating violence against women with particular emphasis on drafting an anti-stalking law and securing its inclusion in Austrian legislation. Within the overall objectives of promoting the empowerment of women, overcoming stereotypical gender roles, promoting the work-life balance, supporting equal opportunities, implementing gender mainstreaming and providing information/counselling, the Office had launched a project in 2001 to promote awareness of stalking as a particularly invidious form of social violence. The project had emerged from the counselling work of the Women's Hotline that offered round-the-clock assistance in a variety of languages to women and girls who had been victims of sexual, physical or psychological violence.

In 2002 the Office had commissioned a sociological institute to conduct a study on stalking which revealed that it was a widespread phenomenon. The Office then convened a conference where the experts participating basically agreed that the sole solution lay in including stalking as a crime in the Austrian penal code. Political pressure in favour of introducing an anti-stalking law built up and an all-party motion was carried in the City Council calling on the federal government to initiate steps. Other provinces soon followed suit and lodged similar demands. Based on the findings of a working group set up by the Ministry of Justice, an all-party motion was passed in Parliament, culminating in the tabling of an appropriate bill which was to enter into effect in 2006.

In a presentation entitled 'Safe City', **Ms. Shams Asadi, Department for Urban Development and Planning, City of Vienna**, spoke of safety being a prime indicator of the quality of urban life. The growing sense of insecurity was attributable to a host of social factors ranging from the trend towards individualisation (thus leading to polarisation), international migration as a result of globalisation (giving rise to the fear of the unknown) a shift in population structures, increasing unemployment and a growing crime rate. Measured in terms of garbage lying around, young people loitering, violence erupting in public places and the quality of public services, Vienna ranked favourably compared to Amsterdam, Budapest and Krakow. The good rating was attributable to the absence of deprived areas, varied social and spatial

structures, a lack of public violence or conflict, and a high level of trust in the municipal authorities. In close cooperation with its citizens and the local NGOs, the City of Vienna pursued a conscious partnership policy resulting in the development of clearly structured, functionally flexible and easily accessible building projects geared to the requirements of everyday life and the needs of women. One such project was the revitalisation of a former red-light district along the outer beltway (*Gürtel*) in Vienna.

The City of Vienna, in partnership with NGOs, the public transport authority and the local police force, had played a key role in another project entitled 'Help U', presented by **Mr. Michael Dressel, Drug Coordinator, City of Vienna**. The project sought to reduce the potential for conflict at the city's busiest underground railway station (*Karlsplatz*) with an adjacent shopping mall and a park populated by social drop-outs (drug addicts and the homeless) immediately adjacent to a school. Via a networking and communication process involving the shop-owners, passengers, pedestrians, drop-outs and police, it had proved possible to set up a mediation team that bridged the gap between the realm of the social workers and the purview of the police force. The team pursued a policy of tolerance and peaceful coexistence (laced with a dose of good humour) and intervened to defuse incidents before they escalated into something serious. As an essential interface, the team had contributed to an enhanced sense of security and a heightened subjective perception of safety on the part of all those using the various amenities or living in the area.

In her presentation, **Ms. Anna Giudice, UNODC Criminal Justice Reform Unit**, described a crime prevention initiative at the local level in Dakar. The project addressed the problem of urban crime which was for the most part a youth related phenomenon. Inhabited by the poorest sections of society, the outskirts of Dakar had become areas of marginalisation, violence and danger. Moreover, access to justice was very limited. In order to check further marginalisation, it was necessary to foster cross-sectoral coordination. In a poor community of that kind, urban crime and juvenile delinquency could be curbed by offering alternative means of settling everyday disputes that did not merit the attention of the formal justice system. The solution had been to introduce houses of justice under the supervision of the judiciary matched by the establishment of a neighbourhood police force along cooperative lines. With the emphasis on mediation, social inclusion and empowerment through the houses of justice, the risk of violence, crime and private justice had been palpably reduced with both the public and NGOs contributing to the networking process. Comprising 75 trained officers, the neighbourhood police force had assumed responsibility for both deterrent and civil assistance tasks. The officers were seen as friendly and familiar figures on the streets who had demonstrated their potential with a wave of recent arrests related to drug trafficking and illegal smuggling.

Another perspective of the work of UNODC was given by **Mr. Gautam Babbar, UNODC Global Challenges Section**, who described the Global Youth Network project. Comprising more than 500 youth groups and NGOs through an e-mail listserve with its own website, the project aimed at creating a self-sustaining network of youth groups, whose participants were trained and equipped to identify and

disseminate innovative approaches to drug abuse prevention among young people in their own region or constituency. It had proven an effective means of engaging with NGOs which were vital to the process of collecting data on promising approaches because: (a) NGOs were often more participatory in their approach to programming than state-based structures; and (b) were more likely to experiment with unique and innovative approaches.

The global project was living proof of how grassroots experience could be channelled into good practice. It had also shown the close linkage between the prevention of drug abuse and crime. The basic idea common to both was that empowered communities were safer and healthier communities. More importantly, empowerment meant full and substantial enjoyment of human rights. That empowerment stemmed, inter alia, from cross-sectoral cooperation, participatory programme planning and execution, and the active involvement of all stakeholders. NGOs could foster the empowerment process by creating communities of interest, partnerships and networks, building bridges between local actors, and joining forces with the media in awareness raising.

In the ensuing discussion, attention focused on the role of NGOs could play in the assessment of problems and the identification of solutions. The anti-stalking project was a case in point. Participatory assessment was essential to addressing insecurities and yielding an effective response as demonstrated by the Help U project. Quite often such insecurities were rooted in fear of the unknown or prejudice, something to which not even judges were immune as evidenced by the number of migrants convicted in proportion to the number of nationals convicted in a country (disproportionate minority confinement).

Reassurance policing called for precise research into signal crimes and consideration of very specific local factors rather than resorting to one-size-fits-all solutions. In that context partnerships between NGOs and city authorities could be most productive as demonstrated by the projects executed by the European Forum for Urban Safety.

Debate also focused on relations between the media, public opinion, public policies and NGOs in the various fields of crime prevention. Opinions differed on the role of the media in helping to raise awareness of critical crime-related issues and reduce risk factors. Their involvement was seen to be of crucial importance to introducing new crime-prevention policies that, however, were all too often designed to appease popular sentiment engendered by the media (rather than provide effective solutions). Some participants spoke of the difficulties that arose in working with the media without their being used to generate headlines on crime and insecurity, while others stressed the essentiality of entering into some form of partnership with press and other media associations. In some countries, ownership of the media was shrouded in mystery and in others media interest could only be roused by bad news. Care was called for. It was necessary to present NGO activities in an attractive and understandable manner and provide the media with success stories. Some NGOs reported favourably of their personal contacts with the media, while others claimed it was impossible to get them to focus on NGO activities. For its part, UNODC had endeavoured to sensitise the media to the problems being addressed; its more recent initiatives, such as media workshops and liaison between the media and the

NGOs seemed to have been successful, yet much more work needed to be done in that area. That being said, participants recognised that through their advertisements for tobacco and alcohol, the media hardly made a positive contribution to such problems as drug abuse and addiction. The need to have proper media strategies was highlighted in the course of the discussion and an appeal was made to those NGOs with media experience to link up with those NGOs wishing to build up their media contacts.

A similar appeal for cooperation among NGOs was made in respect of monitoring and research. In Macedonia, for example, an NGO followed criminal and civil cases in court and monitored the all too often lenient judgements passed down. Similar research into trials and sentences was conducted by an NGO in Serbia and Montenegro. Research was seen to be fundamental to a rational discussion of due legal process, yet as another participant noted the resources for such an undertaking were invariably lacking. As a result solid comprehensive data, particularly data relating to factors that gave rise to a sense of insecurity, were still unavailable. In a related context, raising awareness of such issues was hampered by a lack of material in minority languages.

Throughout the discussion reference was made to interlinkages such as the correlation between human rights violations (involving the use of small arms) and human trafficking or the relevance of drug abuse to crime prevention. Such commonalities made it all the more necessary for NGOs working on drug-related issues and those active in the field of crime prevention to join forces.

In summing up the discussion on urban crime prevention, **Ms. Sue Wade** highlighted four points:

- The essential nature of partnerships between democratic structures and NGOs.
- Instances of NGOs having alerted the authorities to problems which were subsequently researched by both the authorities and the NGOs, culminating in a change in legislation.
- The likelihood of NGOs developing innovative projects that were more participatory in nature, thus reaffirming the role of NGOs as campaigners and project developers.
- The need to develop media strategies either to protect people or change the manner in which communities perceived different groups of people.

Ancillary presentations

Following the second substantive session, two presentations were made.

Safe City and Country (Poland)

Introduced by **Ms. Jolanta Biela** and **Ms. Izabela Czuprynska**, the project was aimed at ensuring the safety of the inhabitants, in particular children, of the Grodzisk Mazowiecki region close to Warsaw. Safety measures introduced under the project

set up in 1996 had included: supplying schoolchildren with dayglo strips and reflectors (to affix to their jackets and satchels and so heighten their visibility on the way to and from school); erecting new distinctive road signs alerting drivers to children in the area; organising bicycle rallies and picnics devoted to imparting a sense of fair play; stamping numbers on bicycle frames which were subsequently kept in a central registry to guard against theft; providing safety training; and offering self-defence and first-aid courses as well as psychological counselling for women.

Motorcyclists had also been targeted by the group's safety awareness and highway-code campaigns with a view to heightening their sense of responsibility towards others. Motorists had had their driving skills assessed by joint patrols of children and police officers under a 'sweet or sour' award scheme.

The group had put out a broad sweep of leaflets, brochures, pamphlets, decals and other material to publicise its activities which it continuously updated; the most recent courses had addressed issues related to terrorism. It had also participated in local and national radio programmes and its activities had appeared on national television.

AZ Media (Germany)

Mr. Markus Brauckmann introduced his group, AZ Media; it offered training in media journalism/activism. In an age when pictures and film footage were decisive to entry into the media, access was invariably restricted on two counts: (a) state and government controls (censorship); and (b) lack of funds.

With the advent of the Internet and the availability of moderately priced video equipment, the digital revolution offered NGOs an exciting and affordable opportunity to present their side of the story rather than depend on journalists. With the broad coverage of, and almost unlimited access to, the Internet NGOs could bring about a change in attitude and increase awareness of the relevant issues through video-journalism and activism via their own websites. The video camera was the bridge between the individual activist and the general public; it offered NGOs a unique opportunity to: (a) beat censorship by means of website downloads; (b) educate people through moving pictures; and (c) document their own activities.

Third substantive session

Corruption Prevention

The session was chaired by **Prof. Frank Höpfel, International Penal Law Association/Department of Criminal Law and Criminology, University of Vienna.**

It opened with a keynote address on football and social responsibility given by **Mr. William Gaillard, Director, Communications and Public Affairs, Union of European Football Associations (UEFA).** Football's social commitment and responsibility were reflected in the endeavours that UEFA was making to repair the social fabric of the game in the broadest sense of the term. Alarms bells were ringing with illegal betting, match rigging and corruption already emerging in the flourishing multi-million dollar business that football represented.

Football could be described as one of the largest social movements (if not the largest) in Europe. UEFA was thus intent on making a difference to the popular perception of the game and using the game's potential to reach out to a large number of people by: providing sustainable support to selected initiatives; improving the credibility and consistence of responses to calls for action; improving the image of the game; and turning vice to virtue by influencing behavioural patterns. It supported the International Committee of the Red Cross by contributing to its anti-landmine campaign as well as its 'Protect Children in War' campaign; it had shown TV spots related to the latter campaign at half time during the UEFA Champions League season. It supported the Danish Cross Cultures Project Association which promoted tolerance and social cohesion by running football schools for children from antagonistic population groups in South East Europe and the Caucasus. It supported the football development project for players with learning difficulties organised under the aegis of the Special Olympics Europe Eurasia. Under its Football against Racism in Europe (FARE) network, it organised high-profile anti-racism campaigns to 'kick' racism out of football and society. In conjunction with the World Heart Federation, UEFA promoted a healthy life style through more physical exercise, smoke-free living, healthy nutrition and weight control. It organised a World Cup for the Homeless and its *HatTrick* programme funded the building of *minipitches* in deprived areas.

The FARE programme in the Czech Republic, Hungary and Rumania was focused on combating anti-Roma sentiments in those countries. It had been heartening to see the massive banner at a recent match in Munich deploring racism in contrast to a club in Bucharest where similar banners demanded the extinction of the Jews and Roma. The club involved had been heavily sanctioned and the authorities realised that such sentiments were hardly becoming of a nation seeking entry into the European Union. At the World Cup matches in Berlin in 2006 video spots condemning racism would be shown on large screens at half time.

Under the cross cultures programme In Bosnia and Herzegovina, for example, support was only extended to those groups that had all three ethnic groups in their

ranks .Under the World Cup programme for the homeless, young players from disadvantaged communities in less wealthy countries and elsewhere had been given an opportunity to display their talent; in some instances, they had gone on to become professional players. The *minipitches* being built in deprived areas under the *HatTrick* programme encouraged young people to spend their time more profitably by being physically active in a constructive manner.

Despite the social benefits that stood to be gained from football and the attitudinal change it brought about, it could not be gainsaid that certain clandestine forces were also at play. Children from less wealthy nations were sent to football camps only to be dropped and ultimately abandoned to their fate. Transfer fees were being used as a vehicle for money laundering and games were being rigged.

In the ensuing discussion, the social benefits of football were recognised. In the United States, for example, most juvenile crimes were committed in the late afternoon or early evening. Offering young people an opportunity to play football or be otherwise involved in sports not only kept them away from crime, but also helped them to develop their own sense of discipline. It was also confirmed that the prerequisite for funding under the cross-cultures programmes (inclusion of all three ethnic groups) had also been adopted to good effect by other projects in Bosnia and Herzegovina.

The above notwithstanding, much remained to be done. It was reported that in Croatia 50% of all the funds allocated to the NGO sector went to football as football clubs were categorised as NGOs despite the revenue they gained from massive transfer fees. UEFA was very conscious of the varying status accorded to football clubs across Europe. Some clubs were major corporations listed on the stock market (viz. Manchester United) others took the form of cooperatives with the clubs being owned by their supporters (viz. real Madrid) and still others were NGOs. All that contributed to a very complex interface between big business and what was essentially a social movement. For its part, UEFA was said to be in favour of clubs being cooperatives.

Questions were raised about the steps that had been taken to protect football from organised crime. Unlike racism which was clearly identifiable and bore major implications for clubs that failed to curb it, organised crime by its very nature was a covert operation.

It was reported that UEFA was aware of the abuse of football schools to mask trafficking in children. Furthermore, it was investigating match-fixing. Together with FIFA it had urged governments to identify the sources of the money used to fund transfer fees or purchase clubs. Both bodies, however, had no jurisdiction over such matters, while governments seem to be closing their eyes to the massive shifts of funds.

In the discussion, participants felt that UEFA could adopt a more pronounced stance on organised crime. Attention was drawn to an emergency motion that had been adopted two weeks previously at the European Women's Lobby General Assembly. Proposed by the Women's Association of Estonia and seconded by associations from Latvia, Lithuania, Bulgaria, Hungary and Sweden, the motion had taken the

form of protest against the German government and national football association having remained silent on the issue of plans being made to 'launch' the largest brothel in Europe and to house up to 40,000 women for providing sexual services – many of them being trafficked – for men during 2006 World Cup soccer games in Berlin, therefore violating women's human rights and provisions of the UN Convention of 1949 for the Suppression of the Traffic in Persons and of the Exploitation of Others'.

In view of the profound concern expressed in that motion and conscious of the fact that video spots against racism would be shown at half time during the World Cup games in Berlin, **Ms. Marlene Parenzan, International Federation of Business and Professional Women**, and **Ms. Maria Jonas, Socialist International Women**, tabled an emergency resolution urging the FIFA management and officials to show the UNODC video spots on human trafficking at all the World Cup games in 2006 (see attachment 3 for the full text of the resolution).

The emergency resolution was carried unanimously. The text together with a cassette containing the UNODC video spots was handed over to Mr. Gaillard.

Mr. Gaillard assured the participants that he would use his good offices and make every effort to secure compliance with the resolution, the sole caveat being that the ultimate decision rested with the International Federation of Football Associations (FIFA). Furthermore, it was clearly an issue for government. It touched on matters related both to inland security and sport, usually the portfolios of two separate ministries; in the previous government in Germany, however, the brief for both areas had been held by one minister: Minister of the Interior and Sport. The resolution would also be drawn to the attention of the three anti-trafficking organisations in Berlin and FIFA should also be contacted direct: Markus Ziegler in Zurich.

The second presentation was given by **Mr. Stuart Gilman, UNODC Global Programme against Corruption**, who focused on the United Nations Convention against Corruption. To date more than 120 nations had signed the convention; it would come into force on 14 December 2005. The convention was of particular interest to NGOs as it was the first international anti-corruption agreement that explicitly included civil society as a 'corruption-prevention mechanism'. Article 13 spoke of promoting the active participation of individuals and groups outside the public sector such as 'civil society, NGOs and community-based organisations'. That lent NGOs authority which together with resources and voice comprised the three prerequisites for effective participation in anti-corruption efforts. It bore out Victor Hugo's claim that 'mightier than the march of an enemy was an idea whose time had come'.

Being an obstacle to the effective prevention of crime, corruption presented a most serious challenge. As Transparency International had pointed out, corruption fed terrorism and victimised the poor. Corruption had to be combated effectively and the convention granted the NGOs a new measure of power. They had the right to information concerning corruption in its multifarious forms, more specifically information about and access to anti-corruption bodies, as well as the right to report. Corruption knew no bounds: it was a trans-border operation. The support and

involvement of NGOs in its eradication were crucial. The convention facilitated that process by calling for: transparency in funding of candidates for public office and political parties; declaration of public assets, including investments, gifts, etc.; public distribution of information on procurement; greater transparency in public administration; and reports on the risk of corruption in public administration. The convention called for a similar measure of transparency in private entities, including the identity of persons involved in the establishment and management of corporate entities.

As James Madison, the father of the US Constitution, had pointed out in his Federalist Paper (#51) pertaining to the structure of government and the need to furnish the proper checks and balances between the different departments, a government had first to be enabled to control the governed and in the next place obliged to control itself. A dependence on the people was, no doubt, the primary control on the government, but experience had taught mankind the necessity of auxiliary precautions. Such auxiliary precautions were evident in the Convention against Corruption.

The third presentation was given by **Ms. Catherine Woollard, Transparency International**. Her opening theses were that corruption was **the** major obstacle to preventing crime in many parts of Eastern Europe and the CIS countries, while all NGOs needed to be aware of corruption and support anti-corruption measures. Whereas some forms of corruption were crimes in themselves, all forms of corruption contributed to causes of crime. It was an open question whether in fact all forms of corruption should be considered crimes. Corruption rendered strategies for addressing crime ineffective. By way of example, corruption in the judiciary and law enforcement agencies was particularly heinous in that in many instances the judiciary remained immune to anti-corruption measures in its own area. Moreover, even if laws were on the statute books, lack of resources coupled with corruption made their implementation impossible, at best ineffective.

She encouraged NGOs to link corruption into their areas of concern, i.e. mainstreaming corruption. They should apply anti-corruption standards in their own work, thereby establishing an image as reputable organisations. They should campaign for comprehensive anti-corruption laws and urge their governments to sign and ratify international anti-corruption standards viz. the UN Convention against Corruption. They should monitor the implementation of those standards. Little stood to be gained from signing and ratifying an agreement, if nothing happened afterwards (mere window-dressing). NGOs should not shy away from controversy and they might ally themselves with investigative journalists. NGOs could also assist governments to get their message across, but that should not prevent them from monitoring the use of government and donor funds.

Among the obstacles hampering NGOs in their anti-corruption endeavours was the very complexity of the problem. Corruption was rife and people were resigned to its inevitability (cultural determinism). NGOs were often targets of intimidation or government threats, and their legitimacy was frequently questioned. The international organisations could certainly help to solve the problem of questionable legitimacy by adopting a protective stance and supporting the NGOs in their endeavours, possibly funding their activities. For their part, the NGOs should

endeavour to acquire a critical mass of expert knowledge and build up cross-issue coalitions focusing on such issues as corruption and poverty, corruption and development, corruption and human rights, and corruption and trafficking. In the case of trafficking, corruption not only facilitated trafficking in that border officials could be bribed to look the other way and civil servants to issue false documents, but it also contributed to the causes of trafficking such as poverty, lack of information, lack of education and abuse of rights and rendered poverty reduction strategies ineffective.

Corruption had a disproportionate impact on the poor who found themselves paying a larger proportion of their income in bribes, with the less educated and unemployed being more vulnerable to corruption than better-off socio economic groups. Corruption affected poverty levels by reducing economic growth, increasing inequality, reducing the effectiveness of social programmes, and perpetuating the unequal distribution of assets. Anti-corruption measures needed to be introduced into poverty reduction strategies, development effectively monitored and comprehensive anti-corruption measures introduced by governments, including involvement of NGOs and transparency in government activities.

In closing, **Ms. Catherine Woollard** listed the next steps that should be taken. Research and policy development should be expanded and campaigns launched in support of anti-corruption measures with emphasis on the right to information. Proper consideration should be given to corruption in anti-trafficking work and pilot projects related to standards, monitoring and training launched especially in border areas. She stressed the need to adopt a rights-based approach to corruption.

In the ensuing discussion, country-specific situations were described. In Bosnia and Herzegovina which was both a country of origin and destination, the major cause of trafficking was poverty. Anti-trafficking went hand in hand with poverty reduction. It was absolutely essential that anti-corruption measures be incorporated into poverty reduction strategies. The country was undergoing a period of rapid change characterised by a high degree of lawlessness. The government might well have signed United Nations conventions, but at the local level implementation of international standards was impossible. Bosnia and Herzegovina comprised two distinct entities with a high degree of autonomy, including two different penal codes and separate enforcement systems. This duality could be used to good effect by those wishing to circumvent the court system and the penal code. It was essential that NGOs generate the critical mass of people who supported each other; they should speak out against corruption and raise the awareness of vulnerable groups. It demanded courage and many outspoken journalists had been forced to quit or had even been killed.

Russian civil society had come out very strongly against corruption which took on many guises, one being the abuse of administrative resources. Whereas Transparency International defined corruption as the abuse of entrusted power for private gain, a definition that was applicable to all sectors, the Convention against Corruption had not in the ultimate analysis included a definition despite protracted discussions on the same.

In Croatia, corruption was seen to be the abuse of positions of power, though not specific to officialdom alone. Even Transparency International's office in Zagreb had

been confronted with (albeit unsubstantiated) allegations of corruption being levelled at one of its former members who had been a senior party member. Absolute power and monopolies tended to further corruption. Furthermore, the law pertaining to conflicts of interest included no penalties for transgression. Cut-and-paste programmes failed to address the country-specific problems.

In Serbia and Montenegro, a similar situation prevailed. More field-level programmes were called for as current programmes did not correspond to conditions prevailing in the country and were economically infeasible. For its part, Transparency International always worked with local experts who were granted a high level of autonomy, while UNODC listened to as many voices as possible in the NGO sector. Serbia and Montenegro ranked very low on Transparency International's corruption index, the only country in the region with a lower rating being Albania. The problems faced by Serbia were common to all other countries in the region whose countries had signed conventions, yet fell down on implementation. Although a role for NGOs in monitoring the implementation of the Convention against Corruption had still to be determined, it was quite clear that consideration could be given to developing a physical exchange of views with NGOs similar to the practice in the UN Committee on the Rights of the Child. Unlike shadow reports drawn up by NGOs, official reports prepared on the basis of formal monitoring channels such as the Conference of States Parties tended to gloss over things. If in fact all campaigns had succeeded to the extent often claimed, trafficking should have sharply dropped - instead it had markedly increased.

In summing up the discussion on corruption, **Professor Frank Höpfel** focused on four issues:

- Supplementing shadow reports by finding other ways of linking up with the NGOs
- Countries failing to implement conventions they had ratified was a matter of particular concern
- Corruption was not restricted to urban areas; it gave rise to just as many problems in rural areas
- Holding similar fora in other regions would provide an opportunity to compare experiences and evaluate best practices.

Fourth substantive session

The role of the Vienna Alliance of NGOs on Crime Prevention and Criminal Justice

The session was chaired by **Mr. Aaron Rhodes, Executive Director, International Helsinki Federation for Human Rights.**

It opened with a presentation on the role of the Vienna Alliance of NGOs on Crime Prevention and Criminal Justice given by **Ms. Elisabeth Pomberger, Pax Romana,** and **Ms. Roswitha Benesch, Soroptimist International.** In that presentation, they described the history of the Alliance. Established in 1980, its purpose was to provide a framework for dialogue and two-way exchange of information and consultation between the United Nations and NGOs in the field of crime prevention and criminal justice. The Alliance coordinated the work of NGOs in that context and sought to reduce any overlap. It fully supported the work of the United Nations in both fields. Depending on the experience, expertise and interests of its members, it lobbied across a broad range of issues. Open to all NGO representatives accredited to the United Nations Office in Vienna engaged in the two fields, the Alliance adopted a flexible and informal approach to its work. It did not enjoy the juridical status of a body corporate nor did it dispose of a budget. It carried out its work on a strictly voluntary and unpaid basis.

Its efforts were focused on medium-term projects being considered by the United Nations bodies or those projects that had a realistic chance of being followed up within that context. The Alliance organised seminars and symposia, drafted position papers and statements on behalf of the NGOs. It made oral interventions and offered language to various papers being considered at the annual sessions of the Committee on Crime Prevention and Control, later becoming the Commission on Crime Prevention and Criminal Justice, and at the quinquennial sessions of the United Nations Congress on Crime Prevention and Criminal Justice. It worked together with the counterpart alliance in New York at the latter sessions. The Alliance had attended all meetings of the Ad Hoc Committee on the Elaboration of a United Nations Convention against Transnational Organised Crime, contributing both to the Convention and the three protocols thereto. It had also lobbied in connection with the Convention against Corruption and more recently members of the Alliance had been invited as observers to the sessions of the Conference of States Parties to the Convention against Transnational Organised Crime.

From the outset, the Vienna Alliance had placed great emphasis on the elaboration and application of the UN minimum rules for the administration of justice drawing on the principles enshrined in the United Nations Charter and the Universal Declaration of Human Rights. It also attached particular importance to the promotion and use of the UN standards and norms in crime prevention and criminal justice. It had contributed to monitoring the implementation of those standards that constituted a fundamental basis for fair and functioning systems of criminal justice and the rule of law.

The contribution of the Vienna Alliance and its counterpart in New York were to be seen in numerous conventions and other agreements ranging from the Convention against Torture and Other Cruel and Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child, and Guidelines for Action on Children in the Criminal Justice System to the Plan of Action for the Implementation of the Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power.

The Alliance placed great store by the maintenance of its members' independence. While encouraging NGOs to participate as observers in national delegations to major conferences and so provide an essential counterpoint to official positions where necessary, the Alliance stressed the need for NGOs to maintain their independence and probity throughout.

In the ensuing discussion the significant contribution made by the Alliance over the years was recognised and their input was greatly appreciated by the commissions and committees with which they worked. The encouragement given to NGOs to seek attachment to official country delegations gave rise to a debate on the role of GONGOs (governmental non-governmental organisations) and whether it was possible for an NGO to maintain its independence and adopt a critical stance under such circumstances. At present acquiring consultative status with ECOSOC was a protracted process and though UNODC, for example, had simplified the procedures relating to NGO participation in the meetings of its legislative bodies, inclusion in a national delegation was indeed the only way to participate in the deliberations of such bodies. The risk of being intellectually or politically compromised, however, loomed large. Some participants spoke of instances where outspokenness or criticism had indeed led to subsequent material cuts in subsidies or support. In some instances, at the behest of the European Council, governments had found themselves obliged to include NGOs in their national delegations. In one particular instance, an overt show of independence by an NGO had even led to it being excluded from any further discussions or involvement on returning home while the government set out to seek a more compliant partner.

NGO Position Paper

Following the presentation, the participants entered into a discussion of the NGO position paper. An initial draft had been circulated on the first day of the forum and consultations on possible changes and additions had been held throughout the two days of deliberations. After an extensive debate, a series of amendments and additions were agreed upon, all of which were duly incorporated into the final text (see attachment 4 for the text of the NGO position paper).

Closing session

Extending the apologies of Mr. Francis Maertens who had been called away to take part in some most important negotiations, **Mr. Brian Taylor, Officer in Charge, Human Security Branch, UNODC**, commended the participants on having got through their full agenda. He trusted that they had gained a better idea of the work being undertaken and the issues addressed in the three areas of trafficking in humans, corruption and urban crime that impacted so negatively on individuals, communities and countries alike. He also congratulated the participants on their position paper which offered a good basis on which to build further.

9 December 2005, International Day against Corruption, was a date to be noted. Five days thereafter the United Nations Convention against Corruption would enter into effect. Both events offered a good opportunity to intensify awareness raising campaigns. The following spring would see the holding of the United Nations Commission on Crime Prevention and Criminal Justice in Vienna. He encouraged NGOs to bring their ideas and suggestions to the attention of their governments and the international and regional bodies. For its part, UNODC was improving NGO access to its information, facilitation and capacity-building activities, further to which the Civil Affairs Unit within the Advocacy Section, the NGO focal point was to be expanded. That would simplify contact with the substantive offices of UNODC.

He expressed his thanks to those who had chaired the working sessions, those who had made presentations, the rapporteur and the organisers of the forum, in particular CONGO. He also thanked the Austrian Ministry of Justice for its generosity and the City of Vienna authorities for their extensive support.

He thanked the participants for the valuable work that they did in their home countries. He looked forward to working closely with them in the future. UNODC stood ready to help, working together in a common effort to bring about a positive difference in people's lives. All were stronger when they worked in unison towards the same objectives. It was not always an easy undertaking, but it was something to strive for.

Speaking on behalf of the participants, **Ms. Karin Rudolph, National Council of German Women's Organisations**, thanked the organisers for having gone to such great lengths to ensure the success of the forum.

In his closing statement **Mr. Friedrich Gehart, CONGO Vice-President**, thanked the participants for their inputs and adoption of a well balanced NGO position paper. The ideas it contained would contribute markedly to heightening the efficiency and effectiveness of the NGOs: an objective of the forum. It could be aptly described as an example of NGOs helping NGOs.

He was pleased to have heard from all sides that the forum had been a most useful meeting that had made for a broad exchange of views among the participating NGOs and furthered a factual dialogue between the NGOs and the international organisations. That had undoubtedly laid the foundations for closer cooperation

between all parties. Just as the NGOs sought more support from the international organisations, the international organisation sought more information from those at the grassroots level.

It had to be remembered that NGOs active in the field of crime prevention were undertaking a difficult, even dangerous task, yet their work, did not always enjoy the social recognition it deserved. However, he hoped that the forum had demonstrated to the NGOs that in some quarters their endeavours were indeed greatly appreciated.

He thanked everybody who had helped in preparing things for the forum and played an active role in the deliberations. He wished all the participants a safe journey home and looked forward to welcoming them to a second forum at some time in the future.

Attachment 1

Regional Crime Prevention Forum for NGOs from Central and Eastern Europe

*on current problems and activities concerning
prevention of human trafficking, urban crime, and corruption*

Location: Vienna, VIC - Conference room III (C building, Seventh Floor)

Thursday, 27 October 2005

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|--------------------|--|
| 8.30-9.30 | Registration of participants |
| 09.30-10.15 | Welcoming Statements |
| 9.30 | Welcome by Mr. Friedrich Gehart , Vice-President, CONGO |
| 9.35 | Welcome by Ms. Sybille Straubinger , Member of the Vienna City Council |
| 9.45 | Welcome by Mr. Francis Maertens , Director Division of Policy Analysis and Public Affairs, United Nations <i>Office on Drugs and Crime</i> (UNODC) |
| 10.15-13.00 | Session on Human Trafficking, introduced by Ms. Helga Konrad, Organization for Security and Co-operation in Europe (OSCE), Special Representative on Combating Trafficking in Human Beings, chaired by Ms. Michele Clark, Head of the OSCE Anti-Trafficking Assistance Unit |
| 10.25 | Presentation by Ms. Eva Kaufmann, LEFÖ-IBF , on achievements, gaps, new challenges and recommended approaches |
| 10.35-10.50 | Coffee break |
| 10.50 | Briefing by UNODC and OSCE |
| 11.10 | Q & A session with a summing up by the chairperson |
| 13.00-14.00 | Lunch break |
| 14.00-18.00 | Session on Urban Crime Prevention, introduced and chaired by Ms. Sue Wade, Vice-Chairperson and Head of the International Issues Group of the Howard League for Penal Reform |
| 14.05 | Presentation by Ms. Carla Napolano, European Forum for Urban Safety , on achievements, gaps, new challenges and recommended approaches |
| 14.15 | Presentation by Ms. Christine Panzer, MA 57 Women's Emergency Hotline: "Issue Stalking: Fighting Violence Against Women" |
| | Presentation by Ms. Shams Asadi, Department for Urban Development & Planning: "Safe City" - Planning's Contribution |
| | Presentation by Mr. Michael Dressel, Drug coordinator of the City of Vienna, Vienna Social Fund: "Help U" |
| 14.25 | Briefing by UNODC |

14.35 Q & A session
 15.45-16.00 Coffee break
 16.00 Q & A session with a summing up by the chairperson
18.00 Adjournment

18.00-19.00 Ancillary presentations by Safe City and Country, AZ Media

19:30 Reception given by the Austrian Ministry of Justice
 Palais Trautson, Museumsstr.7, 1070 Vienna

Friday, 28 October 2005

09.00-09.15 Keynote address on Football and Social Responsibility by Mr. William Gaillard, Director, Communications and Public Affairs, Union of European Football Associations (UEFA)

09.15-13.00 Session on Corruption Prevention, introduced and chaired by Prof. Frank Höpfel, International Penal Law Association, University of Vienna, Department of Criminal Law and Criminology

9.20 **Presentation by Ms. Catherine Woollard, Transparency International, on achievements, gaps, new challenges and recommended approaches**

9.30 Briefing by UNODC with emphasis on the UN Convention Against Corruption

9:40 Q & A session

11.00-11.15 Coffee break

11.15 Q & A session with a summing up by the chairperson

13.00-14.00 Lunch break

14.00-14.15 The role of the Vienna Alliance of NGOs on Crime Prevention and Criminal Justice in the work of UNODC, presentations by Ms. Elisabeth Pomberger (*Pax Romana*) and Ms. Roswitha Benesch (*Soroptimist International*) followed by Q & A

14.15-14.30 Coffee break

14.30-16.30 Summary of findings and recommendations
NGO position paper (on challenges, strategies, cooperation and assistance, based on the results of the three previous sessions), **introduced and chaired by Mr. Aaron Rhodes, Executive Director, International Helsinki Federation for Human Rights**

16.30 Closing statements by organisers (CONGO) and host (UNODC)

17.00 Closure of meeting

Attachment 2

List of Participants

Participants

All Together Against Child Trafficking - BKTF	Elira Zaka	elira@albmail.com
Pax Romana Albania/SHIKSH	Franc Marku	shiksh@hotmail.com
Pax Romana Albania/SHIKSH	Jozefita Marku	shiksh@hotmail.com
Civil Society Development Centre CSDC/OSCE Shkodra	Zamira Pode	
Gender and Development	Lajla Pernaska	lajla@albmail.com
Mjaft!	Endri Fuga	endrifuga@mjaft.org
National Association Education for Life (SHKEJ)	Erinda Prekperaj	shkej@albmail.com
National Association Education for Life (SHKEJ)	Brunilda Jella	shkej@albmail.com
VATRA (The Hearth) Psychological-Social Center	Ines Xhellilaj	qvatra@icc-al.org
Hope and Help	Nora Mnatsakanyan	hopehelp@web.am
Asia Crime Prevention Foundation	Jolanta Redo	
CONGO	Friedrich Gehart	friedrich.gehart@gmx.net
FAFICS	Peter Lillie (rapporteur)	plillie@hotmail.com
	Dorothea Gaudart	dorothea.gaudart@univie.ac.at
Institute of Sociology - University of Vienna	Sonja Busch	sonja.busch@icmpd.org
International Center for Migration Policy Development (ICMPD)	Eleonore Hauer-Rona	boefv.ncwaustria@utanet.at
International Council of Women	Marlene Parenzan	marlene.parenzan@chello.at
International Federation of Business and Professional Women	Monica Tupay	monica.tupay@utanet.at
International Federation for Home Economics	Ingeborg Luxon	ifuw@ifuw.org
International Federation of University Women	Joachim Frank	frank@ihf-hr.org
International Helsinki Federation for Human Rights	Aaron Rhodes	rhodes@ihf-hr.org
International Helsinki Federation for Human Rights	Frank Höpfel	frank.hoepfel@univie.ac.at
International Penal Law Association	Franz Berger	franz.berger@ipa.at
International Police Association (IPA)	Eva Kaufmann	ibf@lefoe.at
LEFÖ-IBF	Karin Rudolph	karin.rudolph@chello.at
National Council of German Womens' Organisations	Elisabeth Pomberger	
Pax Romana (ICMICA-IMCS)	Karl-Heinz Wolff	
Rotary International	Angelika Hofmann	e.a.hofmann@utanet.at
Servas International	Maria Jonas	maria.jonas@utanet.at
Socialist International Women	Roswitha Benesch	rbenesch@utanet.at
Soroptimist International	Franziska Wicke	
Soroptimist International	Irene Stöckl	vicosd@alinto.com
Vienna International Community on Sustainable Development	Vanee Meisinger	vanmeis@aon.at
Pan Pacific and South East Asia Women Ass. Of Thailand in Vienna	Edith Landesmann	
WIZO	Alexander Söllei	asoellei@worldnet.scout.org
World Organisation of the Scout Movement	Michael Meixner	asoellei@worldnet.scout.org
World Organisation of the Scout Movement	Sylvia Gfundner	sylvia.gfundner@chello.at
Zonta International	Julia Rubio Andres	julia.rubio@aon.at
expert	Nikolai Loukcha	rzenter@yahoo.com
Interactive	Mersiha Kadic	mersiha@bhwfoundation.com.ba
Bosnia and Herzegovina Women Initiative Foundation (BHWI)	Salma Begic	barsa@bih.net.ba
Foundation of Local Democracy	Koviljka Spiric	kova@skaut.net
Futura Plus	Ljubinko Lekovic	ljlekovic@ti-bih.org
Transparency International Bosnia and Herzegovina	Branka Ivanovic	scukjpm@teol.net
Save the Children Bosnia and Herzegovina		

Bulgarian Gender Research Foundation	Genoveva Tisheva	bgrf@fastbg.net
CARE Bulgaria	Ognian Drumev	ognian.drumev@care-bg.org
Center for the Study of Democracy	Dimitar Markov	dimitar.markov@online.bg
International Association Against Drug Trafficking and Abuse	Roumen Boyadjiev	
International Association Against Drug Trafficking and Abuse	Ronald B. Brin	
Open Society Institute - Sofia	Ivanka Ivanova	
Centre for Women War Victims - ROSA	Nela Pamukovic	cenzena@zamir.net
Organisation for Integrity and Prosperity/Split	Meri Katunatic Kundric	oip.split@email.htnet.hr
Partnership for Social Development (PSD)	Munir Podumljak	pdcc@zamir.net
Women's Room	Dunja Bonacci	
Klub hura kamarad, AD centrum	Skenderovic	zenska.soba@zamir.net
Klub hura kamarad, AD centrum	Stepanka Svobodova	Stepanka.svobodova@khk.cz
	Marek Prochazka	Stepanka.svobodova@khk.cz
		ales_malach@czh.salvationarmy.org
The Salvation Army in the Czech Republic	Ales Malach	
Estonian Association of University Women	Aime Randveer	Aime.Randveer@ut.ee
Eesti Naabrivalve (Estonian Neighbourhood Watch)	Tarmo Vaik	info@naabrivalve.ee
Living for Tomorrow	Zanna Jozef	liliya@aids.ee
European Forum on Urban Security	Carla Napolano	napolano@urbansecurity.org
Focal Point/Coalition All For Fair Trials	Violeta Velkoska	contact@all4fairtrials.org.mk
Macedonian Women Jurist Association - TEMIS	Vesna Kostovska	info@temis.com.mk
Center for Women and Development (CWD)	Shorena Dzotsenidze	cwd@ti.net.ge
Human Rights Information and Documentation Center (HRIDC)	Ucha Nanuashvili	hridc@hridc.org
People's Harmonious Development Society	Tsovinar Nazarova	tsovinar@phds.ge
People's Harmonious Development Society	Stepanyan David	
Transparency International	Catherine Woollard	cwoollard@transparency.org
Transparency International	Joanna Pollonais	
AZ Media	Bettina Ruigies	
AZ Media	Markus Brauckmann	
Budapest Regional Social Welfare Resource Centre	Geza Gostonyi	gosztonyi@budapest.hu
Foundation for Human Rights and Peace Education	Eva Borbelyne Nagy	dunaalmas@hotmail.com
		nemzetkozijogert@nemzetkozijogert.hu
Intl. Law Research and Human Rights Monitoring Centre	William Ejalu	
NANE	Gyoergyi Toth	info@nane.hu
Associazione TAMPEH ONLUS	Rosanna Paradiso	tampeponlus@tampepitalia.it
Italian Center for Solidarity	Rosetta Spalt	
LIBERA - Nomi e Numeri contro le Mafie	Deborah Russetti	libera@libera.it
Zonta International	Amedea Barani	amedeabarani@libero.it
Transparency International Latvia	Daiga Rutka	
Missing Persons Families Support Center	Ekaterina Chirkovskaja	centras@missing.lt
Vilnius Pension for Women and Children	Nijole Dirsiene	ndirsien@takas.lt
Women's Issues Information Center	Dovile Rukaite	dovile@lygus.lt
Safe City and Country	Jolanta Biela	bmiggm@poczta.onet.pl
Safe City and Country	Izabela Czuprynska	bmiggm@poczta.onet.pl
Asociatia "Renasterea Botosaneana"	Nicolaie Claudiu Nanea	renewalofbt@yahoo.com
Association "Jean Valjean"	Mihaela Godinac	asociatia.valjean@gmail.com
Association "Jean Valjean"	Mariana Tudorache	asociatia.valjean@gmail.com
Centre for Social Integration and Politics against Discrimination	Sandra Bordei	
Centre for Social Integration and Politics against Discrimination	Anamaria Leaua	
Europ. Institute for Risk, Security and Communic. Management	Liviu Muresan	eurisc@eurisc.org
Institute for Public Policy (IPP)	Gabriela Dobre	gabriela@ipp.ro
National Association of University Women Romania	Mihaela Ramulescu	mg_ramulescu@hotmail.com
National Association of University Women Romania	M. A. Ciochirca	mg_ramulescu@hotmail.com

SEF Foundation (Equal Opportunities for Women)
 National Anticorruption Committee (NAC)
 St. Petersburg Centre "Strategy"
 International Association "Znanie"
 Transparency International Russia
 Anti Trafficking Centre (ATC)
 ASTRA - Anti Sex Trafficking Action
 Forum for South East Europe
 Forum for South East Europe
 Montenegrin Women's Lobby
 Victimology Society of Serbia
 Servas International
 Franciscans International
 UEFA
 Turkish Society of Forensic Scientists
 Yeniden Health and Education Society
 Howard League for Penal Reform
 Mentor Foundation
 Donetsk Reg. League of Business and Professional Women
 Women's Information-Coordination Centre

Dina Loghin
 Kirill Kabanov
 Michael Gorny
 Efim M. Malitikov
 Elena A. Panfilova
 Sandra Ljubinkovic
 Aleksandra Jovanovic
 Olivera Zekic
 Milorad Bozic
 Maja Milacic
 Sanja Copic
 Maria Ondriasova
 Maria Karapetyan
 William Gaillard
 Nevzat Alkan
 Kültegin Ödel
 Sue Wade
 Eric Carlin
 Ludmila Gorova
 Pavlo Vlasov

sef@sef.ro
 nac2003@newmail.ru
 mg@strateg.spb.su
 yefim@malitikov.ru
 info@transparency.org.ru
 atc@atc.org.yu
 astranet@sezampro.yu
 fsoebg@balkaninfo.net
 fsoebg@balkaninfo.net
 mnzenskilobi@hotmail.com
 scopic@Eunet.yu

aula@fiop.org
 info@uefa.com
 alkannn@gmail.com
 kultegin@yeniden.org.tr
 suewade@btconnect.com
 ec@mentoruk.org
 postmaster@liga.donetsk.ua
 dwicc@freemail.dnepr.net

Cooperation Partners and International Organisations

City of Vienna - International Affairs
 City of Vienna - City Council
 City of Vienna - Department for Urban Development & Planning
 City of Vienna - MA 57
 City of Vienna - Vienna Social Fund
 International Organisation on Migration (IOM)
 International Organisation on Migration (IOM)
 OSCE
 OSCE
 Permanent Representative of Austria to the UN
 UNODC Advocacy Section
 UNODC Advocacy Section
 UNODC Anti Human Trafficking Unit
 UNODC Anti Trafficking Section
 UNODC Anti Corruption Unit
 UNODC Criminal Justice Reform Unit
 UNODC Division for Policy Analysis and Public Affairs
 UNODC Global Challenges Section

Regina Wiala-Zimm
 Sybille Straubinger
 Shams Asadi
 Christine Panzer
 Michael Dressel
 Livia Vedrasco
 Claire Poteaux
 Michele Clark
 Helga Konrad
 Thorsten Eisingerich
 Mirella Dummar-Frahi
 Richard Murphy
 Alexia Taveau
 Brian Taylor
 Stuart Gilman
 Anna Giudice
 Francis Maertens
 Gautam Babbar

lvedrasco@iom.int
 cpoteaux@iom.int
 thorsten.eisingerich@bmaa.gv.at
 mirella.frahi@unodc.org
 richard.murphy@unodc.org
 alexia.taveau@unodc.org
 brian.taylor@unodc.org
 Stuart.Gilman@unodc.org
 Anna.Giudice@unodc.org
 francis.maertens@unodc.org
 gautam.babbar@unodc.org

Observers

Thengamara Mohila Sabuj Sangha
 Feminist League of Kokshetau
 Department of Social Sciences, Madihol University
 Department of Social Sciences, Madihol University
 Department of Social Sciences, Madihol University
 Eliot Community Human Services

Alina Cibea
 Hosne-Ara Begum
 Sichendra Bdr. Bista
 S. Chokprajakchat
 T. Insorn
 S. Kanyajit
 Jean-Pierre Kallanian

alina.cibea@da-vienna.ac.at
 tmss@bttb.net.bd
 feminist.league@gmail.com
 srisom88@yahoo.com
 srisom88@yahoo.com
 srisom88@yahoo.com
 jkallan@eliotchs.org



Attachment 3

27 October 2005

Distinguished Participants,

It is with great pleasure that I welcome all of you to this important CONGO Forum on Crime Prevention. At the same time, I wish to thank our partners, the United Nations Office on Drugs and Crime (UNODC) and the City of Vienna, for their close collaboration in hosting this event, as well as all speakers and panellists for their much appreciated contributions. Most of all I wish to express my great joy over the impressive number of NGOs who have assembled for this occasion, showing their commitment to CONGO's aims to establish regional networks to work in partnership with the United Nations, other international and regional organizations and national governments to promote effective crime prevention.

I regret very much not being with you in person, but I want to express my appreciation for and I owe much gratitude to the outstanding leadership of our Vice- President, Dr. Friedrich Gehart, who has initiated and was the main organizer of this Forum. I shall be in spirit with you and will attentively follow the proceedings from Geneva, where at the same time we are involved in the last parts of the preparation for the World Summit on the Information Society to be held in two weeks in Tunis.

Why is this Forum such an important one? Because crime prevention links directly with a number of challenges facing our society, governments and lawmakers included. Crime many times is only the last action committed in a chain of developments, having multiple causes, to mention only some: lack of social responsibility, of quality education, of law enforcement, of social justice and equality and of course poverty. Each of you can add many others to it. Sadly, crime prevention has become a brutal necessity, just as brutal as crime itself, also because of our collectively having failed to eradicate its causes.

I am confident that your discussions will be constructive, productive and helpful in the sense that you will return home better equipped to prevent crime in your respective spheres of responsibility - and beyond. On Friday you will be hearing from another organization based in Switzerland; UEFA. I trust that you will score a maximum of goals against crime!

Have a fruitful and successful Forum!

Yours faithfully

A handwritten signature in black ink, enclosed in a thin black rectangular border. The signature is cursive and appears to read "Renate Bloem".

Renate Bloem
President

Attachment 4

Emergency resolution

Adopted at the Regional Crime Prevention Forum for NGOs from Central and Eastern Europe

Vienna, 27 - 28 October 2005

Participants in the Regional Crime Prevention Forum for NGOs from Central and Eastern Europe

Urge FIFA management and officials to show the UNODC video spots on human trafficking at all games during half time to spectators of the Football World Cup scheduled for 2006 in the Federal Republic of Germany.

Vienna, 28 October 2005

Attachment 4

NGO Position Paper

Arising out of the Regional Crime Prevention Forum for NGOs from Central and Eastern Europe

Vienna, 27 - 28 October 2005

Measures to Improve the Effectiveness of the Work of NGOs Active in the Field of Crime Prevention in Central and Eastern Europe

All concerned stakeholders, including NGOs, international organisations, governments and local authorities, should put human rights standards at the very centre of their deliberations and make them a starting point when considering anti-crime measures. Furthermore, in order to ensure effective prevention, anti-corruption measures should be incorporated into all relevant activities.

Regional and International Networking

1. Given the need to provide an effective counterweight to highly organised criminal networks, international and regional organizations, governments and private sources should offer substantial support to the NGO community for networking at the international and regional levels through such vehicles as conferences, seminars and discussion platforms. In the light of the NGOs' lack of resources, consideration should be given to funding such items as travel costs.
2. In order to enhance the exchange of information and experience, more extensive networks of NGOs active in the field of crime prevention should be created. In particular, cooperation between local and international NGOs should be improved.
3. Regional crime prevention fora should be regularly held in order to give NGOs the opportunity to compare and evaluate "best practices", obstacles and dilemmas, as well as to develop and improve the international framework for crime prevention in the CEE region.
4. Furthermore, special attention should be put on establishing strategic partnerships not only between NGOs themselves, but also between NGOs and politicians at local, national and international levels, as well as between NGOs and international organisations, especially UN bodies.
5. Given the significant role that local authorities, particularly in urban areas, play in crime prevention, the relationship between NGOs and local authorities should be strengthened and the exchange of information and positive experiences improved. An important role for NGOs could be to facilitate inter-city cooperation.

The Role of NGOs

6. Given the numerous roles that NGOs play in crime prevention, including the provision of support to victims of crime, politicians and international organisations should make full use of the NGOs' expert knowledge when preparing legislation or specific administrative steps in the fields addressed by this forum.

7. In addition, NGOs should be supported so as to strengthen their role as educators, thereby enhancing civil society's capacity to contribute to the crime prevention process.

8. NGOs should seize every opportunity to record and report on violations of international norms and standards in the field of crime prevention.

9. NGOs should be involved in local, national and international policy-making.

The Role of the United Nations Office on Drugs and Crime (UNODC)

10. The UNODC, with its headquarters in Vienna, is in a strong position to support NGOs in the CEE region by assuming a facilitator role, expanding its data-base on NGOs working in the crime prevention sector, improving access to the UNODC website¹, and serving as a clearing-house for examples of good practices as well as for data and research including case studies.

11. Since education and awareness raising is essential to crime prevention, UNODC should intensify its media campaigns, in partnership with NGOs in the region, oriented towards the specific needs identified by those NGOs.

12. UNODC should facilitate capacity building and assist in providing information and training for NGOs with regard to relevant international standards and instruments.

Modalities of Partnership

13. While recognising the need for governments to honour the contribution of NGOs to crime prevention, it should also be recognized that NGOs should seek opportunities to support and assist each other.

14. In the interests of effecting real change and securing cost-effectiveness, every endeavour should be made to develop sustainable long-term funding arrangements for NGO activities.

¹ www.unodc.org

Media Strategy

15. NGOs should develop a comprehensive media strategy in order to publicise the range of their activities and networks in the field of crime prevention and help the media to report on crime issues in an objective and ethically appropriate way.

Specific Issues

16. NGOs, when dealing with trafficking in persons, should pay attention to the full range of purposes included in the Palermo Convention² in order to consider not only all forms of sexual exploitation, but also forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

17. Within the framework of protection, it is becoming increasingly important for NGOs to consider the rising rates of re-trafficking, enquire about the causes for this situation and try to find possible solutions to this problem.

18. NGOs should take into account the relevance of corruption to crime prevention, realisation of human rights and poverty reduction.

19. UNODC, together with NGOs in the CEE region, should make educational and promotional material available in minority languages in order to overcome language barriers.

² United Nations Convention against Transnational Organised Crime; Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organised Crime

With the kind support of:

