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FM AMEMBASSY SARAJEVO
TO SECSTATE WASHDC IMMEDIATE 6038

UNCLAS SECTION 01 OF 04 SARAJEVO 001032

STATE FOR INL, DRL, EUR/PRP, CA/FPP

ALSO PASS USAID FOR EE/ECA AND G/WID

E.O. 12958: DECL: N/A
TAGS: KCRM, PHUM, KWMN, SMIG, KFRD, ASEC, PREF, ELAB
SUBJECT: ANTI-TRAFFICKING IN WOMEN REPORT: BOSNIA

REF: A) STATE 24706

1. (U) THE FOLLOWING INFORMATION IS UNCLASSIFIED BUT SENSITIVE.

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2. (SBU) THE FOLLOWING RESPONSES ARE KEYED TO THE QUESTIONS POSED IN REFTEL:

OVERVIEW

A. BOSNIA IS AN INCREASINGLY SIGNIFICANT TRANSIT POINT FOR ECONOMIC MIGRANTS EN ROUTE TO THE WEST AND A MAJOR DESTINATION FOR TRAFFICKED WOMEN. ACCORDING TO CREDIBLE LOCAL AND INTERNATIONAL ESTIMATES, AS MANY AS 10,000 FOREIGN NATIONALS - OVERWHELMINGLY YOUNG WOMEN - HAVE BEEN TRAFFICKED TO OR THROUGH BOSNIA FOR

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UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: FRANK TUMMINIA
DATE/CASE ID: 11 AUG 2003 200102920

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VOLUNTARY OR INVOLUNTARY EMPLOYMENT IN THE SEX TRADE.

B. THE MAJORITY OF TRAFFICKED WOMEN IN BOSNIA ARE FROM EASTERN EUROPE AND THE FORMER SOVIET UNION. BASED ON REPATRIATION STATISTICS, THE LEADING COUNTRIES OF ORIGIN ARE MOLDOVA, ROMANIA, AND UKRAINE.

C. THE RECENTLY-DEPLOYED STATE BORDER SERVICE (SBS) HAS KEPT STATISTICS OF ALIENS ENTERING BOSNIA VIA SARAJEVO AIRPORT, BUT THESE PERTAIN PRIMARILY TO THE MORE 25,000 ALIENS WHO HAVE TRANSITED THROUGH BOSNIA EN ROUTE TO WESTERN EUROPE SINCE JUNE, 2000. ALTHOUGH THE TRAFFICKING PROBLEM HAS DRAWN INCREASING LOCAL AND INTERNATIONAL ATTENTION IN RECENT MONTHS, SURVEYS OF THE PROBLEM HAVE RELIED ON ANECDOTAL INFORMATION AND EXTRAPOLATIONS BY NGO'S AND LAW ENFORCEMENT AGENCIES. EVEN THESE EFFORTS HAVE OFTEN ENCOUNTERED SERIOUS OPPOSITION BY CRIMINAL ELEMENTS ACTIVE IN THE TRAFFICKING TRADE.

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D. ANTI-TRAFFICKING EFFORTS ARE NOT A LEADING PRIORITY FOR THE STATE, ENTITY, OR CANTONAL GOVERNMENTS IN BOSNIA. PREVENTION, PROTECTION, AND PROSECUTION EFFORTS ARE INADEQUATE AND REPRESENT INTERNATIONAL MORE THAN LOCAL INITIATIVES.

E. BOTH POLITICAL AND LAW ENFORCEMENT OFFICIALS ARE CREDIBLY LINKED TO THE TRAFFICKING TRADE. POLICE AND JUDICIAL AUTHORITIES IN PARTICULAR TACITLY ACCEPT OR ACTIVELY FACILITATE TRAFFICKING.

F. SOME WOMEN TRAFFICKED TO BOSNIA ARE KEPT IN INHUMANE CONDITIONS OFTEN AKIN TO ENSLAVEMENT. A SIGNIFICANT PERCENTAGE ARE BROUGHT TO BOSNIA UNDER FALSE PRETENSES AND FORCED INTO PROSTITUTION TO REPAY THEIR "DEBTS" TO THEIR TRAFFICKERS. METHODS RANGING FROM SEIZURE OF PASSPORTS AND KIDNAPPING TO THE THREAT AND USE OF PHYSICAL VIOLENCE ARE USED TO ENSURE THEIR COMPLIANCE. HOWEVER, A SIGNIFICANT PORTION OF FOREIGN WOMEN COME TO BOSNIA KNOWINGLY TO WORK IN THE SEX TRADE IN ORDER TO ESCAPE DIRE ECONOMIC CONDITIONS IN THEIR COUNTRIES OF ORIGIN.

G. BOSNIA IS A COUNTRY OF DESTINATION AND TRANSIT RATHER THAN ORIGIN.

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H. TRAFFICKING TO AND THROUGH BOSNIA IS FACILITATED IF NOT ENCOURAGED BY A VARIETY OF PRACTICAL AND POLITICAL FACTORS. BOSNIA'S ABILITY TO DETER TRAFFICKING, PURSUE THE TRAFFICKERS, AND ASSIST THE TRAFFICKED IS SEVERELY LIMITED BY BUDGETARY
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CONSTRAINTS, MINIMAL BORDER CONTROLS, AND INADEQUATE CRIMINAL LAWS. PUBLIC SECTOR CORRUPTION IS RAMPANT, UNDERMINING LAW ENFORCEMENT EFFORTS AND REINFORCING THE INFLUENCE OF CRIMINAL ELEMENTS ACTIVE IN THE TRAFFICKING TRADE.

PREVENTION

A. THERE IS THE WIDESPREAD PERCEPTION THAT TRAFFICKING IS, IF NOT A VICTIMLESS CRIME, THEN ONE WHICH IS "NOT BOSNIA'S PROBLEM." THERE IS A GAP BETWEEN LAW ENFORCEMENT OFFICIALS, WHO OFTEN REGARD TRAFFICKING AS A POTENTIAL SOURCE OF CRIMINAL REVENUE, AND CIVILIAN AGENCIES THAT TREAT THE PROBLEM AS A HUMAN RIGHTS ISSUE. EVEN LOCAL OFFICIALS WHO ARE SENSITIVE TO THE PROBLEM ADMIT THAT IT IS ONE PROBLEM AMONG MANY. CLEARLY THE INTERNATIONAL COMMUNITY HAS MADE THIS A HIGHER PRIORITY THAN BOSNIAN OFFICIALS.

B. GOVERNMENT AGENCIES INVOLVED IN ANTI-TRAFFICKING EFFORTS INCLUDE THE RS, FEDERATION, CANTONAL, AND BRCKO DISTRICT INTERIOR AND JUSTICE MINISTRIES AS WELL AS THE STATE MINISTRIES OF FOREIGN AFFAIRS, EUROPEAN INTEGRATION, AND CIVIL AFFAIRS/COMMUNICATIONS. AN INTER-ENTITY ANTI-TRAFFICKING TASK FORCE COORDINATED

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STATE FOR INL, DRL, EUR/PRP, CA/FPP

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E.O. 12958: DECL: N/A
TAGS: KCRM, PHUM, KWMN, SMIG, KFRD, ASEC, PREF, ELAB
SUBJECT: ANTI-TRAFFICKING IN WOMEN REPORT: BOSNIA

BY THE STATE-LEVEL MINISTRY FOR EUROPEAN INTEGRATION
HAS ESTABLISHED A NATIONAL ACTION PLAN TO COORDINATE
THE ANTI-TRAFFICKING PLANS OF INDIVIDUAL AGENCIES.

C. IN AUGUST 2000, THE INTERNATIONAL ORGANIZATION FOR
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MIGRATION (IOM) CARRIED OUT AN INFORMATION CAMPAIGN TO
RAISE PUBLIC AWARENESS OF THE TRAFFICKING PROBLEM.
CONSISTING OF PRINT AND BROADCAST MESSAGES, THE
CAMPAIGN RELIED ON LOCAL POLLING TO SPECIFICALLY
TARGET THE BOSNIAN PUBLIC. ACCORDING TO IOM, THIS
PROGRAM HAS BEEN THE ONLY PUBLIC INFORMATION CAMPAIGN
IN BOSNIA.

D. THE GOVERNMENT'S PROGRAMS TO PREVENT TRAFFICKING
IN WOMEN ARE LIMITED TO THOSE DESCRIBED ABOVE.

E. THE BOSNIAN GOVERNMENT IS LARGELY DEPENDENT ON
INTERNATIONAL DONOR AID AND HAS ALLOCATED LIMITED
EXISTING RESOURCES TO SUPPORT PREVENTION PROGRAMS.

F. COORDINATION WITH OTHER REGIONAL STATES, AMONG
GOVERNMENT AGENCIES, AND BETWEEN THE PUBLIC AND
PRIVATE SECTORS IS INADEQUATE BUT SHOULD IMPROVE WITH
THE RECENT FORMATION OF THE ABOVE-MENTIONED STATE-
LEVEL TASK FORCE ON TRAFFICKING. A MAJOR RAID ON
SUSPECTED TRAFFICKING SITES MARCH 2 RESULTED IN THE
DISCOVERY OF 177 WOMEN IN HOUSES OF PROSTITUTION
THROUGHOUT BOSNIA AND DEMONSTRATED THE INCREASING
ABILITY OF STATE, ENTITY, AND CANTONAL OFFICIALS TO
WORK TOGETHER UNDER INTERNATIONAL SUPERVISION.

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G. CURRENT BORDER CONTROLS PRESENT LITTLE PRACTICAL IMPEDIMENT TO TRAFFICKING AND OTHER SMUGGLING OPERATIONS. THE ONGOING DEPLOYMENT OF THE BOSNIAN STATE BORDER SERVICE - A KEY PRIORITY FOR THE INTERNATIONAL COMMUNITY - SHOULD IMPROVE DETERRENCE,
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INTERDICTION, AND ENFORCEMENT EFFORTS.

H. ALTHOUGH JURISDICTION OVER TRAFFICKING ISSUES IS STILL DIVIDED BETWEEN THE STATE, ENTITY, AND CANTON LEVEL, COORDINATION AND COMMUNICATION FALL INCREASINGLY WITHIN THE PURVIEW OF THE GOVERNMENT'S INTERAGENCY ANTI-TRAFFICKING TASK FORCE, WHICH WORKS CLOSELY WITH RELEVANT INTERNATIONAL AGENCIES.

I. ACCORDING TO IOM, THEIR RESCUE/REPATRIATION PROGRAM IS THE ONLY ANTI-TRAFFICKING CAMPAIGN IN BOSNIA. IT OPERATES IN COOPERATION WITH OXFAM, UNHCR, INTERNATIONAL HUMAN RIGHTS LAW GROUP, AND OTHER LOCAL NGO'S.

INVESTIGATION AND PROSECUTION OF TRAFFICKERS

A. NEITHER THE FEDERATION NOR THE REPUBLIKA SRPSKA HAS A LAW SPECIFICALLY CRIMINALIZING TRAFFICKING IN PERSONS. BOSNIAN LAW ENFORCEMENT AGENCIES HAVE PURSUED THE TRAFFICKED MORE OFTEN THAN THE TRAFFICKERS, EMPLOYING A VARIETY OF LAWS PERTAINING TO PROSTITUTION AND ILLEGAL RESIDENCY. IN THEORY, TRAFFICKERS COULD BE PROSECUTED ON CHARGES INCLUDING ASSAULT, PROVISION OF FALSE DOCUMENTATION, PROCURING, AND PROMOTION OF PROSTITUTION.

B. THERE IS NO SPECIFIC PENALTY FOR TRAFFICKING.

C. ALTHOUGH THE SENTENCE FOR RAPE MAY RANGE UP TO TEN YEARS IMPRISONMENT, THE MORE COMMON CHARGES OF
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PANDERING AND PROMOTING PROSTITUTION ARE PUNISHABLE BY A MAXIMUM OF THREE YEARS IMPRISONMENT. TRAFFICKERS ARE RARELY SENTENCED TO MORE THAN 6-8 MONTHS IMPRISONMENT.

D. SARAJEVO AUTHORITIES HAVE SUCCESSFULLY PROSECUTED ONE SUSPECTED TRAFFICKER, ALBEIT ON CHARGES OF

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PROMOTING PROSTITUTION. OTHER LAW ENFORCEMENT ACTIONS AGAINST TRAFFICKING HAVE BEEN INFREQUENT, RESULTING FROM IC PRESSURE TO RESCUE AND REPATRIATE THE TRAFFICKED WOMEN. THE PROSECUTION OF TRAFFICKERS IS HINDERED BOTH BY THE EXTENT OF PUBLIC SECTOR CORRUPTION AND BY THE INEFFICIENCY OF BOSNIA'S LEGAL SYSTEM.

E. CREDIBLE REPORTS FROM INTERNATIONAL AND LOCAL SOURCES INDICATE THAT TRAFFICKING IS A LEADING SOURCE OF REVENUE FOR LOCAL AND REGIONAL ORGANIZED CRIME GROUPS. BOSNIAN OFFICIALS NOTE THAT TRAFFICKING NOW OFFERS THE HIGHEST PROFIT AT THE LOWEST RISK, AND POSIT THAT REVENUES GENERATED BY THE TRAFFICKING TRADE HAVE REINFORCED THE INFLUENCE OF BOTH CRIMINAL ELEMENTS AND CORRUPT PUBLIC OFFICIALS.

F. LOCAL AUTHORITIES' EFFORTS TO COMBAT TRAFFICKING,

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STATE FOR INL, DRL, EUR/PRP, CA/FPP

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E.O. 12958: DECL: N/A
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LARGELY THE PRODUCT OF INTERNATIONAL PRESSURE, HAVE RESULTED IN THE DISCOVERY OF ONLY 400 TRAFFICKING VICTIMS IN THE PAST TWO YEARS (NEARLY HALF OF WHOM IN LAST WEEK'S RAIDS). ALTHOUGH THE ACTIVE INVESTIGATION OF INDIVIDUAL CASES IS IMPROVING, BOSNIAN LAW EITHER
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PROHIBITS OR SEVERELY RESTRICTS THE EMPLOYMENT OF SPECIAL INVESTIGATIVE TECHNIQUES INCLUDING ELECTRONIC SURVEILLANCE, CONSENSUAL MONITORING, UNDERCOVER OPERATIONS, SELECTIVE IMMUNITY, AND PLEA-BARGAINING.

G. BOTH THE USG AND INTERNATIONAL AGENCIES INCLUDING THE UNITED NATIONS MISSION IN BOSNIA-HERCEGOVINA (UNMIBH) HAVE FOCUSED INCREASINGLY ON SPECIALIZED INVESTIGATIVE TRAINING FOR LOCAL LAW ENFORCEMENT AND JUDICIAL AUTHORITIES. HOWEVER, BOSNIAN AGENCIES REMAIN DEPENDENT ON DONOR SUPPORT FOR THESE AND OTHER ADVANCED TRAINING OPPORTUNITIES.

H. BOSNIAN AUTHORITIES HAVE YET TO PARTICIPATE IN AN INTERNATIONAL TRAFFICKING INVESTIGATION. AS A GENERAL RULE, BOSNIA HAS BEEN UNABLE TO PARTICIPATE FULLY IN INTERNATIONAL LAW ENFORCEMENT FORA OR TO ENACT LEGISLATION IMPLEMENTING ITS COMMITMENTS UNDER INTERNATIONAL AGREEMENTS.

I. BOSNIAN LAW EXPLICITLY AND EXPRESSLY PROHIBITS THE EXTRADITION OF ITS NATIONALS. IT HAS YET TO RECEIVE AN EXTRADITION REQUEST FOR A THIRD-COUNTRY NATIONAL ON TRAFFICKING CHARGES, BUT HAS HONORED EXTRADITION REQUESTS ON OTHER GROUNDS.

J. ALSO LESS SO THAN IN THE PAST, TRAFFICKING IS STILL TOLERATED IF NOT TACITLY ACCEPTED AT ALL LEVELS OF BOSNIAN SOCIETY. IT IS WIDELY REGARDED AS A "VICTIMLESS CRIME" OR A PHENOMENON THAT ONLY EFFECTS FOREIGN NATIONALS. MANY BOSNIANS BOTH IN AND OUT OF
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GOVERNMENT OFTEN SEE TRAFFICKING AS A PROBLEM CAUSED BY THE INTERNATIONAL CIVILIAN AND MILITARY PRESENCE.

K. JUDICIAL AUTHORITIES HAVE YET TO PURSUE ALLEGATIONS OF HIGH-LEVEL INVOLVEMENT IN TRAFFICKING. POLICE INTERNAL AFFAIRS UNITS HAVE INVESTIGATED CHARGES OF MISCONDUCT AT LOW LEVELS WITHIN THE LAW

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ENFORCEMENT COMMUNITY.

L. BOSNIA HAS NOT SIGNED THE ILO CONVENTION 182 CONCERNING THE PROHIBITION AND IMMEDIATE ACTION FOR THE ELIMINATION OF THE WORST FORMS OF CHILD LABOR.

BOSNIA HAS NOT SIGNED THE SALE OF CHILDREN PROTOCOL SUPPLEMENTING THE RIGHTS OF THE CHILD CONVENTION.

BOSNIA HAS SIGNED THE PROTOCOL TO PREVENT, SUPPRESS AND PUNISH TRAFFICKING IN PERSONS, ESPECIALLY WOMEN AND CHILDREN, SUPPLEMENTING THE UN CONVENTION AGAINST TRANSNATIONAL CRIME. THAT SAID, BOSNIA HAS PROVEN CONSISTENTLY UNABLE TO ENACT IMPLEMENTING LEGISLATION TO ENSURE THE ENTRY-INTO-FORCE OF ITS INTERNATIONAL OBLIGATIONS.

PROTECTION AND ASSISTANCE TO VICTIMS

A. A USG-FUNDED PILOT PROJECT BY THE INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM) HAS PROVIDED TRAFFICKING VICTIMS WITH TEMPORARY SHELTER AND ACCESS TO MEDICAL SERVICES. LOCAL GOVERNMENT AGENCIES HAVE NOT PROVIDED EQUIVALENT SERVICES, AND TRAFFICKING

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VICTIMS ARE ROUTINELY CHARGED WITH PROSTITUTION AND REPATRIATED TO THE COUNTRIES OF ORIGIN.

B. THE BOSNIAN GOVERNMENT DOES NOT FUND NGO EFFORTS, WHICH RELY ON INTERNATIONAL DONORS FOR FINANCIAL SUPPORT. IOM IN PARTICULAR HAS EXPRESSED INTEREST IN TURNING OVER THE MAINTENANCE OF SHELTERS TO LOCAL AUTHORITIES IN ORDER TO FOCUS ON REPATRIATION EFFORTS.

C. LAW ENFORCEMENT ACTIONS TARGETING THE SEX INDUSTRY HAVE BEEN INFREQUENT, BUT HAVE RESULTED IN THE DETENTION, INCARCERATION, AND DEPORTATION OF TRAFFICKED WOMEN. TRAFFICKED WOMEN ARE ROUTINELY CHARGED WITH OFFENSES INCLUDING PROSTITUTION AND ILLEGAL RESIDENCY.

D. ALTHOUGH A UNITED NATIONS PROGRAM MAINTAINS A PROGRAM THAT PROVIDES SOME LEGAL SUPPORT TO TRAFFICKED WOMEN, TRAFFICKING VICTIMS ARE NOT ENCOURAGED TO PURSUE CIVIL SUITS AGAINST THEIR TRAFFICKERS. THE BOSNIAN JUDICIAL SYSTEM, BESET BY FUNDAMENTAL PROCEDURAL FLAWS AND MASSIVE CASE BACKLOGS, OFFERS

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ONLY MINIMAL PROSPECTS OF REDRESS FOR PLAINTIFFS IN
CIVIL LITIGATION.

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E.O. 12958: DECL: N/A
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E. VICTIMS AND WITNESSES ARE OFFERED FEW PROTECTIONS
IN THEORY OR IN PRACTICE. TRAFFICKING VICTIMS AND
WITNESSES HAVE BEEN THREATENED IN COURT TO PREVENT
THEIR TESTIMONY, AND RECENT REFORMS ALLOWING WITNESS
ANONYMITY IN SELECTED CASES HAVE NOT YET BEEN PUT INTO
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EFFECT.

F. WITH THE EXCEPTION OF SELECT LAW ENFORCEMENT
TRAINING PROVIDED BY THE INTERNATIONAL COMMUNITY, THE
BOSNIAN GOVERNMENT PROVIDES NO SPECIALIZED TRAINING TO
GOVERNMENT OFFICIALS REGARDING TRAFFICKING ISSUES. IN
MAY, 2000 THE DEPARTMENT OF JUSTICE CONDUCTED A SERIES
OF TRAINING SEMINARS IN INVESTIGATIVE AND

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PROSECUTORIAL TECHNIQUES PERTAINING TO TRAFFICKING
CASES FOR 275 BOSNIAN PROSECUTORS, JUDGES, AND POLICE
OFFICERS.

G. BOSNIA IS A COUNTRY OF DESTINATION RATHER THAN
ORIGIN. TO THE BEST OF OUR KNOWLEDGE, BOSNIAN
OFFICIALS HAVE NOT BEEN CALLED UPON TO PROVIDE
ASSISTANCE TO BOSNIAN NATIONALS WHO HAVE BEEN THE
VICTIMS OF TRAFFICKING TO THIRD COUNTRIES.

H. IN ADDITION TO THE USG ASSISTANCE PROVIDED TO IOM,
OXFAM PROVIDES ASSISTANCE TO A SHELTER MANAGED BY IOM,
WHICH PROVIDES LODGING, MEDICAL CARE, AND COUNSELING
IN ADDITION TO COORDINATING RETURN AND REPATRIATION
SERVICES FOR TRAFFICKED WOMEN. LOCAL NGO'S PROVIDE
TEMPORARY SHELTER THROUGH EXISTING DOMESTIC VIOLENCE
SHELTERS AND CONSULT WITH IOM IN CASES OF SUSPECTED
TRAFFICKING.

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PUBLIC INDIFFERENCE, PUBLIC SECTOR CORRUPTION

2. NEITHER INTERNATIONAL NOR LOCAL OFFICIALS ARE ABLE TO ACCURATELY ESTIMATE THE EXTENT OF TRAFFICKING IN PERSONS TO OR THROUGH BOSNIA. ILLEGAL ALIENS ARE ROUTINELY DISCOVERED AND DETAINED IN BOSNIA, MOST OFTEN IN TRANSIT FROM EASTERN COUNTRIES (MOST COMMONLY TURKEY, CHINA, SRI LANKA, AND IRAN) EN ROUTE TO CROATIA AND ITALY TO SEEK EMPLOYMENT IN WESTERN EUROPE.

3. LOCAL AUTHORITIES BELIEVE THESE ECONOMIC MIGRANTS TRAVEL ALONG ESTABLISHED ROUTES ORGANIZED BY SUSPECT TRAVEL AGENCIES, EXPLOITING BOSNIA'S NEGLIGIBLE BORDER CONTROLS. IN A DIPLOMATIC NOTE ADDRESSED TO THE BOSNIAN GOVERNMENT AND COPIED TO THE U.N.

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INTERNATIONAL POLICE TASK FORCE (IPTF), SLOVENE
OFFICIALS COMPLAINED THAT THE MAJORITY OF THE 17,500
ILLEGAL ALIENS APPREHENDED IN SLOVENIA IN 1999 ENTERED
EUROPE VIA SARAJEVO AIRPORT. ANECDOTAL INFORMATION
FROM U.N. OFFICIALS INDICATES THAT AS MANY AS 25
ILLEGAL MIGRANTS ARRIVE ON EACH INCOMING FLIGHT FROM
TURKEY.

4. ALTHOUGH ILLEGAL ALIENS HAVE BEEN REPATRIATED TO THEIR COUNTRIES OF ORIGIN, TRAFFICKING IN PERSONS IS JUST AS OFTEN IGNORED BY BOSNIAN AUTHORITIES. LOCAL COURTS HAVE YET TO CONVICT A TRAFFICKER.

5. TRAFFICKING IN WOMEN IS A SUBSET OF THIS BROADER PROBLEM. INITIAL RESEARCH CONDUCTED BY THE INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM) AND FUNDED BY THE USG INDICATES THAT TRAFFICKING IN BOSNIA INVOLVES PRIMARILY ROMANIAN, MOLDOVAN, AND UKRAINIAN WOMEN. TRANSITTING THROUGH HUNGARY AND SERBIA, AND OFTEN SOLD BY ONE TRAFFICKING GROUP TO ANOTHER EN ROUTE, THEY ARE ULTIMATELY SMUGGLED INTO BOSNIA TO STAFF HOUSES OF PROSTITUTION IN THE FEDERATION AND THE REPUBLIKA SRPSKA.

6. ALTHOUGH TRAFFICKING IS A NATION-WIDE PROBLEM, THE BRCKO DISTRICT CONTAINS THE HIGHEST CONCENTRATION OF TRAFFICKED WOMEN. THE "ARIZONA MARKET" ALONE IS ESTIMATED TO CONTAIN OVER A DOZEN HOUSES OF

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PROSTITUTION, OPERATING WITH THE TACIT CONSENT - IF
NOT THE OUTRIGHT COLLUSION - OF LOCAL AUTHORITIES.

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7. TRAFFICKING IN WOMEN IS NOT AN ISOLATED ENTERPRISE
BUT A CRIME OF OPPORTUNITY FOR BOSNIAN ORGANIZED CRIME
SYNDICATES ENGAGED IN BLACK MARKETEERING, NARCOTICS
TRAFFICKING, AND EXTORTION. GIVEN PUBLIC
INDIFFERENCE, PUBLIC SECTOR CORRUPTION, AND JUDICIAL
PARALYSIS, IT IS A MAJOR SOURCE OF ILLEGAL REVENUE AT
MINIMAL RISK.

DOJ SEMINAR: RECOGNITION IS THE FIRST STEP

8. ON MAY 3, AMBASSADOR MILLER ADDRESSED OVER 100
LOCAL LAW ENFORCEMENT AND JUDICIAL AUTHORITIES AT A
DOJ-SPONSORED SEMINAR FOCUSING ON TRAFFICKING IN
WOMEN. CONDEMNING TRAFFICKING AS "A FUNDAMENTAL
DENIAL OF THE MOST BASIC HUMAN RIGHTS," HE WARNED THAT
IT IS NOT A "VICTIMLESS CRIME" BUT "ONE FACET OF A
BROADER WAVE OF TRANSNATIONAL CRIME THAT THREATENS TO
ENGULF BOSNIA." IT IS THE "MOST VISIBLE CONSEQUENCE"
OF BOSNIA'S LAX BORDER CONTROLS, DIVIDED LAW
ENFORCEMENT AGENCIES, AND LACK OF JUDICIAL
TRANSPARENCY.

9. HIGHLIGHTING IOM'S PILOT PROJECT IN BRCKO, THE
AMBASSADOR NOTED THEIR SUCCESS IN REPATRIATING 26
TRAFFICKED WOMEN FROM BOSNIA. WITH THE ASSISTANCE OF

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ACTION EUR-01

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| INFO | LOG-00 | AID-00 | CG-00 | CIAE-00 | SMEC-00 | CTME-00 | INL-01 |
| | DEAE-00 | DINT-00 | DODE-00 | SRPP-00 | DS-00 | EB-00 | FBIE-00 |
| | VC-01 | H-01 | TEDE-00 | INR-00 | IO-00 | L-00 | AC-01 |
| | NSAE-00 | NSCE-00 | OIC-02 | OMB-01 | PA-00 | PM-00 | PRS-00 |
| | ACE-00 | P-00 | SCT-00 | SP-00 | SSO-00 | SS-00 | STR-00 |
| | TRSE-00 | T-00 | USIE-00 | VO-03 | FMP-00 | PMB-00 | DSCC-00 |
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FM AMEMBASSY SARAJEVO
TO SECSTATE WASHDC IMMEDIATE 2269
INFO IFOR COLLECTIVE PRIORITY
EUROPEAN POLITICAL COLLECTIVE PRIORITY
CIA WASHDC PRIORITY
DOJ WASHDC PRIORITY
DIRFBI WASHDC PRIORITY
USEU BRUSSELS PRIORITY
AMEMBASSY LJUBLJANA

UNCLAS SECTION 02 OF 02 SARAJEVO 004126

STATE FOR S/P (O'BRIEN), S/SA (DOBBINS), D (BASS), P
(WHITE), EUR/BI (DLOUHY), EUR/SCE (DANIELS), INL, PRM,
DRL

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E.O. 12958: N/A
TAGS: KWMN, EALD, KCRM, PREL, PHUM, CVIS, MARR, BK
SUBJECT: TRAFFICKING IN PERSONS: DEVELOPMENTS IN
BOSNIA

LOCAL AND INTERNATIONAL OFFICIALS, IOM HAS ESTABLISHED
A MECHANISM TO ISSUE TRAVEL DOCUMENTS, PROVIDE MEDICAL
TREATMENT, AND ANALYZE STATISTICAL DATA. THEY HAVE
DONE SO IN THE FACE OF A REAL SECURITY THREAT POSED BY
ORGANIZED CRIME ELEMENTS.

10. IN CLOSING, AMBASSADOR MILLER URGED BOSNIAN
OFFICIALS TO LEND THEIR FULL SUPPORT TO THE UN
CONVENTION ON TRAFFICKING IN PERSONS AND THE SECI
ANTI-TRAFFICKING TASK FORCE, BOTH KEY INITIATIVES TO
ADDRESS THE PROBLEM AT THE INTERNATIONAL LEVEL.

11. THE SEMINAR'S KEYNOTE SPEAKER, ASSISTANT U.S.
ATTORNEY JANIS GORDON, REVIEWED A MAJOR U.S.
TRAFFICKING CASE IN DETAIL, HIGHLIGHTING THE
FUNDAMENTAL INVESTIGATIVE TECHNIQUES ESSENTIAL IN
COMPLEX PROSECUTIONS. MS. GORDON WILL REMAIN IN
BOSNIA THROUGH MAY 15, REPEATING HER PRESENTATION IN
BRCKO AND BANJA LUKA FOR LAW ENFORCEMENT AND JUDICIAL
AUTHORITIES IN THE DISTRICT AND THE RS.

12. COMMENT: DOJ'S SEMINAR HAS HELPED DRAW (LONG-
OVERDUE) PUBLIC ATTENTION TO THE ISSUE OF TRAFFICKING
OF WOMEN. TARGETTED ON POLICE OFFICIALS,

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INVESTIGATIVE MAGISTRATES, AND PUBLIC PROSECUTORS, IT
WILL PROVIDE A PRACTICAL MODEL TO PROSECUTE CASES. WE
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WILL SPARE NO EFFORT IN PROVIDING THE POLITICAL
SUPPORT TO ADDRESS THE BROAD SPECTRUM OF ISSUES,
RANGING FROM BORDER CONTROLS TO JUDICIAL REFORMS,
NECESSARY TO ENSURE SUCCESS. END COMMENT.

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