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LITERATURE REVIEW: THE REHABILITATION OF VICTIMS OF TRAFFICKING IN GROUP RESIDENTIAL FACILITIES IN FOREIGN COUNTRIES

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The authors views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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ACRONYMS

ARCPPT	Asia Regional Cooperation to Prevent People Trafficking
AT	Anti-Trafficking
AusAID	Australian Agency for International Development
ATTO	Anti-Trafficking Task Order
CAAHT	Coordinated Action Against Human Trafficking
CAII	Creative Associates International Inc.
CCHDO	Cambodian Children and Handicap Development Organization
CSO	Civil Society Organization
CPA	Child Protection Act (Jamaica)
CSW	Clinical Social Worker
CVC	Community Volunteer Counselor
DCOF	USAID's Displaced Children and Orphans Fund
DAI	Development Alternatives, Inc.
DDR	Demobilization, Disarmament, and Reintegration
DfID	British Department for International Development
DRC	Democratic Republic of the Congo
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
FAP	Formerly Abducted Person
GAATW	Global Alliance Against Traffic in Women
GBV	Gender-Based Violence
GON	Government of Nigeria
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (Germany)
IDP	Internally Displaced Person
IASC	Inter-Agency Standing Committee
IJM	International Justice Mission
ILO	International Labor Organization
ILO-IPEC	ILO International Programme on the Elimination of Child Labour
IOM	International Organization for Migration
IOs	International Organizations
IRIN	Integrated Regional Information Networks
IT	Information Technology
Lao PDR	Lao People's Democratic Republic (Laos)
LRA	Lord's Resistance Army (Uganda)
M&E	Monitoring and Evaluation
MoSAVY	Ministry of Social Affairs, Veterans, and Youth Rehabilitation (Cambodia)
MOU	Memorandum of Understanding
NAPTIP	National Agency for Prohibition of Traffic in Persons and other Related Matters (Nigeria)
NGO	Non-Governmental Organization
NPA	National Plan of Action
NRM	National Referral Mechanism

OCHA	United Nations Office for the Coordination of Humanitarian Assistance
OHCHR	United Nations Office of the High Commissioner for Human Rights
OSCE	Organization for Security and Co-operation in Europe
PACT	People's Action for Community Transformation (Jamaica)
RDRC	Rwanda Demobilization and Reintegration Commission
RO	Reaching Out (Romania)
SARI/Equity	South Asia Regional Initiative/Equity Support Program
SIDA	Swedish International Development Agency
STDs	Sexually Transmitted Diseases
TACT	Transnational Action against Child Trafficking
TIP	Trafficking in Persons
TVPA	Trafficking Victims Protection Act of 2000
UNDP	United Nations Development Programme
UNDPKO	United National Department of Peacekeeping Operations
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UPDF	Ugandan People's Defence Forces
USAID	United States Agency for International Development
USG	United States Government
WID	Office for Women in Development
WLR	Women's Legal Rights Initiative

LITERATURE REVIEW

CONTEXT OF SHELTERS

Over the course of the past decade, awareness of trafficking in persons among governments, international agencies, non-governmental organizations (NGOs), and the general public has increased dramatically. Much concern has focused on assessing the mechanisms by which countries identify victims of trafficking and provide them with shelter, recovery, and reintegration services.

Trafficked persons have varied backgrounds: they are women and girls as well as men and boys of all different ages; they come from many different countries, and are of different ethnic and cultural backgrounds. They have been trafficked for different purposes—marriage, agricultural labor, work in informal sector industries, domestic labor, participation in dangerous sports such as camel racing, armed conflict, prostitution, child pornography—and they have drawn on various resources to overcome cruelty and maltreatment. Although they have all been subject to severe abuses of their human rights, their needs vary in terms of recovery, return, and reintegration.

Although trafficking is a widespread and global problem, there are different country-specific and regional trends. In Asia, trafficking in persons has been recognized as a serious problem for years, primarily in exploitation of women and children in the commercial sex industry. More attention has been paid to the rampant exploitation of children through war and forced labor in Africa, while trafficking for prostitution is primarily seen through the lens of violence against women. In Latin America, trafficking has been viewed more commonly as a secondary issue to prostitution and illegal migration. Finally, the diversity of anti-trafficking activities in Eastern Europe, ranging from prevention initiatives to recovery programs for survivors of trafficking, is indicative of the extent to which the pandemic has been recognized throughout the region.

The majority of the literature reviewed here takes a comprehensive approach to understanding the processes of recovery and rehabilitation. Publications focus on the types of shelter, protection, and support services provided by group residential rehabilitative facilities. These facilities protect trafficked persons' rights, prevent further violations, and enable those traumatized by trafficking to recover.

TYPES OF FACILITIES

Types of shelters vary according to the trafficking patterns within a country or region and their geographical location. For example, shelters located in border areas may be equipped to provide short-term services to recently rescued victims, but may not be an appropriate site for mounting a rehabilitative care program that depends on access to established social and vocational care networks. This literature reviewed shelters serving victims' needs at different points in the rehabilitation process. The shelters can be categorized as: emergency shelters, transit centers, short-term shelters, and long-term shelters, including transition and reintegration

centers. Some serve only adult victims of trafficking, while others serve only child victims. Some serve both women and child victims of trafficking, and others support victims of other forms of abuse. In general, the longest running and most established shelter programs for trafficking victims are found in South Asia, South East Asia, and Eastern Europe, although there is a growing recognition of the need for such services in the Latin America and Caribbean region, Africa, and the Middle East.

Emergency Shelters

Emergency centers—also known as confidential shelters, crisis centers, rescue homes, and drop-in centers—provide temporary trafficking victims with shelter from a few nights to a month. Emergency shelters are primarily designed to meet the temporary needs of victims of trafficking directly after rescue, escape, or referral by the police. Their most important service is immediate provision of physical and medical security for the victims. As these shelters cater to both local and foreign victims of trafficking, legal assistance may be provided, assisting victims in the return to their country of origin, in filing for temporary residency or longer-term residency if available, and in preparing to testify against their traffickers. Although most emergency shelters have counseling, educational, and vocational programs, they are by necessity short-term in nature.

Emergency shelters have been extensively discussed in the shelter literature coming out of Europe. As Lise Bjerkan discusses in *A Life of One's Own: Rehabilitation of Victims of Trafficking for Sexual Exploitation* (2005), there is a need for strong cooperation between emergency shelters and law enforcement officials to ensure that victims' needs are being met appropriately and quickly. Additionally, establishing a foundation for the victim's recovery should be a consideration even at the immediate emergency shelter phase. For example, the Italian Association, *On the Road*, has an extensive emergency shelter care system that develops individualized plans for victims, even at the earliest stages in their recovery when they are housed in emergency facilities, as described in their undated publication "Social Protection and Assistance Interventions for Victims of trafficking—Description of the Italian System."

Transit shelters

Transit centers are most frequently found at highly trafficked areas and migration border crossings. Transit centers are strategically placed to provide assistance to victims who are in the process of being trafficked or who are coming back into their country after being trafficked. Although transit centers most commonly refer trafficking victims to shelters where they can get more comprehensive care, in some settings victims have been known to stay in the centers for longer periods of time while the most appropriate care for the victim's circumstances can be identified.

Best Practices on Rehabilitation and Reintegration of Trafficked Women and Girls (2004), a publication issued by the Joint Initiative in the Millennium against Trafficking in Girls and Women in Nepal, discusses how some NGOs in Nepal are using former victims of trafficking to staff their transit shelters. Beyond giving these women a job and a home, this practice allows them to use their experience for positive good: to more quickly recognize and assist potential trafficking victims along the Nepal-India border.

Short-term shelters

Although definitions vary, short-term shelters provide assistance to victims of trafficking for approximately one week up to three months, either in their country of origin or destination. Trafficked persons seeking short-term assistance in their own country may be referred to such shelters—often by an emergency shelter in the destination country. Victims seek shelters on their own, or are referred by police. Foreign victims who have agreed to testify against their traffickers often are given temporary residency in the destination country while awaiting the trial, and thus are in need of short-term shelter assistance. Others need to remain in short-term shelters while their reintegration process is decided upon, or while they attempt to arrange more permanent residency.

Elaine Pearson’s paper, “The Need for Effective Witness Protection in the Prosecution of Traffickers: A Human Rights Framework for Witness Protection” (2001), addresses the need to provide short-term shelter to victims of trafficking as an essential starting point to encouraging higher rates of victims testifying. The paper addresses the benefit of providing victims with “rest periods,” including the temporary right of residence in the destination country, during which victims can decide if they want to testify. She stresses, however, that during such rest periods, governments should provide adequate services, including a secure and secret shelter, and coordination with local police in the country of origin to protect the victim’s family. Additional services include access to social and medical services, financial support, counseling, and information about the legal process, all in a language the victim can understand.

Long-term shelters

Shelters that operate with the intent of being the final stop prior to reintegration often are described as long-term. However, the length of stay can differ from shelter to shelter, with programs that provide support and assistance for six months or longer. The majority of long-term shelter programs cater to victims who have trafficked internally or who already have been repatriated. Some, commonly found in Eastern Europe and South Asia, may cater to foreign victims who hope to become citizens of the country in question. Victims often are referred to long-term shelters from shorter-term programs, such as emergency shelters in countries of destination or transit centers along the borders.

The availability of long-term shelter care for children can be especially problematic when returning victims to their families is not possible or ideal. Children may have lost ties with their families and families may not be prepared to face community stigma once their child returns. In light of this, some NGOs have developed alternatives to natal family reintegration. For example, the Hagar shelter in Cambodia maintains a foster program for child victims of trafficking that provides long-term shelter for children in a loving and supporting environment. While living with

their foster families, the children continue to receive counseling, education, and to be involved in social programs that facilitate their reintegration into community life.

There are different types of long-term shelter programs, most prominent among them being transition homes and reintegration centers.

i. Transition houses

Transition homes are the most autonomous of the long-term programs for victims of trafficking. They are open for the residents to come and go more freely, they do not post guards on the premises, and the spaces are comfortable and home-like. Transition homes are a step away from victims living a completely independent life. Indeed, the word “transition” is used to describe a step in the process that aims at improving a person’s ability to function in society on their own. Victims who are referred to transition homes often have spent considerable time in a previous short-term or long-term shelter program.

Lise Bjerken’s *A Life of One’s Own: Rehabilitation of Victims of Trafficking for Sexual Exploitation* (2005) presents a detailed picture of a transition house for victims of trafficking in Serbia. The transition house is a two bedroom apartment in a middle-class neighborhood in Belgrade. Although there are no counselors living in the apartment, they visit the shelter regularly, and ensure that basic house rules are respected, including prohibiting the use of drugs and alcohol and revealing the shelter’s address, phone numbers, and other confidential information to strangers. Psychological support is provided through individual sessions and group work, depending on the needs of the beneficiaries. Legal advice is provided on a regular basis. While living in the transition house, beneficiaries are obliged to enroll in school or vocational training. They can attend language courses, basic computer skills classes, or educational workshops to assess their own needs and capacities, and develop job seeking skills.

Similarly, the Asia Foundation’s *Reintegration Assistance for Trafficked Women and Children in Cambodia: A Review* (2005) describes a transit center operated by the Cambodian Children and Handicap Development Organization’s (CCHDO), where a team of social workers from the Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MoSAVY), police, and NGO staff work with Thai police to rescue victims who are in the process of being trafficked.

ii. Reintegration centers

Reintegration centers provide longer-term care than all of the other types of shelters discussed above, most commonly to internally trafficked victims or victims who have already returned to their country of origin. They are centers of safety and ongoing support for children and adults (sometimes housed together, sometimes separately) in a structured, formal program. The goal of the reintegration centers is to prepare victims through psycho-social care, education, and vocational training and legal services, for their eventual reintegration into their homes or back into society.

Dr. Monique Hennink and Dr. Padam Simkhada's study, *Sex Trafficking in Nepal: Context and Process* (2004), examines experiences of sex trafficked women and girls who have left rehabilitation centers and attempted to reintegrate into their communities. The majority of the women interviewed for their study had passed through a rehabilitation center in Nepal, reporting enormous problems in returning to community life. They reported a high level of social stigma about trafficked women and girls due to their involvement in sexual exploitation. Additionally, sex trafficked women and girls reported that some communities refuse to accept trafficked women. They stated that sex trafficked women and girls not only experience social stigma, but face rejection from their families, stemming from the family's fear of social exclusion from the wider community as a result of their daughters "shameful" behavior. Sex trafficked women were concerned about the impact of their return on the family reputation and the marriage chances of their siblings, while others felt that their family might fear reprisals from the broker from whom they received money. In a number of cases, women and girls were unwilling to return to their families from fear of rejection or concern for the extra burden on their family if they returned ill. This was true of HIV-positive women who faced a double stigma resulting from both their involvement in the sex trade and their HIV status. Finally, this research documented that once they had returned to the community, former sex trafficked women and girls typically married, became small business entrepreneurs, or returned to situations of sexual exploitation in Nepal.

REHABILITATION, RECOVERY, AND REINTEGRATION

As much of the literature reviewed here notes, rehabilitation, recovery, and reintegration of trafficked victims is a difficult and long-term process. On a global scale there can be no single approach: programs and shelters must provide a tailored approach to each case based on the victim's experience and resultant needs. A comprehensive victim-centered approach to residential shelter facilities inevitably requires well-trained and committed staff, a good understanding of the issues, a well-developed set of standards, and individualized approaches. Victims in shelters need educational and economic opportunities as they prepare to resume life outside. They also require strong psycho-social support and reintegration plans that recognize a victim's return to the point of origin may not be appropriate. Concerns of adult males and boys, child victims, child soldiers, and victims suffering from HIV/AIDS must also be taken into account. The literature addressed questions of how to make shelters viable and ensure the quality of their services over the long term.

The publication from the Global Alliance Against Traffic in Women (GAATW), *Alliance News: The Process of Recovery from Trafficking* (2003), discusses at length the difficulties and experiences in providing recovery from trafficking. Members of GAATW from Nigeria, India, Indonesia, Israel, Nepal, Germany, Italy, Poland, Russia, Spain, Switzerland, the United Kingdom, the United States, and Colombia, analyze the terminology involved in defining and understanding the process—rehabilitation, integration and reintegration, reintegration and social integration, social inclusion, and empowerment—as well as ongoing programs and legislation around recovery. This publication provides a series of best practices in the field of comprehensive shelter services and recommendations for future work.

Education

When girls lack educational opportunities, their future prospects are limited, and they can thus become more vulnerable to traffickers. To combat this problem, many shelters provide a range of educational opportunities for girls, including formal and non-formal education, life skills training, and vocational training.

As the Asia Foundation and the Population Council note in their publications, reintegration assistance must include a component that focuses on education and skills training, including an emphasis on vocational training for future employment (*Prevention of Trafficking and the Care and Support of Trafficked Persons: In the Context of an Emerging HIV/AIDS Epidemic in Nepal*, 2001; *Reintegration Assistance for Trafficked Women and Children in Cambodia: A Review*, 2005). The International Labour Organisation (ILO) notes in their publication, *Compassionate Care: Proceedings of Workshops* (2006), that in light of the danger of re-trafficking, victims—particularly young girls—must be prepared to take on independent lives, calling for education programs teaching self-reliance through basic life skills, career planning, education, and training.

Some NGOs and larger donor organizations are moving toward more specialized educational programming. For example, in Italy, the NGO On the Road develops “individualized programs of social protection” for each victim of trafficking, and makes a determination as to whether or not a foreign born victim would benefit from Italian language classes, as described in their publication “Social Protection and assistance interventions for victims of trafficking—Description of the Italian System.” For victims who have agreed to testify against their traffickers, and who will remain in Italy through the often lengthy prosecution phase, the ability to communicate with those around them can have an important effect on the recovery process. In addition, On behalf of UNICEF Jane Gronow’s *Trafficking in Human Beings in Southeastern Europe* (2000), advocates for implementation of gender education that promotes equality between men and women with a focus on human rights, self-empowerment, and dignity.

Economic Opportunities

Economic opportunity is critical in any successful rehabilitation of trafficking victims. Some young victims have dropped out of school to look for economic opportunities and have been trafficked as a result. Much thought must be given to what kinds of opportunities are most appropriate given the individuals and the environment. Traditional skills-training programs that focus on hairdressing and weaving do not guarantee success. As one anti-trafficking advisor with whom the reviewers spoke noted, it may not be appropriate to train a young woman to be a hairdresser if she is then sent back to a village where people can only afford to get their hair cut twice a year—this will not sustain her.¹ However, another anti-trafficking expert from the Asia region has noted that computer training and book keeping may not be appropriate if training in these skills is provided in a market where victims are competing for such jobs with more highly educated peers.²

Winrock International’s *Winning Strategies: Trafficking Prevention Project in Ukraine 1998-2004* (2004) presents a detailed picture of the benefits of sustainable employment opportunities to

Footnotes: page 6

¹ Interview notes C. Serey, USAID/Cambodia (2006).

² Interview notes M. Friedman, USAID/RDM Asia (2006).

trafficking victims. Building on the capacity of local women NGOs to provide services to women, Winrock International established a network of Women for Women Centers providing economic and crisis prevention assistance to at-risk populations—the Job Skills Program and the Crisis Prevention Program. The centers delivered free of charge training on employment, entrepreneurship, leadership and trafficking prevention, and courses to teach and build marketable skills. In addition to training and service, each center conducted training in rural areas within its region on critical issues of economic opportunity and crisis prevention outside the large urban areas.

Sustainability

The shelter, recovery, and integration services that NGOs provide victims of trafficking have in the past depended on support from international donors and foundations. Recently, shelters have begun to develop innovative programmatic interventions, such as collective enterprises for economic rehabilitation, to address the issue of sustainability.

For example, one of the Reaching Out shelters in Romania developed an agro-tourism project, which includes a bed and breakfast that generates funds to cover the shelter's expenses, as described in Lana Matei's undated publication *Contribution on Reaching Out, Romania. United Nations Secretary-General's In-depth Study on Violence against Women: Sustainable Social and Professional Reintegration*. Naturally grown products produced by small farms in the community are sold to the bed and breakfast for serving in the restaurant. With the money obtained from selling their products, local farmers are encouraged to produce higher-quality goods. This project allows trafficking victims to interact in new ways with their community and to make a living working in the bed and breakfast.

Additionally, the Hagar shelter's 2005 Annual Report discusses how it has linked employment generation opportunities for trafficking victims with sustainability efforts. For example, Hagar in Cambodia maintains Hagar Facilities Management, a food catering operation with clients that include international hotel chains and the new American Embassy in Phnom Penh. Hagar also produces high-quality women's accessories and home décor items through Hagar Design Limited. With Hagar Soya Limited, it is Cambodia's only large-scale soy milk producer. All of these enterprises employ highly disadvantaged Cambodian women, many of whom Hagar is assisting to recover from the trafficking experience, while providing much needed financial support to the Hagar shelter's prevention, rehabilitation, and reintegration projects.

A key component of sustainability is the ability of shelters to develop a system of linkages with other organizations involved in care giving to trafficking victims. These organizations include civil society organizations working with trafficking victims, law enforcement, and government agencies working on repatriation. Other organizations in countries of origin, transit, and destination can be linked into the shelter system to assist victims of trafficking throughout the rescue, rehabilitation, and repatriation process. Many countries have formalized collaboration, through mechanisms such as memorandums of understanding (MOUs) or national referral mechanisms (NRMs), for example, the Organization for Security and Co-operation in Europe (OSCE) publication "National Referral Mechanisms. Joining Efforts to Protect the Rights of Trafficked Persons. A Practical Handbook" (2004) provides guidance on how to design and

implement NRMs as a method of creating sustainable activities to prosecute traffickers and provide support to victims. The handbook defines NRMs as “a cooperative framework through which state actors fulfill their obligations to protect and promote the human rights of trafficked persons, coordinating their efforts in a strategic partnership with civil society.” NRMs differ from one country to the next, dependent on political and legal settings.

Addressing the role of MOUs, Asia Regional Cooperation to Prevent People Trafficking (ARCPPT)’s publication “The Role of Victim Support Agencies in the Criminal Justice Response to Human Trafficking” (2004) explains the value of MOUs between the criminal justice system and victim support agencies. The publication includes information from MOUs in Thailand and Myanmar, as well as descriptions of formal and informal linkages between government and civil society in Cambodia and Laos.

Quality shelter care services are more likely to be provided through established partnerships between NGOs and local communities as well as between governmental and social welfare organizations. The shelter is one viable component of a victim’s recovery and thus promotes active participation of other parties involved in the care of trafficking victims. Partnerships make for better coordinated services among receiving societies and/or communities and the victims of trafficking themselves.

For example, Caliber Associates, Inc’s “Needs Assessment for Service Providers and Trafficking Victims” (2003) describes the importance of building networks among service providers, based on its research of 98 U.S.-based service providers. Mark Elliott’s “Faith-Based Responses to Trafficking in Women from Eastern Europe” (2004) describes the strengths of networks’ faith-based organizations in responding to needs of trafficked victims. Additionally, Beth Verhey’s paper on “Child Soldiers: Preventing, Demobilizing, and Reintegrating” (2001) discusses the importance of community-based networks in providing sustainable support to former child soldiers and for reaching girls and the disabled excluded from the formal Demobilization, Disarmament, and Reintegration (DDR) process.

A cautionary note in the Asia Foundation’s publication “A Comparative Analysis of Anti-Trafficking Intervention Approaches in Nepal” (2000) describes the work of three anti-trafficking networks of civil society organizations in Nepal, noting that ideological differences among organizations can result in conflicting messages about trafficking.

Reintegration

Reintegration programs have the potential to respond to the challenges that remain in empowering victims to make their own decisions and gain the confidence to act upon them over the long term. Individual, focused, recovery plans are organized around the reintegration of victims of trafficking in either their communities of origin or in new communities. Reintegration presents a challenge in terms of developing profitable livelihood strategies for victims and following up on their progress. Perhaps even more challenging is developing strategies to support trafficking victims who do not want to return home, or who are unable to do so. These victims need assistance to organize an entirely new life, requiring better opportunities to become educated and to pursue sustainable employment opportunities.

Case studies of 12 trafficked girls collected by ABC Nepal in the Sahara Group’s *Best Practices on Rehabilitation and Reintegration of Trafficked Women and Girls* (2004) underscore the

problems that arise when care and support is automatically equated with return to the family or community, particularly for women and girls who come from difficult or dysfunctional family environments. These case studies indicated the stigma associated with prostitution and the potential for having HIV/AIDS. Here, where a woman or girl's history is publicly known, communities may refuse to accept her back. Families were reluctant to take girls back, fearing social censure or ostracism from the wider community. The girls themselves worried about the extra burden they placed on their parents, especially if they were HIV-positive or if they were unlikely to achieve life milestones, such as marriage, as a result of their experience. Finally, victims felt alienated when they returned to their communities, and, in the absence of sustainable income generating activities, some returned to situations that put them in danger of trafficking.

Psycho-social Support

Victims of trafficking commonly experience severe physical and psychological trauma as a result of the violence, rape, threats, addiction, and other means that traffickers use to control them. During recovery, victims may fear that others will find out what happened to them, or that returning home will bring shame to their families. They may feel guilt for having made such a grave "mistake," and angry at themselves for "letting it happen." They may feel angry at others for not helping, while feeling powerless to help themselves. They may need to re-learn to trust other people, make friends, and have healthy relationships. Overcoming all of these feelings is important to the recovery process. Psycho-social support and counseling help victims of trafficking to free themselves from the anxiety and depression brought on by their traumatization, and to begin the process of rebuilding their self esteem and self confidence.

As the literature reviewed here noted, some shelter, protection, and support agencies are in the early stages of gaining the experience they need to work with trafficking victims to address their needs. As several publications, including Ruslana Bezpalkha's *Helping Survivors of Human Trafficking* (2003) and Brigitte De Lay's "Working with Conflict-Affected Children and Adolescents: Innovative Approaches and Practices Series" (undated) have noted, shelter staff may be susceptible to the negative myths and stereotypes, particularly women and girls who return home after trafficking. The shelters may also lack the capacity to fully train their staff in the psycho-social counseling skills necessary to working with such a population. Several culturally sensitive programs, such as the Italian *On the Road* program, have been developed to assist program staff from other countries, such as those in destination countries or working with international organizations, to develop the cultural knowledge to understand and provide counseling and care.

All of these issues can be compounded by a lack of capacity and a limited staff, with heavy workloads and long working hours. *Helping Survivors of Human Trafficking* addresses how the lack of capacity, and the lack of professional experience and training among the staff, can lead to "burn-out," where service providers become physically, emotionally, and mentally exhausted in their work.

Finally, a strong reintegration program must include a follow-up component to assess their needs upon their return home where they often face serious problems, such as stigma, neglect,

extreme poverty, and a lack of job opportunities and psycho-social support, as emphasized by International Organization for Migration's *Second Annual Report on Victims of Trafficking in South-Eastern Europe* (2005) and Save the Children's *Exploring the Status of Reintegrated Girls: A Participatory Study* (2003).

Distinct Populations

Distinct populations of trafficking victims may require special care and assistance. The overwhelming number of special needs victims are children; it is an error to assume that children and adults will positively respond to the same rehabilitative care.

Most organizations working with exploited children agree that a child's successful repatriation into society depends upon the use of a holistic approach involving NGOs and governments of both the sending and receiving country, the child, and their family (if they return to their family). As the NGO Terre des Hommes asserts in its publication "Child Protection Procedures and Support Materials" (2004), governments often refuse "to take the most basic step of all, that of regularizing the legal status of a child who has been trafficked across borders into a country where he or she has no right to be." Where repatriation is course of action, the process should be quick with streamlined interview process, and cases kept confidential to ensure that the children are not further traumatized nor put in danger of being discovered by their traffickers.

To generate greater understanding of the needs of children who are victims of prostitution, the End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes (ECPAT) network of organizations has developed a training guide, the *Psychosocial Rehabilitation of Children who have been Commercially Sexually Exploited: A Training Guide* (2005) that outlines three phases for the recovery process: (1) establishing safety, (2) exploring the traumatic experience, and (3) actively pursuing social reconnection. Indicators for successful reintegration with their families, or with foster families, include the enhanced ability of their family to support the child, the presence of other support networks, the availability of income opportunities for the family, the improvement of the child's self esteem, and follow-up support.

Many organizations engaged in shelter care find that standard operating procedures are necessary to outline the criteria for victims entering facilities, and the procedures to follow when assessing, caring for, and referring victims to other facilities or integrating them into society. USAID's "Minimum Standards of Care and Support for the Victims of Trafficking and Other Forms of Violence in South Asia" provides standards developed by the South Asia Regional Initiative/Equity Support Program (SARI/Equity). This handbook compiles best practices in care and support from across the region, and provides standards for shelters, ranging from standards pertaining to location and design to standards of treatment and provision of services. Additionally, the ILO's "Child-friendly Standards and Guidelines for the Recovery and Integration of Trafficked Children" (2006) was developed by the International Programme on the Elimination of Child Labour (IPEC) to explain to care providers what should and should not be done at every stage of the recovery and integration/reintegration processes.

Experienced NGOs understand that returning victims to their families is not always possible or ideal. Children may have lost ties with their families and families may not be prepared to face community stigma once their child returns. In light of this, some NGOs have developed alternatives to natal family reintegration. For example, the Hagar shelter in Cambodia maintains

a foster program for child victims of trafficking that provides shelter for children in a loving and supporting environment, as described in their 2005 Annual Report.

The tragedy of child soldiers is unfolding on an alarming scale, with more than 300,000 children under the age of 18 fighting in armed conflicts across the globe. UNICEF's report, *A Hard Homecoming: Lessons Learned from the Reception Centers Process in Northern Uganda* (2006), shows that armies target both boys and girls, using them as fighters, sex slaves, porters, and guards, frequently forcing them to carry out atrocities against their own families and communities. In the case of Northern Uganda, boys who were formerly forced to serve in the Lord's Resistance Army can find physical and emotional support at shelters, which operate with the goal of fully reintegrating them back into their communities.

Women and children trafficked into the commercial sex industry who contract HIV/AIDS are vulnerable to social ostracism as was demonstrated by the Asia Foundation and Population Council's *Prevention of Trafficking and the Care and Support of Trafficked Persons: In the Context of an Emerging HIV/AIDS Epidemic in Nepal* (2001) and Annuska Derks's *Reintegration of Victims of Trafficking in Cambodia* (1998). In Asia, once brothel owners discover ill prostitutes, the prostitutes are abandoned and left to fend for themselves. In South Asia, victims of trafficking with HIV/AIDS can rarely return home to their families due to the stigma. Moreover, some awareness raising efforts aimed at preventing trafficking have actually resulted in the stigmatization of trafficked women. In Nepal for example, upon their return, even victims who are not infected, or who have not been prostituted, are assumed to have the disease.

CONCLUSION

This literature review assessed publications that address the issue of how countries identify victims of trafficking and provide them with shelter, recovery, and reintegration services. The brief analysis presented above provides an outline of the issues that should be taken into consideration when developing a comprehensive victim-centered approach to residential shelter facilities in foreign countries. By providing references to works that are beginning to identify good practices in this field, this review also seeks to provide a foundation for a comprehensive approach to understanding the processes of recovery and rehabilitation. This approach focuses on the types of shelter, protection, and support services that are necessary for protecting trafficked persons' rights, preventing further violations, and enabling those who have suffered the trauma of trafficking to recover from their ordeal.

ANNEX: ANNOTATED BIBLIOGRAPHY

Angel Coalition. 2005. *Repatriation and Rehabilitation Protocol for Victims of Trafficking in Human Beings of the Russian Federation*. Moscow: Angel Coalition.

This protocol was developed by the Angel Coalition, an NGO network working on counter trafficking in Russia. This document provides a set of standards to follow during the victim's recovery, rehabilitation, and repatriation phase to practitioners working with victims of human trafficking. The protocol states that all female victims trafficked into Russia over 18 years of age can participate in the rehabilitative process, receiving medical assistance, counseling, and education. Outlined in the protocol are recommendations on shelter criteria: services, location, security, rules, visitation policy, and length of stay; admission criteria, including referrals, evaluations, treatment plans, confidentiality, and victim transfers; medical and psychological treatment plans, including common diseases, medical care provided on-site and off-site, psychological problems, methods of psychological work and working with victims using drugs and alcohol; and the social rehabilitation and monitoring of victims' successful reintegration, including individualized social rehabilitation plans, interaction with personnel, preparatory measures for victims' exit from shelter, methods of monitoring and follow-up, and witness protection program. The appendices provide information about diagnosis and treatment plans for trafficking victims' infection with HIV/AIDS and STDs.

Angel Coalition. 2004. *Combating Trafficking in Women and Children*. Moscow: Angel Coalition.

This briefing paper discusses the status of trafficking in the Russian Federation, both as a source country and a destination country. The paper is organized according to anti-trafficking efforts in prevention, protection, and prosecution.

When discussing Russia as a source country, the report recommends measures the government can take in prevention, including increasing anti-trafficking education, developing training of trainers programs, preventing illegal border crossings, and improving the conditions of the most vulnerable groups. For protection, the report elaborates on potential programs to make mandatory the full and active cooperation of Russian consulates, embassies and diplomatic missions; guarantee legal protection of victims in the country of destination; and provide safe houses and shelters for victims repatriating to Russia. Addressing optimal prosecutorial efforts, the report describes policies to vigorously prosecute traffickers, confiscate criminal assets for use in victim restitution/assistance, and establish an interdepartmental anti-trafficking task force in the Ministry of the Interior.

In describing Russia as a destination and transit country, the report lists methods of prevention such as reducing the demand for sexual services and sex tourism in major population centers of Russia; vigorously enforcing anti-trafficking, anti-organized prostitution laws; strengthening procedures to reduce cross-border trafficking; developing joint informational and human rights programs with the sending countries; developing joint informational campaigns aimed at reducing illegal immigration; and providing information about trafficking assistance programs to victims in Russia. For protection, the report recommends instituting proactive rescue of

trafficking victims, guaranteeing the rehabilitation of trafficking victims, and protecting legal rights of trafficking victims in Russia. For prosecution, the report describes coordinating international cooperation, partnering with NGOs, and funding victim protection and the prosecution of traffickers.

Anti-Slavery International. 2006. *Trafficking in Women, Forced Labour and Domestic Work in the context of the Middle East and the Gulf Region*. Germany: The Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) and Federal Ministry for Economic Cooperation and Development (BMZ).

This report discusses the reasons behind migration in the Middle East and the Gulf region in terms of forced labor and domestic work of female migrant workers. The report addresses push and pull factors, outcomes of forced labor, and strategies and tools for responding to trafficking. The report concludes with country profiles of six countries in the Middle East and the Gulf region: Egypt, Eritrea, Ethiopia, Lebanon, Sudan, and Yemen.

In recent years, there has been a simultaneous increase in demand for domestic workers and other service laborers in much of the Gulf region and a corresponding decrease in demand for non-service workers. Female workers have accounted for larger percentages of migrant workers than in previous years. There are several types of labor migration in the Middle East: contractual temporary labor migration, in which an employer “sponsors” a worker, and the worker’s rights are extremely limited; forced migration, for reasons of conflict, persecution, extreme poverty, and famine; and smuggling, transiting, and trafficking. The means of migrating are varied and frequently leave migrants susceptible to trafficking. Moreover, women are likely to be forced to migrate for economic reasons because they lack economic opportunities in their home countries.

The second section of the study focuses on identifying the problems of migrant domestic workers and forced labor. Working conditions in the region are atrocious, with long working hours and unrealistic duties. For live-in domestic workers, living conditions are equally poor. Workers in bad situations generally have little recourse: employment agencies do not provide assistance and do not represent the interests of the workers, and government agencies do not consider domestic work as “real” work, leaving it beyond the legal sphere of government influence. Repatriation is also a problem, as none of the countries in the region have a comprehensive system of repatriation of migrants. NGOs provided many services, but do not have government support and frequently have a limited range of operations.

The report identifies many strategies for fighting the problems associated with domestic work and forced labor. The report recommends the following:

- Prevention:
 - Assistance with securing employment for migrants in destination countries
 - Assistance with training for employment
 - Raising awareness of trafficking and safe migration before departure
 - Providing information in destination countries of legal services and migration policies

- Protection:
 - Access to information provided to migrant workers in distress
 - Access to assistance
 - Access to justice
 - Improved repatriation policies that allow migrants to voluntarily return

The report specifies “tools” to implement the above-listed recommendations, including capacity-building, advocacy and campaigning, awareness-raising and prevention, and assistance to migrant domestic workers.

The Asia Foundation and Population Council. 2001. *Prevention of Trafficking and the Care and Support of Trafficked Persons: In the Context of an Emerging HIV/AIDS Epidemic in Nepal*. Nepal: The Asia Foundation and India: The Population Council.

This report discusses the growing trafficking problem in Nepal and its impact on health and HIV/AIDS. The report discusses the causes and context of trafficking in Nepal, examining the push and pull factors—including the increasing demand for trafficked women and the poverty and lack of economic opportunity and the magnitude of trafficking. The report analyzes Nepali policies and laws concerning trafficking, migration, and women’s rights, and HIV/AIDS policies.

The study found that interventions were underway in the following areas:

- Prevention: NGOs focus programs on vulnerable girls, including training, skills building, microcredit, and awareness raising (workshops, street theater, peer education, community support systems for vulnerable groups). Prevention activities tend to be concentrated in rural areas
- Protection: Several NGOs were working in care and support, though most do not focus on trafficking victims. Interventions are mostly based in Kathmandu. Activities are divided by type of care, as per the following:
 - Reintegration assistance, including residential care, counseling, family assessment, medical checkup, education and skills training, and community advocacy
 - Residential care for girls who do not or cannot return home, including long-term residential and healthcare, skills training, and job placement.
 - Care and support of HIV-positive girls, including community advocacy and medical treatment
 - Brothel-based rescue of trafficked women and girls
 - Legal assistance for trafficked women and girls
- Advocacy and networking
- Monitoring and evaluation

The study lists intervention approaches, including involving trafficking survivors in public awareness campaigns and establishing women’s groups for advocacy and support.

The report includes extensive statistical data from research with trafficking victims, including information on family composition, education, work experience, knowledge of migration, knowledge of trafficking, awareness and knowledge of HIV/AIDS, and stigmas associated with trafficking and with HIV/AIDS.

The recommendations include clarifying definitions and policies related to trafficking, more fully protecting women's rights, instituting a more human rights-based approach to repatriation and rehabilitation, and using the national policy on HIV/AIDS as a model for a national strategy on trafficking.

The Asia Foundation and Population Council. 2000. *A Comparative Analysis of Anti-Trafficking Intervention Approaches in Nepal*. Nepal: The Asia Foundation and India: The Population Council.

This report documents and analyzes intervention models for the prevention of trafficking and the care and support of trafficked persons in Nepal. The research analyzes three intervention approaches: trafficking prevention, divided into rural-based interventions, urban-based interventions, and border-based interventions; care and support of trafficked women and girls, divided into girls who return home, girls who do not/cannot return home, girls who are HIV positive, rescue and interception, and legal analysis; and networking and advocacy.

In researching trafficking prevention, the study found that organizations with prevention programs in rural areas conduct either one-time mass sensitization to address issues of trafficking or broader community development, including forming women's groups, of which anti-trafficking efforts may be only one part. These efforts generally cause women to fear leaving their homes, instead of focusing on practical advice. Thus, a major gap in interventions is the lack of advice and support to rural women on safe migration, and a lack of support for female migrants once they reach their destination. Since many women are trafficked from their urban workplaces, this lack of information represents a significant flaw. Moreover, there is a lack of monitoring, evaluation, or documentation of prevention initiatives, as success is judged by whether women leave their villages.

Care and support programs focus on assisting women and girls intercepted at the border and those rescued from Indian brothels. These programs frequently return women and girls to their communities and provide them with counseling and vocational skills. However, many of these programs are "prescriptive" and instruct these survivors on what they should do, rather than discussing options and examining what the survivor wants to do. There are few options for girls who cannot return home, though empowerment-oriented programs offer a range of options and have been very successful. As with prevention initiatives, care and support activities have not been adequately documented or evaluated.

There are three networks in Nepal that focus on preventing trafficking; however, two have ideological differences that result in conflicting messages about trafficking. Overall the networks are very disjointed. These networks and advocacy attempts need to be coordinated to avoid duplication and confusion.

Recommendations from this study include the following:

- Systematic research on female migration and trafficking

- Systematic documentation, monitoring, and evaluation of interventions and approaches
- Greater focus on promoting safe migration, addressing urban trafficking, and supporting female migrants at their destination
- Support to NGOs to develop and improve care and support strategies
- Coordination and consistency in advocacy work

The Asia Foundation. September 2005. *Reintegration Assistance for Trafficked Women and Children in Cambodia: A Review*. Cambodia: The Asia Foundation.

This report reviews Cambodian reintegration practices to identify strengths, potentials, and gaps in Cambodian processes by examining both Cambodian and international reintegration standards. The study evaluated reintegration services for trafficked women and children from Phnom Penh, Battambang, Banteay Meanchey, and Svay Rieng. Through a review of international standards and practices in reintegration assistance, the report determined the following components as essential: preventing stigmatization, education, training and employment, legal support, medical/healthcare, social services, and psychological services.

The evaluation found that Cambodian programs addressed all seven components of reintegration; coordination, especially of referrals and networking between organizations, was well developed. Moreover, the service providers place a high priority on the client being able to live independently and to feel confident in doing so.

Despite this, there were still areas where reintegration services were lacking. Because there was no common definition of reintegration and reintegration assistance, there are a variety of interpretations and therefore a lack of standardized services offered. Thus, recommendations by this study include establishing a common definition of reintegration and reintegration assistance, standardizing the components of reintegration assistance programs, ensuring that the needs of clients in rural and remote areas are addressed, formalizing networking and referral agreements, and developing policies and procedures to address unsuccessful reintegration.

Asia Regional Cooperation to Prevent People Trafficking (ARCPPT). 2004. *The Role of Victim Support Agencies in the Criminal Justice Response to Human Trafficking*. Canberra: Australian Agency for International Development (AusAID).

This report examines the relationship between the criminal justice system—the police, prosecution, and the courts—and victim support agencies in the prosecution of trafficking. The report outlines the benefits to maintaining a strong relationship between these two systems, and examines the status of the relationship in Thailand, Cambodia, Lao PDR, and Myanmar, providing recommendations for these countries where the relationship is weak.

There are many benefits to victim support agencies working with the criminal justice system. The prosecution of perpetrators and access to justice for the victims are both only likely to succeed in cases where the victim feels able to participate as a witness in the criminal proceedings. However, victims often have a negative view of police and do not trust the judicial system, and are thus reluctant to testify. If victim support agencies work with the criminal justice system, the process is more likely to be victim-friendly, and therefore more likely to be successful. Moreover, the organizations can share information leading to more arrests of traffickers and the dissolution of trafficking rings.

Thailand has long recognized the importance of coordination between these two bodies, and have thus formalized cooperation arrangements in the form of MOUs between the NGO community and government agencies. The MOUs provide a comprehensive framework for inter-agency cooperation across all aspects of the anti-trafficking spectrum and have increased information sharing; however, knowledge of the MOUs remains limited and there is still widespread confusion about trafficking and prostitution, which hinders the implementation of the agreements. Thailand-specific recommendations include establishing a permanent anti-trafficking unit within the police; developing an agreement of cooperation with Cambodia, Lao PDR, and Myanmar; increases resources for police investigations; and establishing clear guidelines for raids and rescues of victims, with a focus on victims' rights.

Cambodia has formalized structures to enhance cooperation between NGOs and government agencies, but these processes do not necessarily lead to good and efficient practical cooperation. Many bodies have overlapping mandates, and there is no strong framework for information sharing and clarification of roles and responsibilities. Recommendations specific to Cambodia include clarifying and developing a framework laying out the respective roles and responsibilities of the criminal justice and victim support agencies; clarifying standards of evidence; developing guidelines for raids and rescue of victims; and developing mechanisms for the practical exchange of information in cross-border cases.

In Laos, there are no formalized structures to enhance cooperation and information sharing is minimal and conducted on an informal basis. Moreover, support for victims within the court system is extremely limited. Recommendations for Laos include developing a fast, efficient information-sharing system, particularly for cross-border information sharing with Thailand; developing shelters for victims for the time they are providing information on cases; promoting joint training opportunities between victim support agencies and the criminal justice system; and encouraging the Lao police to work with its victim support counterparts and counterparts in Thailand to develop a set of protocols for inter-agency cooperation.

Levels of cooperation on trafficking in Myanmar are surprisingly high, given a low capacity of law enforcement and little in the way of victim assistance. The National Committee for Women's Affairs is responsible for national level coordination and collaboration, and works with law enforcement teams and protection efforts. Despite this, levels of information sharing are relatively low. Recommendations for Myanmar include greater sharing of information, more collaboration with counterparts in Thailand, and the establishment of an anti-trafficking unit within the Ministry of Home Affairs.

Association On the Road. Not dated. "Social Protection and assistance interventions for victims of trafficking—Description of the Italian System."

This undated article focuses on government and NGO initiatives in social protection and assistance for trafficked victims in Italy. In 1998, Legislative Decree No. 286 provided the resources for the government to promote the social inclusion of trafficked people and the struggle against trafficking. This law involved local authorities and NGOs as key actors in reception and assistance of trafficked persons. Moreover, the decree allows for a "stay permit

for social protection,” in which the victim is able to work, study, and receive health assistance. At the end of the program victims receive a regular work permit.

Between 2000 and 2003, 154 programs were funded throughout Italy to serve as reception centers and assistance providers, offering assistance tailored to the needs of the person sheltered. Options for assistance include: co-elaboration of individualized autonomy projects, shelter and protection, board and lodging, support for possible crime reporting, legal assistance, regularization (permit of stay obtainment), health and social services, psychological assistance, relationship support, socialization, educational and training activities, Italian language classes, vocational guidance, and starting-off of social and occupational insertion. Victims are housed in various types of shelters, from flight and emergency shelters to first and second care shelters to autonomy houses. Another outcome of the government’s work on trafficking has been a national hotline directed to victims of trafficking, clients, social agencies, and the population at large.

The article includes the following wide-ranging and systemic recommendations:

- Preventative measures in the origin and transit countries (including training for professionals)
- Protection and assistance to victims in the destination countries
- Real opportunities for social and occupational insertion on a permanent basis in the countries of destination
- Opportunities of social and occupational insertion in the countries of origin
- Measure to fight criminal organizations
- Diversified and multidisciplinary and multi-approach research, with special regard to the new forms of exploitation
- Local development initiatives in the countries of origin to tackle the root causes of the migratory processes

Bezpalcha, Ruslana. 2003. *Helping Survivors of Human Trafficking. Ukraine: Winrock International.*

This report provides a guide for assisting victims of human trafficking in Ukraine, including descriptions of the problems survivors of trafficking face, the framework of support for survivors, and examples of successful work with survivors. This guide was developed through the support of Winrock International’s Community Response to Prevention of Domestic Violence and Human Trafficking Project in Ukraine.

To begin addressing methods of assisting trafficking victims, the report first discusses the problems faced by victims. Many cultural myths increase vulnerability of women and girls, including gender stereotypes of “marrying rich” and the idea that it is not that bad to earn money being a prostitute abroad (the “Pretty Woman” example). Moreover, after the fall of the Soviet Union, many Ukrainian people feel that illegal work is not a serious infringement of the law. After trafficking survivors return to their homeland, they have a variety of physical and mental illnesses, including STDs.

The report discusses ethical concerns of treating survivors, how to train specialists who work with survivors, the issue of maintaining confidentiality, and methods of improving effectiveness in providing help to survivors. The report also provides an explanation of the factors that lead to secondary traumatic stress of those working with survivors, and methods of circumventing its

effects. The report discusses needs of survivors, including being met at the train station or airport, determining when and how to give testimony, and how to work within shelters. The role of crisis centers and hot-lines is also discussed; the report lays out principles of assistance for crisis centers and hot-lines, including appropriate services, staff training, as well as introducing principles for individual psychotherapy with survivors and self-help groups. Lastly, the report describes strategies for all groups involved in assisting survivors and lays out roles and responsibilities.

The report concludes by listing activities and best practices, mainly of Winrock's Community Response to Prevention of Domestic Violence and Human Trafficking project and Women for Women Centers for preventing trafficking. These activities include the following:

- Assisted in the preparation of the UN's 2000 Convention Against Transnational Organized Crime and its Protocols to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, and On the Illegal Transport of Migrants by Land, Sea and Air
- Organized a round table entitled "Improving Ukrainian legislation on combating trafficking in human beings"
- Published an official Ukrainian translation of the UN's 2000 Convention and held hearings on the topic to improve legislation
- Conducted over 250 seminars and workshops to train representatives of law enforcement, NGOs, medical and social personnel, teachers, deputies, journalists, and others.
- Published local resource handbooks with contact information for government services and NGOs that provide support to survivors

Bjerkan, Lise. 2005. *A Life of One's Own: Rehabilitation of victims of trafficking for sexual exploitation*. Oslo: FAFO.

This report presents the findings of a year-long research project on the rehabilitation of victims of trafficking for sexual exploitation in Serbia. Its objective was to assess the methodology involved in the entire process of rehabilitation, from the initial victim identification through reintegration into society. The majority of the research is based on fieldwork conducted in Serbia, a country of origin, transit, and destination for human trafficking, and Italy and Moldova, countries of destination and origin. In conducting the research for this report, there were four areas of focus: responses to assistance, protection, and support for victims of trafficking; socio-economic background of victims studied; coping mechanisms of the victims during and following trafficking; and the expectations and needs of victims and rehabilitation service providers during the rehabilitation and reintegration process.

The study determines that the identification of trafficked women and children has recently improved with the development of national referral mechanisms, but notes that there is still a need to further improve the identification of victims. The authors recommend further training of governmental and non-governmental actors on victim identification as one solution. The study also points to a lack of adequate protection measures for victims of trafficking and recommends

the development and standardization of clear risk assessment procedures to determine the level of safety of women and children returning to their country of origin. The researchers conclude that many protection programs are characteristically short-term, with limited funding and unpredictable results. To ameliorate this problem, they recommend a need for more flexible, durable, and sustainable solutions to match the individual needs of each victim receiving care. In addition, the authors suggest the need to employ a holistic approach, based on the unique experiences of each of their patients, in order to avoid re-trafficking.

An example is Italy's successful reintegration program comprising these elements. Trafficked victims who agree to voluntary return to their home countries with the assistance of IOM receive 1,500 euros, paid in three allotments. Prior to departure, the trafficked victim receives counseling sessions to establish a self-tailored plan of reintegration. The combination of financial and psycho-social support was found to increase the likelihood of successful reintegration and reduce the risks of re-trafficking.

Caliber Associates, Inc. 2003. *Needs Assessment for Service Providers and Trafficking Victims*. Washington, DC: U.S. Department of Justice, National Institute of Justice.

This assessment was conducted through the Department of Justice to assess the needs of victims of trafficking and of those service providers working with them. The assessment was designed to provide the Office of Justice Programs with information to develop more effective programs to service trafficking victims and ensure existing and new programs are both responsive in meeting the needs of trafficking victims. The report includes a literature review and an analysis of domestic responses to trafficking, from the government, NGOs, and faith-based organizations.

Based on surveys of 98 U.S.-based service providers and focus group interviews of 20 providers and six victims, the survey had the following key findings:

- Organizations working on trafficking assistance are focused in the West, consistent with documented patterns of trafficking
- Services provided are categorized into immigrant/refugee assistance, domestic violence protection, prostitution recovery services, faith-based services, legal assistance, health services, sexual assault protection, trafficking-specific protection, academic-based services, and child-focused services.
- The majority of organizations worked with 20 or more trafficking victims
- Eighty percent of victims were classified as sex trafficking victims (forced prostitution, servile marriage, sex tourism/entertainment, pornography), and 68 percent were classified as labor trafficking victims (domestic workers, restaurant/bar workers, sweatshop workers, agricultural workers, bonded laborers, food industry, forced begging)
- Trafficking victims overwhelmingly came from Central America
- Trafficking victims' needs included housing, medical care, advocacy, legal services, transportation, outreach, food, info/referral, mental health, service coordination, employment, protection, education, counseling, crisis intervention, life skills, interpreter assistance, job training, court orientation, dental care, victim's compensation, child care, self-help groups, and drug treatment.
- Services provided tended to exceed 12 months, and organizations found that they were often meeting some needs but not others

- Barriers to accessing services included fear of retaliation, lack of knowledge about available services, fear of deportation, lack of social support, lack of trust in the system, language differences, lack of knowledge about victims' rights, feelings of shame, held in captivity, culturally inappropriate services, and no transportation.
- Barriers to providing services included lack of adequate resources, lack of adequate funding, lack of adequate training, ineffective coordination with federal agencies, ineffective coordination with local agencies, language concerns, safety concerns, lack of knowledge of victims' rights, lack of formal rules and regulations, and lack of in-house procedures.

Recommendations for future programming include the following:

- Collaboration and communications:
 - Build and enhance interagency relationships, and identify a point of contact within each organization to streamline interagency collaboration
 - Increase sharing of information between domestic and international service providers
 - Use protocols to clearly define agency/organization roles to reduce duplication of efforts
 - Provide training in collaboration, coalition building, and team building
 - Establish a trafficking experts database
 - Develop a national trafficking victim service provider referral list
- Training:
 - Provide training and develop protocols to assist providers in identifying trafficking survivors
 - Develop skill-based trainings on how to work with trafficking victims
 - Develop protocols specifically geared to working with victims that can be shared with the field
 - Increase training for local law enforcement on how best to serve this population
- Education and outreach:
 - Raise awareness and understanding of the definition of trafficking in persons
 - Improve victims' understanding of the criminal justice process
 - Develop outreach materials for victims in different languages that are publicized in specific immigrant communities, materials that are easy to understand and do not require much reading
- Case management:
 - Employ case managers of same ethnicity and culture as victims
 - Focus efforts to develop more housing and shelter resources for victims

Christian Action and Networking Against Trafficking in Women. Not dated. *An Action-Oriented Guide for Awareness-Raising and Social Assistance and Update: Action*

Oriented Guide. Brussels: Churches' Commission for Migrants in Europe and Caritas Europa.

This guide provides standards and a reference for faith-based organizations working in social assistance to trafficking victims. The guide is divided into several sections: general suggestions, standards for assistance, cooperation with authorities, prevention of trafficking, and work as churches/within churches. The guide finishes with a section on materials and resources, and provides several recommendations for preventing, combating, and overcoming trafficking.

The report discusses difficulties with locating and reaching out to trafficked women, and methods for reaching difficult victims. Reaching trafficked victims depends on assistance from the police; in some circumstances, police are required by law to contact NGOs. Offers of assistance to trafficked victims can come in several forms: assistance for problems the women encounter while working for the trafficker, assistance for women in disentangling themselves from traffickers, assistance to those who have been rescued and who suffer from the physical and psychological consequences of mistreatment and violence, assistance for return, and assistance for reintegration after return. The guide breaks down these categories and provides problems and methods of assistance at each stage.

In discussing standards for assistance, the guide suggests providing answers to the following questions:

- Who is the target group?
- How do you reach them?
- What type of assistance do they need?
- What are the methods of assistance?

The guide also describes how best to work with authorities. Cooperation is important because of common aims and complementary capacities. NGOs should cooperate with government at different levels, decision-making bodies, courts, police, health services, social services, educational structures, labor offices, public record services, mass media, churches at various levels trade unions, employer organizations, and other NGOs. In order to better coordinate efforts, the guide recommends developing common definitions of concepts such as victim, violence, and trafficking, and developing common legislation for legal labor migration.

The report concludes by addressing the prevention of trafficking, laying out a table of target groups to be identified, defining subgroups and goals of prevention, as well as detailed suggestions of methods in the origin and destination countries.

The update to this report, also undated, provides additions to the above-mentioned sections based on field testing of the original methods.

De Lay, Brigitte. Not dated. "Working with Conflict-Affected Children and Adolescents: Innovative Approaches and Practices Series." Rwanda: International Rescue Committee

This paper discusses practices and approaches in reintegrating institutionalized children back into the community in a post-conflict environment, drawing from experiences in Rwanda in the aftermath of the 1994 genocide. The paper describes the International Rescue Committee (IRC) Rwanda's Reunification and Reintegration Program for Unaccompanied Children, emphasizing

its innovative strategies and methodologies. It includes a review of principles and a programmatic overview of center and community-based work, as well as providing a review of good practices and recommendations for future work with children in post-conflict situations.

In working with children, this program focused on four core principles: 1) the best interests of the child will be respected when considering options of reunification, fostering, or staying in institutional care; 2) children have the right to be informed, consulted, and, when appropriate, decide about matters concerning their future placement; 3) families and communities are the first bodies responsible for the well-being of reunified children and should be supported, not replaced, by the NGO; and 4) when material support is required, IRC will respect a “least harm” principle by using community standards as a reference point.

The paper discusses IRC's methodology when working with centers and when working in communities. IRC used four approaches when working with centers: create working partnerships with centers and local authorities, address future livelihood issues for center staff, prioritize and regularly review cases, and develop new ways to handle old cases. The paper details the steps used by IRC to select partner centers and how to begin an effective partnership, methods used to help staff find future employment and thus avoid issues of “sabotage” of reintegration efforts, and ways to evaluate and prioritize cases. The paper provides examples of innovative efforts and how such innovation can be replicated.

The report found several steps essential in community-based reintegration work. The first step is a family willingness and suitability study to help field workers assess potential caregivers to prevent the risk of re-trafficking after reunification. The second step is a family assessment, a two-part tool comprising of a social network assessment evaluating family and key social relationships and an economic assessment to determine the correct level of assistance to correspond with the family's economic status. Step three is a community round table, in which key resource persons and organizations identified in step two are invited to participate in a round table to outline a general reintegration plan, and step four finalizes this plan. Step five consists of pre-reunification assistance, including linking families with local social services, educational support, advocacy, counseling, material assistance, and economic support. The final step is the reunification, follow-up, and case closure, evaluating the success of the reunification based on set criteria.

The paper concludes with several recommendations, including the following:

- Recognize socio-economic cases (refused reunifications) as a natural by-product of family reunification programs and build in responsive mechanisms as early as possible
- Incorporate drawing techniques, such as mapping, as a standard documentation technique for children with limited recall of information
- Incorporate children's perspectives into reintegration decisions and support child-sensitive reunification practices
- Define program support for returning children first and foremost in terms of families' social and economic resources

- Create strong working partnerships through active participatory field methodology
- Be strategic when selecting cases and build in strong planning tools to monitor and evaluate case progress
- Build programs that are flexible and establish mechanisms for reflection

Derks, Annuska. 1998. *Reintegration of Victims of Trafficking in Cambodia*, Geneva: International Organization for Migration (IOM) and Phnom Penh: Center for Advanced Study.

This study focuses on issues related to return and reintegration of victims of trafficking in Cambodia. The study team conducted interviews with victims who had been reintegrated, as well as with members of their social environment—family, neighbors, village chiefs, religious authorities, and others.

The study discusses the status of reintegration, focusing first on types of victims of trafficking in Cambodia. Victims of sex trafficking are generally young women and girls; Cambodian society views these women as most unreformable. Many children, handicapped, and elderly people are trafficked into begging circles. Migration frequently puts all segments of society in vulnerable positions for trafficking into domestic service, construction, factory, or other kinds of work. The study also looks at the reintegration environment, examining the reasons why many victims do not wish to be reunited with their families and villages. Because of this and a lack of resources for support services, most victims who return to their village or reintegrate into a new environment do so without any external support. Moreover, practically no support is given to trafficked men or elderly women.

There are many factors influencing reintegration. First, just as economic situation can be a vulnerability factor leading to trafficking, the situation into which a victim is reintegrated has a huge impact on the success or failure of the reintegration process. Organizations have provided some financial assistance, but it is frequently not sufficient. Second, many reintegrated victims have to deal with health issues, including skin diseases, HIV/AIDS, and mental health problems. Payments for the treatment of such diseases are often astronomical, leading victims vulnerable to being re-trafficked. Religion can also be a positive influence in reintegration.

Reintegration has many levels of assistance, ranging from the individual to society. At the individual level, the victim not only is reunified and reincorporated, but is required to readapt to social situations, certain kinds of work, certain life styles, and certain behavioral codes. At the family level, reintegration can often be problematic, if the victim did not bring back enough money or if the family views the act that led the victim to be trafficked as shaming to the family. Occasionally, it is the family itself that led to the victim being trafficked. Villages can be problematic, as villagers can be involved in the trafficking ring and can view the victim as a shame on the village.

Recommendations for future reintegration programming include:

- Individual capacities, personalities, and aspirations as well as the marketability of skills or initiatives should be taken into account. Strategies should be adapted to the individual and market situations
- Victims of trafficking need to be counseled to prepare for the expected re-adaptation to family, village, or other life before being reintegrated

- The problem of reintegrating victims with HIV/AIDS needs special attention
- Different types of family relationships must be taken into account
- Traditional and religious beliefs and practices can play an important role in reintegration

De Watteville, Nathalie. 2002. *Addressing Gender Issues in Demobilization and Reintegration Programs*. Washington, D.C.: World Bank Africa Working Paper Series.

The study focuses on women and girls' needs during DDR programs, including ex-combatants, abducted girls, wives of ex-combatants, and women in the receiving communities. The purpose of this study is to ensure that female-specific needs and gender equality are identified and addressed in future DDR programs.

Identifying target groups is the first step in developing a DDR program. Women may have to rely on men to confirm their status and selection criteria for program eligibility. Abducted girls should be kept separated from adults. Pre-discharge information should correspond to women's needs, including women's civic rights and land rights, access to credit, education, employment, and information about HIV/AIDS prevention, as well as preparation for a difficult period of reintegration in the community of settlement, and the potential for increased domestic violence.

The dual processes of reinsertion and reintegration require a safety net comprised of educational programs and access to credit programming. Sensitization programs and incentives could be directed toward the private sector in support of the hiring of women. Traditional purification rites and sensitization programs for families and communities help give girls considered to be "impure" a new start. The most vulnerable groups are the female disabled ex-combatants and heads of household, who require special attention.

De Watteville discusses the impact of demobilization in the host communities where women can lose their jobs to returning male ex-combatants, suffer from the deterioration of law and order following conflict, and be afflicted by the increase risk of sexually transmitted diseases.³

Di Cortemiglia, Vittoria Luda. Not dated. *Trafficking in Minors for Commercial Sexual Exploitation: Ukraine. Action Program Against Trafficking in Minors for Sexual Purposes*. Torino, Italy: United Nations Interregional Crime and Justice Research Institute.

This study addresses the legal framework surrounding trafficking of minors for commercial sexual exploitation in Ukraine, the situation of trafficking, and counter-trafficking activities. The study found that although the new criminal code criminalizes trafficking in minors, there is a gap between the legislation and the procedures that enforce legislation. There is no legislation regulating rehabilitation measures, and programs exist only on a semi-formal basis. Prosecution of traffickers is difficult, as investigations lack proper resources, and prosecutors are precluded from charging traffickers if the crime takes place within Ukraine's borders. Ukraine is a major

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³Taken from USAID. 2004. *Literature Review and Analysis Related to Human Trafficking in Post-Conflict Situations*. Bethesda, Maryland: Development Alternatives, Inc (DAI)

origin country, sending children to the Balkans, Central and Eastern Europe, and the Middle East.

The government and NGOs are implementing counter-trafficking activities in prevention, protection, and prosecution concerns. International donors and local NGOs have collaborated for the creation of centers and programs for the rehabilitation of victims of sexual violence and exploitation, which serve as shelters for trafficked victims. The Ministry on Family and Youth Affairs has developed seven rehabilitation centers for victims of trafficking. The ILO recently began the development of a center providing medical, psycho-therapeutic, and legal assistance to trafficking victims.

A study conducted by La Strada-Ukraine found that trafficked victims most often applied for help at Ukrainian embassies in the destination country (35 percent), and through international organizations (32 percent) or NGOs (31 percent). Forty-nine percent of respondents were afraid to return home: 82 percent feared persecution by traffickers or recruiters, three percent feared the family would find out, nine percent feared their families would not accept them back, and six percent feared repercussion from their pimps. This organization also runs a hotline with trained staff to guide support for trafficked victims and families.

ECPAT. 2005. *The Psychosocial Rehabilitation of Children who have been Commercially Sexually Exploited: A Training Guide*. Bangkok, Thailand: ECPAT International.

This training guide is geared toward practitioners who provide assistance to children who have been commercially sexually exploited. Designed for use by individual trainers, it provides guidance on developing training for participants and their in-country circumstances. The guide recommends themes to cover, plus advanced level units to develop both the knowledge and skills of all participants. Each unit provides background information in addition to both group and individual exercises.

The following are selected examples of the units covered in the training guide:

- How views on child abuse and ideas about children are shaped
- Commercial sexually exploited children: what it means and who is affected
- Needs of children who have been commercially sexually exploited
 - Profile of a typical child that has been commercially sexually exploited
 - Attitudes and coping
 - Pressures associated with commercial sexual exploitation
 - Common settings for working with CSEC
- Behavior management
- Life and social skills

ECPAT. 2004. *Report on Laws and Legal Procedures Concerning the Commercial Sexual Exploitation of Children in Nepal*. Bangkok, Thailand: ECPAT International

This report contains final findings and recommendations from the South Asia Legal Reform Project in Nepal. It investigates domestic legislation and legal procedures as they relate to the commercial sexual exploitation of children and analyzes these laws and procedures in light of regional and international standards. The report recommends legislative and procedural reforms to better protect children against commercial sexual exploitation and notes the need for legal

and law enforcement communities in Nepal to facilitate children's access to justice and prevent and protect children from commercial sexual exploitation.

Although Nepal has laws addressing exploitation of children, these laws are rarely enforced. This becomes further problematic combined with the lack of a comprehensive legal framework results in a system that does not fully protect Nepalese children. Thus, in the area of legislative reform, the report recommends that laws be drafted and amended to abide by international standards to better protect children. The report recommends strengthening these laws by ratifying the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography, as well as other international instruments. Additionally, Nepal should make crimes that result in the commercial sexual exploitation of children extraditable offenses in the Nepal-India Extradition Treaty.

In examining legal procedures on commercial sexual exploitation of children, the report recommends that Nepal raise public awareness of sexual crimes against children, develop a system to monitor these cases and train law enforcement on using scientific techniques to investigate sexual crimes against children. The report also recommends that Nepal adopt policies and establish additional children's homes, juvenile reform homes, as well as government and NGO counseling and rehabilitation centers to better support the rehabilitation and reintegration of child survivors. Finally, the report recommends that coordination among law enforcement, judicial officers, lawyers, and social service providers be improved.

Elliott, Mark R. 2004. "Faith-Based Responses to Trafficking in Women from Eastern Europe." Paper prepared for the Lilly Fellows Program National Research Conference, "Christianity and Human Rights," Birmingham, Alabama: Samford University.

This paper examines Christian responses to human trafficking, mainly for sexual exploitation, of women from Eastern Europe. The paper found that Christian actions were spotty and uneven, and were dwarfed by the research and work of non-faith-based NGOs and government agencies. Christian organizations were most effective in networking, awareness-raising, and legislation. The paper is divided into sections based on branches of the church and location of the activities.

In networking, the paper found that the expertise in coalition building and networking that U.S. Christians gained in anti-pornography and religious liberty campaigns proved helpful in raising awareness of human trafficking and changing legislation. These formal and informal networks of churches were invaluable in coordinating efforts, not only for public awareness campaigns but also for protection campaigns. In public awareness, Christian organizations have coordinated anti-trafficking public letters with multiple signatures, advocacy campaigns, education work, and forums and lectures.

The European Protestants have been very active in trafficking, working through the Churches' Commission for Migrants in Europe (CCME), which has operated 20 counseling centers for victims of trafficking in Germany, as well as raising public awareness of trafficking. Integra Venture, a faith-based community economic development agency based in Slovakia recently

launched a project on microenterprise development for vulnerable women in the Balkans funded by the European Commission.

Catholic and ecumenical efforts have been strong. Caritas, an international Catholic charity, organizes prevention campaigns, operates safe houses, assists in the repatriation of trafficked women, and helped launch Catholic Organizations Against Trafficking in Women (COATNET), which spawned a broader Coalition, the Christian Action and Networking Against Trafficking in Women (CAT). The International Catholic Migration Commission (ICMC) is very active in providing protection and reintegration services for women trafficked in Europe, and the Italian Union of Major Superiors works to provide housing and security for women trafficked to Italy from Eastern Europe. Caritas Europe and CCME work together in church awareness campaigns and lobbying the EU for common European migration laws that undercut criminal trafficking. The Romanian Orthodox Church, working with the IOM, is working in Romania to raise public awareness of trafficking.

The paper recommends that churches conduct more research on trafficking and compile best practices and lessons learned from previous experience. In conducted anti-trafficking programs, the paper recommends that Christian organizations identify anti-trafficking NGOs who are not faith-based and work closely with them.

Frederick, John. 2005. *Guidelines for the Operation of Care Facilities for Victims of Trafficking and Violence Against Women and Girls*. Kathmandu: Planète Enfants.

These guidelines describe the rationale and procedures undertaken by rehabilitative facilities for victims of trafficking and violence against women and girls. The document was put together as a capacity-building tool for care facilities in Nepal, and includes policy, guidelines, training, personnel, and material requirements.

Nepal does not have a national document for minimum standards of care but is obliged under the UN Convention on the Rights of the Child and other international treaties to adhere to certain broad human rights standards as well as detailed standards for the operation of care facilities. The report elaborates on the following principles of care as the foundation for operation of rehabilitative facilities:

- The institution as a last resort: when possible, women and children should be reintegrated into family or community structures. Formal residential settings should only be used when these options are unavailable or if formal care is necessary for legal, medical, or psychological reasons
- Rapid reintegration: the care facility must work to reintegrate the victim into the family or an alternative community setting quickly and effectively
- Consent: adults should only be in residential care with their informed consent. Consent should be sought from children, but this can be waived by parents, guardians, or persons in authority for their protection and well-being
- Access to family: all those in rehabilitative facilities have the right to meet and interact with their family, including those in prison or who have committed abuse
- Access to information: all those in facilities have the right to be provided all information about their situation, identity, family, and medical condition. Denial of this information is only acceptable for reasons of protection

- Participation in decisions: all those in facilities have the right to express their opinions and participate in decisions on all matters affecting them
- Association with others: the facility must provide access to people in the surrounding community and encourage positive relationships
- Healing environment: the facility must create a healing social and physical environment

A Global Alliance Against Forced Labor. 2005. *Global Report under the Follow-up to the ILO Declaration on Global Principles and Rights at Work*. Geneva: International Labour Organisation.

This report discusses the global state of forced labor, elaborating on global trends, law and enforcement, forced labor imposed by the state, debt bondage, trafficking and migration, economic issues, and ILO action against forced labor. According to the ILO, over half of forced laborers are women and girls who make up 98 percent of those forced into commercial sexual exploitation.

The report addresses experiences with rehabilitation of forced laborers. India has encountered difficulties with sustainability, as the resources allocated to rehabilitation are insufficient, and interventions do not provide for long-term alternative livelihoods. The Indian government gives grants to victims of forced labor situations to mixed effect. NGO-conducted assessments in Tamil Nadu have documented some successes, but in many cases released bonded laborers have been unable to use their grants effectively, due to lack of guidance, and have frequently relapsed into bondage. Successes were more likely in cases where the government gave land, equipment, or other in-kind grants rather than money. In Nepal, the government and NGOs have provided skills training and other integrated approaches to victims of forced labor.

Global Alliance Against Traffic in Women (GAATW). 2003. *Alliance News: The Process of Recovery from Trafficking*. Bangkok, Thailand: GAATW.

This edition of Alliance News focuses on difficulties and experiences in providing recovery from trafficking. Members of GAATW worldwide analyzed the terminology, ongoing programs and legislation around recovery, providing concerns over some of the trends and practices and including recommendations for future work. The issue also includes interviews with members of organizations working in trafficking recovery and protection, examples of programs, and essays on protection in Canada and Israel.

The issue begins with a general discussion on the process of recovery, starting with terminology. Rehabilitation, integration and reintegration, reintegration and social integration, social inclusion, and empowerment are defined in the context of trafficking recovery, including specific examples. The issue next discusses ongoing work to assist trafficked persons by GAATW members, providing specific examples from Nigeria, India, Indonesia, Israel, Nepal, Germany, Italy, Poland, Russia, Spain, Switzerland, the United Kingdom, the United States, and Colombia.

The report includes the following challenges in providing recovery services to trafficked victims:

- Rising intolerance and xenophobia in Europe makes it difficult to aid victims of trafficking. Moreover, governments want to be seen to take action against what they perceive is the scourge of economic migrants and particularly migrant women in the sex industry. This leads to migration policies that do not reflect the needs of trafficked victims.
- There are strict linkages between legal possibilities for protection programs, such as staying permits and pressing charges against traffickers.
- Increased media attention to trafficking has inadvertently created a stereotype of women from certain countries, such as a stereotype of trafficked all women as having HIV/AIDS.
- Rescue programs do not provide sufficient explanation to the trafficked women about the legal possibilities of pressing charges and insertion in humanitarian based social programs or victim protection.
- Women are frequently deported to countries of origin without further consideration about the possible consequences for the women.
- There is a lack of specialized structures and government institutions and inadequate services targeting the specific needs of women in countries of origin.
- Funds are insufficient for NGOs who do reintegration work in countries of origin.
- Support services to which trafficked women are entitled are often left to the discretion of the person in charge at the welfare office.
- There is an over-emphasis on trafficking for sexual exploitation and other victims are frequently ignored.
- There is a lack of cooperation of the state in assisting victims of internal trafficking.
- There is a lack of skilled caregivers in NGOs. In general, there is a low level of psycho-social counseling skills and knowledge of the human rights of victims on the part of the care providers and government officials who come into contact with victims regularly.
- NGOs use a welfare framework of assistance in which women who return home after having been trafficked are often seen as passive recipients who must have decisions made for them.
- The focus on trafficking in persons has meant that many groups with little or no experience on issues of migration, labor, prostitution, or women's rights have been created to take advantage of the large sums of money available to support anti-trafficking activities, which can also lead to repressive practices by zealous anti-trafficking activists.

The report includes the following recommendations:

- Sustained funding is needed. Suggestions of additional funding included housing for migrants and trafficked persons, training for personnel handling trafficking cases, and educating youth about sex, prostitution, gender, and feminism.
- Increase cooperation between law enforcement agencies and immigrant communities.

- Research should study resiliency in survivors and mechanisms developed to identify and build resilience.
- Community-based and independent-living alternatives to institutionalization should be developed.
- Trafficking in women and prostitution must be separated, since not all women in prostitution are victims of trafficking.
- Any serious attempt to combat trafficking must be multidimensional, including establishment and implementation of minimum standards for protection and support to trafficked persons.

The issue also contains interviews with two member organizations. The first, Foundation for Women in Bangkok, Thailand, provides information to Thai women willing to migrate overseas. They focus on respecting and acknowledging women's dignity, seeking to empower them to take control of their lives. The second interview is with Espacios de Mujer in Medellin, Columbia, which attends to the practical needs of women in prostitution, offering actual alternatives for women who want to leave prostitution along with services to improve their quality of life. Espacios de Mujer advocates for public policies that reduce discrimination and inequality affecting the lives of women in prostitution and tackles the root causes of the violations of their rights.

The issue also contains special reports and essays. The two special reports detail the situation of trafficking and the work of organizations in specific settings. The first discusses the Self Empowerment Program for Migrant Women (SEPOM) in Chiang Rai, Thailand, helping trafficked women rebuild their lives. The second elaborates on internal trafficking, focusing on three case studies in India. The first essay discusses Canadian policies and practices on trafficking in persons, discussing the weakness of recovery programs, particularly for migrants. The second essay discusses women trafficked into Israel's sex industry, discusses source countries and transit routes, as well as experiences of the trafficked women.

A Global Alliance Against Traffic in Women. 1999. Human Rights Standards for the Treatment of Trafficked Persons.

These standards for the treatment of trafficked persons were developed from human rights instruments and formally recognized international legal norms for the treatment of trafficking victims. They protect the rights of trafficked persons by providing them with a legal remedy, legal protection, non-discriminatory treatment, and restitution, compensation, and rehabilitation.

The standards begin by defining trafficking and providing an explanation of the definition. The standards then delineate state responsibilities in treatment of trafficked persons, in conformity with the Universal Declaration of Human Rights and other international human rights instruments. The standards call for the following elements in trafficking protection programs:

- Principle of non-discrimination: ensuring that trafficked persons are not subjected to discriminatory treatment in law or in practice.

- Safety and fair treatment: ensuring access to the trafficked person's embassy or consulate as well as NGOs; providing protection for witnesses and victims; and providing victims with information about their legal rights. This also includes not prosecuting victims for trafficking-related offences; prohibiting public disclosure of names of victims; and establishing specialized police and prosecutorial units for trafficked victims.
- Access to justice:
 - Taking necessary steps to ensure that trafficking persons have the right to press criminal charges against traffickers
 - Providing trafficked persons with translators and legal representation
 - Recognizing other crimes committed against the victim, including rape and sexual assault, torture, debt bondage, and forced marriage
 - Ensuring that trial proceedings are not detrimental to the rights of the victim
- Access to private action and reparations: ensuring that victims have the ability to bring a civil or other action against traffickers, as well as access to information determining the trafficked person's claim to monetary compensation.
- Resident status: preventing immediate expulsion; not deporting victims who are in danger in the source country; and providing victims with opportunities to apply for permanent residence.
- Health and other services: supporting cooperation between victims, law enforcement agencies, and NGOs; providing medical and psychological care; providing voluntary and confidential testing for HIV/AIDS and other sexually transmitted diseases; and during temporary residence, providing housing, health and social services, counseling, financial support, and opportunities for employment.
- Repatriation and reintegration: providing reintegration assistance and support programs.
- State cooperation: cooperating through bilateral, regional, interregional and international mechanisms to develop strategies and joint actions to prevent trafficking in persons.

Gronow, Jane. 2000. *Trafficking in Human Beings in Southeastern Europe*. UNICEF Area Office for the Balkans.

This report provides an overview of the situation and responses to trafficking in persons from a human rights perspective in Albania, Bosnia and Herzegovina, Croatia, Serbia, Montenegro, Kosovo, and Macedonia. The report focuses on trafficking of women and girls for the purposes of sexual exploitation, but also includes an overview of trafficking of children for forced labor from Albania into Greece and Italy.

The report found that a wide range of national and regional anti-trafficking initiatives were planned and implemented. However, there was a lack of coordination and cohesion around the number of responses taking place. The establishment of the Trafficking Task Force under the Stability Pact for Southeast Europe will likely serve to provide overall coordination, support and guidance for anti-trafficking activities in Southeast Europe.

The report notes several obstacles to the provision of protection and support for victims of trafficking, including the following:

- There is a lack of appropriate legislation and law enforcement.
- Trafficking is viewed by the police and judiciary as illegal migration for the purposes of prostitution rather than trafficking.

- Service provision and support to victims requires development, capacity building, and support. Many victims are falling back into the trafficking cycle due to gaps in service and support provision.
- Reliable data and research on trafficking of children is limited.
- Access to health, reproductive healthcare, and education is almost non-existent. There is no information or education campaigns regarding safe sex, safe drug use, and HIV/AIDS for either individuals in prostitution or those who buy sex from them.

Recommendations include the following:

- Development of an internationally accepted definition of trafficking in persons
- Information campaigns around health risks associated with sexual exploitation, HIV/AIDS and sexually transmitted diseases
- Implementation of gender education that promotes equality between men and women with a focus on human rights, self-empowerment, and dignity
- Review of the codes of conduct of all international organizations to include guidelines prohibiting the procurement of women, men or children for the purposes of prostitution
- Development more effective data collection and empirical research regarding the scale and dimension of trafficking
- Provision of support to local NGOs to provide services to victims of trafficking, including training that builds upon expertise, capacity building, and financial support to be able to provide sustainable support and services
- Access to healthcare, education, and reproductive health provided for women in the sex industry
- Development and implementation of witness protection programs
- Provision of training for law enforcement officers, judges, lawyers, and prosecutors

Hagar. 2005. *Annual Report 2005*. Phnom Penh, Cambodia: Hagar.

The Hagar Annual Report 2005 describes activities for women and children in Cambodia who are dealing with serious crises in their lives, as well as those most vulnerable and at risk. Hagar's mission is "to foster hope for vulnerable women and children in crisis through holistic, transformational development and creative initiatives." Hagar, a Swiss NGO, offers women victims of trafficking a rehabilitation and reintegration program composed of counseling, literacy classes, vocational training, and reintegration assistance. Some women who study in their vocational training programs are invited to return and work for one of Hagar's three social enterprises, Hagar Catering, Hagar Design, and Hagar Soya. In 2005, Hagar Catering grew significantly with the addition of four new contracts.

Hagar has a foster home program for trafficked children living on the street or have been orphaned. In 2005, 17 new children were accepted into the new foster program and seven were reintegrated into new environments. Launched in 2005, Hagar's aftercare program provides quality, long-term care for children under 13 years of age who have come from commercially sexually exploitative situations. Hagar also runs programs for vulnerable communities: Hagar's

House of Smiles serves disabled Cambodian children. The water filter project provides a source of clean water and educates people on health, sanitation, and hygiene. The community learning center provides education for those children who have had to drop out of school. And the provincial school support program creates new schools in rural, poor villages that lack schools and staff.

Hennink, M. and P. Simkhada. 2004. *Sex Trafficking in Nepal: Context and Process. Opportunities and Choices Working Paper No. 11, April.*

This study develops a conceptual framework to provide a clearer understanding of the process and context of sex trafficking from Nepal. Quantitative data were analyzed from case records of women at rehabilitation centers and from in-depth interviews with women.

The study found that women and girls in the rehabilitation centers were typically unmarried, non-literate, and very young at the time of trafficking (the majority were in the 13 to 18 age range). The predominant ethnic group of trafficked women and girls was Mongoloid or Dali (untouchable). Trafficked victims originated primarily from the Hill or Terai ecological zones; half originated from border districts in the Western and Eastern Regions and near Kathmandu. Four key routes into Nepal were identified: employment-induced trafficking through a broker; independent migration to urban areas; deception, through false marriage or visits; and force, through abduction. Victims were often trafficked indirectly: first they work as cheap labor in carpet factories and then they are trafficked from these factories for prostitution.

The study found that traffickers were typically men in their 20s and 30s and older women in their 30s and 40s; the traffickers worked in groups and often bribed local authorities. The most common destinations were Mumbai and Delhi; Nepali women are in demand in India due to their attractive and youthful appearance. Victims exited the trafficking situation through rescue, escape, and release, with rescue being the most frequent. Most victims who were studied spent time in a rehabilitation center in Nepal after leaving the brothels in India; such centers were run by NGOs and provided health and social assistance, as well as literacy and skill building classes. After returning to communities, victims reported a high level of social stigma in communities as well as rejection from their families. Half of the victims who returned to their communities resumed lives in sexual exploitation in Nepal.

The study recommends that rehabilitation centers assist those able to return to their communities by providing temporary residential care, health assistance, counseling, family assessments, and empowerment activities such as skills training, literacy classes, or seed money for establishing market stalls. These centers also must provide more effective skills for long-term sustainable livelihood to women and girls who are unable to return to their communities, including training in marketable skills and business development and assistance with employment seeking.

Huntington, Dale. 2001. *Anti-Trafficking Programs in South Asia: Appropriate Activities, Indicators and Evaluation Methodologies. Kathmandu, Nepal: Population Council and Frontiers.*

This conference report discusses results from anti-trafficking programming in South Asia. The report discusses intervention models for prevention, care and support, and reintegration; law reform, advocacy, and prosecution; and illegal labor and the commercial exploitation of children.

The report discusses successful models of rehabilitation-related activities. Successful rehabilitation programs include reducing isolation and avoiding circumstances that create stigma, providing medical care (including voluntary counseling and testing for HIV), educational services, linkages with livelihoods training and credit schemes, coupled with the creation of a safe haven or residential facility. Counseling should be provided both to the victims and to their families and communities. Because rehabilitation centers can only care for a small number of trafficked victims, the conference recommended creating networks of localized NGOs and linkages with governments. For children, the report recommends long-term programs that address development of social and livelihood skills.

International Centre for Migration Policy Development (ICMPD). 2004. *Regional Best Practice Guidelines for the Development and Implementation of a Comprehensive National Anti-Trafficking Response*, European Union/GTZ/Swedish International Development Agency (SIDA).

This report provides guidelines on how to develop and implement a comprehensive anti-trafficking response, by describing best practices at both the strategic and the operational level. The report suggests a two-level structure: a strategic level, what should be achieved, and an operational level, or how the strategies can be accomplished. The report includes sample questions to consider in the development of such a national anti-trafficking plan.

The report describes the development of support and protection procedures for trafficked victims. Victim protection must be comprehensive, inclusive of victim identification systems; a reflection/stabilization period with residence status; social support and protection; access to civil procedure, witness protection, and judicial treatment; and return, reintegration, and social inclusion. The guidelines recommend assessing the trafficking situation in-country, followed by conducting training and capacity building and monitoring, evaluation, and review of the system.

Victim identification is a prerequisite to support and protection. In order to identify victims, the guidelines recommend developing a system that is always available, providing contact points to which victims can refer, ensuring that NGOs and social workers can reach out to victims, and be responsive to trends in the trafficking situation. The guidelines suggest methods to improve victim identification, including developing standardized questionnaires, delivering training to law enforcement officers, and developing monitoring systems for different sectors in which victims are often found to detect forced labor or services.

Social support and assistance are essential in protecting victims. Systems of social support should include, at minimum, the following:

- Safe and appropriate accommodation (shelters) and basic needs fulfillment (food, clothing)
- Financial assistance
- Psycho-social counseling and support
- Healthcare and medical treatment, on a voluntary basis

- Interpretation and cultural mediation in the victim's language
- Assistance in establishing contact with the family
- Free legal assistance and counseling
- Education and vocational training
- Training and employment opportunities (such as training for small business development)

The guidelines emphasize that these services must be provided by trained professionals, and should be tailor-made to the needs of each victim. Moreover, this protection and support must extend to access to civil procedures and witness protection. Legal assistance to victims should not depend on the willingness of the victims to cooperate with law enforcement or testify against their perpetrators.

Protection of victims must extend past the rehabilitation phase through the reintegration, social inclusion, and return phase. In order ensure that victims are not re trafficked, states should establish preferably voluntary repatriation procedures, offering long-term assistance to the trafficked victims. To do this, states should establish partnerships with NGOs and international organizations to secure a safe return, provide trafficked persons with identity documents and basic necessities during repatriation, develop cooperation policies among state of origin and receiving state; ensure the well-being for persons who return to their country of origin through physical and psychological care; establish long-term assistance programs after return; and organize community awareness campaigns to counteract the stigmatization.

International Federation Terre des Hommes. 2004. “Child Protection Procedures and Support Materials.” Terre des Homme Foundation.

This child protection policy and guide to operation procedures was developed through a consultation process with delegates in the field, child protection practitioners, participants at workshops, and exchanges on building child safe organizations. The policy was designed so that differences across cultures and organizations did not lead to child abuse in any form, and to standardize conduct throughout the organization. The policy aims to provide guidance to employees and others and define expectations in dealing with issues of child protection.

The guide includes sections on: management responsibility; recruitment and selection; developing management systems; raising and report concerns; implementing the child protection policy; developing local procedures; implementation of planning and monitoring tools; and format for reporting progress. Annexed to the report are briefing papers on the Federation's commitment to child protection, categories of child abuse, the code of conduct, and the reporting concerns framework.

International Federation Terre des Hommes. 2004. “Kids as Commodities? Child Trafficking and What to do about it.” Switzerland and Germany: Terre des Hommes Foundation.

This study addresses trafficking in children, defined as crimes against children involving forms of exploitation in addition sexual exploitation. Terre des Hommes, a Swiss NGO working in child trafficking, provides a thorough overview of child trafficking based on its experiences. The study begins by explaining what child trafficking is and why is occurs, followed by an analysis of solutions to stop the gross exploitation of children and to protect child victims. It looks at

principles that guide actions taken against child trafficking by governments who have a responsibility to protect their country's children.

The second half of the study discusses what local and international NGOs, IOs such as UNICEF and ILO, have done to combat child trafficking. The author points to mistakes made in the past by distinguishing between good and bad practices. A point made is the need for diverse responses for different forms of child trafficking. This study is intended to be a tool to help NGOs working on child trafficking to determine what activities they should employ to halt the practice. The final chapter provides conclusions and recommendations targeting the international community, donors, and NGOs, including:

- The UN should introduce more effective coordination into its counter-trafficking programs and operations. Appointing a high-level coordinator in the office of the UN Secretary-General on human trafficking would enable the UN's multifaceted work on trafficking to be coordinated properly.
- Every government should conduct a review to assess how its procedures and practices compare to those recommended in the guidelines issues by UNICEF and UNHCHR.
- Organizations and governments giving funds to organizations involved in counter-trafficking should make funds available on a systematic basis for the evaluation of both prevention and protection activities, to identify initiatives that constitute good practice.

International Labour Organisation (ILO). 2006. *Child-friendly Standards and Guidelines for the Recovery and Integration of Trafficked Children*. Geneva: International Labour Office.

These guidelines were developed by the ILO's International Programme on the Elimination of Child Labour to explain to care providers what should and should not be done at every stage of the recovery and integration/reintegration processes. The document includes practical examples from across the Asia region to show what is and is not acceptable toward fulfilling these obligations. These guidelines were necessary because many countries in Asia did not have national guidelines on child protection; the document was developed as a region-wide minimum standard to ensure uniformity throughout the region.

The guidelines are broken down into guiding principles and different stages of the recovery and integration process. Next, the document describes standards of rights and services throughout the process, broken down into 15 components: case management, safe and adequate accommodation, legal support, physical health care, counseling and psycho-social support, education, vocational training and job placement, life skills, recreation and culture, nutrition, access to family, access to community, child protection and staffing, discipline, and child participation. Last, it delineates state responsibilities in the recovery and integration of trafficked children.

International Labour Organisation (ILO). 2005. A global alliance against forced labour. Geneva: International Labour Office.

This second ILO Global Report on forced labor draws attention to the severity of the problem of forced labor by clearly defining it, determining the extent of forced labor worldwide through country cases, and discusses what the ILO is doing to help end the practice. The report begins by clearing up misconceptions of the term forced labor, defining it according to international law and putting parameters on the identification of situations of forced labor. Subsequently, the report provides a break-down of minimum estimates of people forced to work globally—a total of 12,300,000 people—by region and by form of exploitation, including economic exploitation, state imposed labor (such as in Myanmar countrywide and through prisons in China), commercial sexual exploitation, and mixed practices of forced labor. Regional trends, such as bonded labor in South Asia, are analyzed and authors examine the intersection between trafficking in persons, forced labor and migration. The report concludes by reviewing the assistance that the ILO has provided to member countries on this issue and discussing next steps. Throughout the report, the ILO reiterates the incredible challenges and work ahead for those fighting against forced labor, but also points to the real possibility of eliminating the problem worldwide by rewarding countries committed to working on the problem and encouraging increased efforts across the globe.

International Labour Organisation/International Program for the Elimination of Child Labour (ILO/IPEC). 2003. *Rapid Assessment of Trafficking in Children for Labour and Sexual Exploitation in Albania and Rapid Assessment of Trafficking in Children for Labour and Sexual Exploitation in Moldova*. Geneva: ILO.

These surveys were part of the ILO's subregional program entitled "Prevention and Reintegration Programme to Combat Trafficking of Children for Labour and Sexual Exploitation in the Balkans and Ukraine," focused on Albania, Romania, Moldova and Ukraine. The Rapid Assessment survey focused on identifying push and pull factors influencing child trafficking; sketching profiles for different categories of children who had been trafficked or risk being trafficked; and detailing the trafficking process and ways of exploiting children.

In Albania, the report found the government had made progress in raising public awareness, especially among policy makers. In 2001, the Albanian government adopted a National Strategy for the Fight against Trafficking, including an action plan with concrete steps to be taken against trafficking. However, despite these steps, the numbers of trafficked children have not declined. The study found that the typical trafficked child is male, between the ages of 11 and 16, and has likely worked before the trafficking incident, often on the streets. These children generally came from families where the parents have a limited education and are divorced, living in poor conditions with social problems, such as alcoholism, health problems, or domestic violence. The preferred destination country is Greece, because of the ease of crossing the border and the demand for labor. Reintegration activities focus mainly on creating new rehabilitation centers for repatriated children.

In Moldova, trafficked children are recruited for sexual exploitation and forced labor, and most often between the ages of 12 and 18, the majority between 15 and 18. Boys are recruited from the Roma ethnic group to work in agricultural labor, begging, selling fake gold, and other related tasks. Girls are recruited for these jobs and are also sexually exploited. High corruption, especially of police officers, border guards, and public notaries, has contributed to an increase

in trafficking. At-risk children frequently come from socially vulnerable or dysfunctional families, or are living with relatives or neighbors or in a specialized institution. The report recommends coordinated, multi-sectoral action in creating institutional frameworks, legal frameworks, specialized social services for at-risk groups and victims, and training of specialized personnel.

International Labour Organisation/International Program for the Elimination of Child Labour (ILO/IPEC). 2001. *Nepal: Trafficking in Girls with a Special Reference to Prostitution: A Rapid Assessment*. Geneva: ILO.

This rapid assessment, based on a methodology developed by the ILO/IPEC and UNICEF, evaluates the plight of Nepalese girls and women trafficked for sexual exploitation within Nepal and across the border to India. In addition to targeting Nepalese girls and women involved in human trafficking, the assessment also targets those involved in prostitution in Nepal, victims living in Nepalese rehabilitation centers, and girls reintegrated into community. The assessment uncovers the causes, characteristics, and magnitude of human trafficking, as well as its consequences for those involved and society.

The study found that 12,000 children are trafficked in Nepal annually. In the majority of cases, family members were involved in or had knowledge of the trafficking of their children. Victims' motives for trafficking, according to the research survey, included better economic opportunities. The assessment also discusses the rehabilitation and reintegration process. The following are a few of the recommendations found by this assessment:

- The Ministry of Women, Children, and Social Work (MWCSW) should work with NGOs and INGOs on employment generation for victims of trafficking. They could coordinate these efforts with the Department of Cottage Industries and Federation of Handicrafts Associations.
- The MWCSW should coordinate with the Ministry of Health on STD, HIV/AIDS, and trafficking prevention and awareness raising.

International Labour Organisation/International Program for the Elimination of Child Labour/Trafficking in Children in South Asia (ILO/IPEC/TICSA). 2006. *Compassionate Care: Proceedings of Workshops*. Kathmandu: ILO Office.

This workshop report came out of a technical meeting in Nepal entitled Psycho-Social Rehabilitation and Occupational Integration of Child Survivors of Trafficking and Other Worst Forms of Child Labor. The meeting was held to clarify issues, identify challenges, and provide technical input on psycho-social response to trafficked children. The meeting, split over two workshops, included sessions on conceptual clarity; the impacts of institutionalization; several models of community-based care; minimum standards for the care of children; working with young people for independent living; stigma and discrimination; life skills for reintegration; and the challenges of returning to society.

The first workshop began with defining institutional and community-based care. This session focused on developing a theory behind community-based alternatives to institutions, while still

providing for core rights of child survivors, including the right to personal and individual care, the right to professional care, and the right to care directed toward rapid reintegration into society. A speaker pointed out that when governments and NGOs take over childcare responsibilities the social structure and resilience of the community and family are weakened.

The Hagar Foster Home Programme, SOS Children's Village, and the Human Development Foundation presented their models of community-based care. Hagar operates foster homes and group homes in Cambodia for both vulnerable children and trafficking victims, and recruits and trains "house parents" on caring for vulnerable and victimized children. SOS Children's Village, operating in Nepal, has developed "villages" and small group homes for orphaned children in 12 sites in urban and rural Nepal. In each home, an SOS mother takes care of up to 10 children, with the assistance of "aunts" and professional childcare personnel. The Human Development Foundation has developed schools, healthcare facilities, and shelters for slum children, particularly for those with AIDS. The presentation emphasized the importance of all children with AIDS attending school and living in protective environments.

The first workshop also addressed minimum standards for the care of children. Minimum standards are divided into regulatory standards—the criteria, rules, and regulations for the operation of a care facility and for placing children in adoption and formal foster care—and operation standards, applying to the day-to-day running of facilities, the care and protection of the individual child, and the selection and management of care-giving personnel. Operational standards should define standards on child rights, child protection, case management, staff management, psycho-social interventions, discipline, health and nutrition, physical facilities, education, recreation and culture, and reintegration, referral, and placement.

The second workshop focused on building the foundation for reintegration activities. After leaving rehabilitative care, Nepali girls and women generally have four options:

- Returning to their original family and community
- Living independently, with or without the support of relatives, friends, or others
- Entering intermediate forms of community-based care, such as half-way homes and foster care
- Getting married and living with a husband and his family

The workshop emphasized the importance within each option of recognizing both the social and occupational aspects of reintegration—teaching recovering victims social and protection skills, and identifying occupations that provide income. One speaker noted that governments and NGOs should not "rescue" or "withdraw" children from trafficking situations unless there are adequate care structures and reintegration plans. One example was provided about children "rescued" from illegal labor in carpet factories without a plan of reintegration. After these children were returned to their families and original communities, many were more vulnerable and ended up in worse forms of child labor, including forced prostitution.

Because many children are unable to return to their original communities, either because of stigma in the communities or the legitimate danger of re-trafficking, the workshop discussed the necessity of preparing young people for independent living. One recommendation was the development of a semi-independent living environment, where children are taught self-reliance through basic life skills, including career planning, education, and training. Inherent in reintegration is addressing stigma and discrimination of returned victims, particularly those with

HIV/AIDS. Frequently, returned victims face the perception that all trafficked victims are HIV-positive, thus increasing stigma and discrimination.

There is a need to be supportive of reintegration choices, whatever they may be, and prepare the trafficked girls for life in their destination. Forceful reintegration of a survivor can lead to exclusion by the family, friends, and community, leaving the victim more vulnerable. The children must be economically empowered so that they can subsist even if their family and community reject them.

International Organization For Adolescents (IOFA). 2006. *Preliminary Global Assessment of Shelters Serving Victims of Human Trafficking*. IOFA.

This assessment provides a global overview of best practices of shelter programs assisting victims of human trafficking. A literature review and self-administered questionnaire were the primary sources of information used by the research team to identify and evaluate populations assisted in shelters, including their age, sex and form of trafficking; the facilities where victims are cared for, including any security features; shelter sustainability; funding sources; and services provided.

Three types of shelters emerged from the analysis: 1) shelters serving victims already repatriated to their home country or victims of internal trafficking; 2) shelters in destination or transit countries assisting foreign victims; and 3) shelters serving victims of internal trafficking, victims repatriated from destination country, and foreign victims of trafficking.

The following are a sample of some of the best practices found through the research:

- Victims residing in shelters should be segregated by gender and age (minors separated from adults)
- A sense of security is critical for a victim's recovery
- A variety of methods should be used to identify and refer victims of human trafficking to shelters. In addition to referrals by police, hotlines, outreach work, and other measures should be created to secure the identification and referral of victims
- Formal protocols should be in place for efficient and comprehensive service provision

International Organization for Migration (IOM) 2005. *Second Annual Report on Victims of Trafficking in South-Eastern Europe*. Geneva: IOM.

Trafficking is a serious human rights violation with myriad social and individual implications that has reached alarming dimensions, affecting Bosnia-Herzegovina, Croatia, Macedonia, Serbia, Montenegro, and Kosovo as countries/entities of transit, destination, and, increasingly, origin. It also involves Albania, Romania, Bulgaria, and Moldova as countries of origin. While it is agreed that trafficking in the region is prolific, its precise dimensions are little understood; most statistics are estimates and details available about victim profiles and trafficking experiences is insufficient to develop a picture of trafficking at a national level. The lack of regional data also

limits understanding of the complexity and interconnectedness of the regional trafficking phenomenon.

The report presents the main findings of data consolidated from across the region for the period between 1 January 2003 and 31 December 2004, incorporating description and analysis of both quantitative and qualitative data concerning trafficking victims assisted within South-eastern Europe (SEE). This report focuses mainly on the victim side of the trafficking equation, providing verified figures regarding the number of trafficking victims identified and assisted in the region as well as SEE nationals trafficked abroad; analyzing profiles and trafficking experiences of identified and assisted victims in the SEE region; identifying significant and emerging trafficking patterns throughout the SEE region, including forms of trafficking and aspects of the trafficking process; and providing an overview of the identification, referral and assistance frameworks available to trafficking victims identified within the SEE region.

Victims in 2003 and 2004 were trafficked throughout the region for different forms of exploitation. Although the majority of victims were exploited sexually, victims were also trafficked for labor, begging, delinquency, and adoption, including trafficking for dual purposes—combinations of labor and sexual exploitation, labor and begging/delinquency and sexual exploitation and begging/delinquency. Identified and assisted trafficking victims included both males and females. Although female victims predominated in both 2003 and 2004, a noteworthy number of assisted victims were men—in Albania, 70 per cent of victims trafficked for labor, begging, or delinquency were male and 47.8 per cent of foreign victims of labor trafficking in Serbia in 2004 were male. Minors accounted for a significant number of assisted victims in 2003 and 2004, and in countries such as Serbia, Albania, and Bosnia Herzegovina, national minors were a large percentage, if not majority, of assisted victims.

A multiplicity of factors informed victims' vulnerability to trafficking, including age, economic background, family relations, education, working situation, ethnicity, disabilities and living situation at recruitment. A number of emergent sites of vulnerability were noted among assisted victims in 2003 and 2004 that have not been systematically documented in the past, including the recruitment of victims with mental and physical disabilities, vulnerability of IDPs/refugees, minor victims, and victims from ethnic minorities.

Recruitment methods varied from country to country and have changed over time. Recruitment through job advertisements and job agencies was less common in some countries like Bulgaria where new recruitment strategies were being employed, including the "lover boy method," female recruiter (often victims or former victims), recruitment by male/female couples, or others. Increasingly and throughout the region, victims were trafficked with legal documents and crossed borders at legal border crossings. Finally, among assisted victims, re-trafficking was widespread, with rates ranging from three per cent to 34 per cent in 2003 and 2004.

Most victims trafficked to, through or from SEE were identified and referred for assistance by law enforcement authorities. Other identification and referral agencies included embassies, NGOs, IOM, government ministries (centers for social work, hospital staff) and help lines. In addition, a number of victims were self-referred or referred by family, friends or private citizens. Countries in the SEE region have varying assistance services and structures for trafficking victims. Some have quite developed assistance models, while in others services and structures are still being developed and require more investment.

The assistance framework available to trafficking victims in traditional countries of transit and destination, such as Croatia, Bosnia Herzegovina, Former Yugoslav Republic of Macedonia, Serbia and Montenegro, has been geared primarily to the return of foreign nationals. However, as national victims are identified, programs geared to these victims need to be developed and include reintegration components, such as vocational training, job placement, alternative housing options, family mediation/counseling and case follow-up and monitoring. Attention to the geographic distribution of services is essential, as is specialized assistance for minor trafficking victims and victims needing special services such as disabled victims, victims with behavior disorders, victims with addictions, and other infirmities.

Additional recommendations made by the report include:

- Improved cultural knowledge in the region and increased sensitivity in destination countries both within South-eastern Europe and further afield
- Comprehensive case monitoring and follow-up assistance
- Improved standards, protocols and models for victim services and assistance
- Better identification of potential victims, as distinguished from those who have already been exploited
- Accurate counting of victims at both origin and destination
- Assistance programs tailored to the needs of diverse victim profiles and emerging forms of trafficking
- Formal centralized data registries for victims of trafficking at a national level
- Enhanced referral procedures between countries of origin and destination
- Improved coordination, cooperation, and communication among government ministries at a national level to guide policy and procedures, as well as at regional and local levels to inform the more operational aspects of service provision and counter-trafficking efforts

International Organization for Migration (IOM). 2002. *Journeys of Jeopardy: A Review of Research on Trafficking in Women and Children in Europe*. Geneva: IOM.

This literature review focuses on research conducted on trafficking for sexual exploitation in Europe, finding that research has focused mainly on estimating the scale of the problem; mapping routes and relationships between countries of origin, transit, and destination; documenting methods of recruitment; exploring the control mechanism used and the human rights abuses involved; and critical reviews of legal and policy frameworks and recommendations for new action.

Additionally, the review discusses the causes and organization of trafficking, with many of the studies noting the following factors as sources of trafficking: globalization of transport, markets, and labor; poverty; women's socio-economic inequality; economic transition; and economic and social dislocation as a result of conflict. Demand also was listed as a factor. There are trafficking routes both to Europe, from Africa and Asia, and within Europe. Scandinavian countries are the primary destination for the Baltic countries, and Greece and Italy for the Balkans. Most women and girls from the former Soviet republics are trafficked into Western Europe. Women and girls

are recruited through abduction or kidnapping; being sold either by family members or a “boyfriend” or trafficker; deception through offers of employment with no sex industry connotations; deception through offers of marriage; deception through offers of employment in entertainment, dancing, etc; or deception regarding the conditions in which women will undertake prostitution.

The review also discusses the gaps in knowledge and potential new research agendas, including the following:

- Expose and explain the links between trafficking and other forms of sexual exploitation
- Patterns of in-country trafficking and how these are or are not linked to international movements
- How much re-trafficking occurs, especially where countries are involved in large-scale removals and deportations of women and children
- Evaluation of shelter and advocacy projects in countries of both destination and origin.

International Organization for Migration (IOM). 2005. *Final Report on IOM's Counter-Trafficking Activities Funded by USAID Serbia*. Belgrade, Serbia: IOM Belgrade

This report describes the activities and monitors the success of IOM's anti-trafficking activities in Serbia, as funded by USAID. These activities centered on anti-trafficking awareness-raising campaigns, conducted with the support of Beosupport, as well as return and reintegration programs, shelters, and a Regional Clearing Point (RCP) focused on the collection and analysis of national and regional trafficking data (including trafficking patterns, recruitment practices, routes and victim profiles), the number of identified and assisted trafficked victims in the region, and the assistance and protection programs underway in the region for trafficked victims.

The RCP was designed to undertake research and to document efforts made to promote comprehensive, appropriate, and well-coordinated victim assistance and protection programs for Southeastern Europe. Throughout the life of the program, the RCP achieved the following results:

- Development and implementation of standardized tools for the collection of individual victim profiles related to the full scope of their trafficking experience
- Development and implementation of a statistical database for the collection and analysis of individual trafficking victim profiles
- Identification and establishment of regular contact and information exchange with key players in Southeastern European countries
- Establishment of a comprehensive resource center of anti-trafficking information from the region

In building knowledge for the RCP, IOM conducted field research and published two reports on victims of trafficking in Southeastern Europe. Toward the end of the program, IOM worked with state and non-governmental actors to further entrench the work of the RCP and ensure its sustainability.

IOM also worked with state authorities, NGOs, and other international agencies to facilitate the return and reintegration of victims of trafficking to their home countries. Upon entering a reintegration program, beneficiaries were assigned a coordinator whose task it is to facilitate the process by identifying specific needs, interests, and capabilities, and developing a personalized reintegration plan. Reintegration support included medical and psychological assistance, counseling, support in employment search, and job referral, to ensure victims can better reintegrate into their communities. The program faced several challenges, including problems related to the lack of victims' legal status within Serbia, which limited their movement.

IOM also ran a transition house for national victims of trafficking. The transition house allowed victims to gradually reintegrate into society by reassuming and sharing responsibly in the management of their daily life.

International Organization for Migration (IOM). 2005. *Resource Book for Law Enforcement Officers on Good Practices in Combating Child Trafficking*. Vienna, Austria: IOM Vienna.

This resource book was designed for law enforcement authorities to best combat child trafficking, who already have experience in the field. The manual includes chapters on age assessment, investigative methods, interviewing techniques, and cooperation between law enforcement authorities and NGOs/social service providers. The manual provides definitions of child, unaccompanied minor, trafficking, and consent, in order to better refine methods of fighting child trafficking.

The guide focuses extensively on cooperation with NGOs and other social services providers, in areas of prevention, victim assistance, and witness protection. The guide discusses various ways in which law enforcement and NGOs can cooperate, including national referral mechanisms, MOUs or protocols, and training. The chapter provides many examples of law enforcement working with civil society, including protocols developed and models of reintegration and return.

International Organization for Migration (IOM). 2002. *The Return and Reintegration of Migrants to the South Caucasus: An Exploratory Study*. Armenia, Azerbaijan, and Georgia: IOM.

Researchers for this study interviewed 103 returnees in Armenia, Azerbaijan, and Georgia, initially focusing on all relevant aspects of the migrants' stay abroad, their return, and their reintegration efforts; these interviews were followed by a second interview carrying out an initial evaluation of the success of reintegration of the respondents and assessing their future plans. Those interviewed fell into three categories: people who returned with the assistance of IOM, deported migrants, and persons who returned on their own initiative. There were two types of migrants: people who wanted to remain abroad permanent, and migrants who wanted to work abroad and come back after several years. Half of the respondents felt their stay abroad was a success; however, most respondents ended up worse off in terms of employment opportunities after their return.

The results of the study and follow-up interviews showed that migrants returning from western Europe confront several problems upon return, including securing a regular source of income and problems reintegrating into their original communities.

The study focuses on migration rather than trafficking, and in fact does not address trafficking separately. However, the lessons learned from reintegration of migrants are easily applied to reintegration of trafficked victims.

Initiative for Social Change and Action (ISCA). 2003. *Commercial Sexual Exploitation of Women and Children: Situational Analysis, Rescue, Rehabilitation and Reintegration- A Case Study of Delhi, Mumbai and Kolkata*. Geneva: UNHRC/UN Voluntary Trust Fund on Contemporary Forms of Slavery.

This study is a situational analysis of the rescue, rehabilitation, and reintegration processes of victims of commercial sexual exploitation (CSE) in three of India's cities: Delhi, Mumbai, and Kolkata. The main objective of this study was to determine the magnitude of CSE among Indian, Nepali, and Bangla children and youth in these cities. Through a literature review and field research, the study team analyzed the geographical, social, cultural, demographic, and economic situations of victims of CSE, looked at the extent of CSE in the three cities and the rescue efforts, assessed the complications surrounding victim reintegration into family and community life, and examined the quality of rehabilitation services for the rescued victims in India and Nepal.

The following are some of the authors' recommendations for combating trafficking in India:

- Development of a national action plan to combat trafficking, rehabilitate victims of trafficking and CSE and improve legal and law enforcement systems. A national advisory committee should be formed to carry out the action plan.
- Fill in gaps in the existing legal instruments employed to fight human trafficking in India, including the Immoral Trafficking Prevention Act and the Indian Penal Code.
- Provide staff working with victims a thorough training on the needs and requirements of victims to better care for victims in shelters. Create system of staff accountability and transparency.
- Provide counseling services for victims of trafficking, focusing on raising the children's self-confidence.
- Develop and conduct commercially viable skills training in at-risk communities.

Jana, Smarajit, Nandinee Bandyopadhyay, Mrinal Kanti Dutta, and Amitrajit Saha. 2002. "A Tale of Two Cities: Shifting the Paradigm of Anti-Trafficking Programmes." From *Gender and Development*, Volume 10, Number 1. Carfax Publishing Company.

This article makes use of personal stories to present new ways at looking at root causes of trafficking and the best methods to fight it. The article discusses how several methods introduced to help curb trafficking have actually exacerbated vulnerabilities: an example is provided of laws in Bangladesh that prohibit single women from traveling across its border, which not only restrict women's rights but also force women migrants to rely on illegal options

offered by traffickers. Moreover, rescues of trafficked women and girls often lead to worse situations.

The first story is of a girl who was trafficked, then rescued and forced into a “remand home” where she was physically and sexually abused. Another story tells of a rescued girl in the care of an NGO, who was forcibly tested for HIV and then held as a virtual prisoner in the shelter, where she eventually committed suicide. A third story discusses a girl whose husband sold her into prostitution, where she was eventually rescued by volunteers.

The authors recommend the creation of a volunteer force within red lights districts to intercept new entrants and determine if these women and girls are being exploited; because these volunteers are integrated into the trade, they are more easily able to identify trafficked women and assist their escape from the situation.

Kays, L. 2005. *Why We Cannot Find the Hidden Girl Soldier: A Study of Professional Attitudes Towards Gender Analysis in International Conflict and Development Work.*

This report explores the influence of development professionals’ attitudes on gender mainstreaming in African international development and relief projects. The report’s findings are based on a self-assessed survey of eight NGO professionals working on international conflict resolution in Africa who were asked about their knowledge of and attitudes toward gender analysis and their feelings about a proposal for assisting child soldiers in Africa.

The survey results indicated that development professionals are often unaware of gender analysis, which could account for the lack of information about girl soldiers and programs targeting them. When designing project activities the author suggests development specialists conduct more thorough background research, and improve data on the number of girls and where and how they are impacted by conflict. In addition, NGOs should receive training in gender awareness and have access to resources and knowledgeable staff on the topic.

Lesko, Vera. 2005. *Study on the Development of Trafficking in Women in Albania.* Tirana, Albania: Vatra Psychosocial Center.

This paper discusses the development of trafficking in Albania, changing from a transition country to a country of origin. Vatra Psychosocial Center, an NGO working in prevention and protection efforts, prepared the report based on trafficking cases they had seen since 2000 and official documentation. The study found an increase in international trafficking for “day prostitution” in country, as well as high numbers of girls being re trafficked because of faulty reintegration processes.

The study highlights difficulties in identification of trafficked victims by the police. Most victims were trafficked to Greece and Italy and were deported as illegal migrants. Greece was a popular destination, because of high demand and because of high levels of corruption existing in state institutions. Upon deportation, many women are met at the border by their traffickers, and merely re trafficked back into Greece or Italy. The study found that trafficked women were arriving at their shelter with severe health and emotional problems, because of violent abuse

from traffickers and clients. Reintegration is a difficult process, lasting several years if effective and at a high financial cost to the state. As such, the state is unable to provide for all victims, and NGOs must provide social services and fill the gaps.

The report includes the following recommendations to various ministries in the government of Albania:

- Provide support and social services for the reintegration of victims in order to prevent re-trafficking.
- Create favorable conditions to the trafficked victims with mental and gynecological illnesses.
- Invest in the infrastructure of the Grave Crime Court, so that traffickers can be prosecuted effectively and victims serving as witnesses are protected.
- Provide all victims being deported back to Albania with special reintegration projects aimed to prevent re-trafficking.

Limanowska; B. 2002. *Victim referral and assistance system and gaps therein in Southeastern Europe*. Expert Group Meeting on “Trafficking in women and girls.” New York.

This report discusses the situation of trafficking in Southeastern Europe, focused on victim referral and assistance systems, and provides recommendations for strengthening and improving these systems. The report states that women in Southeastern Europe are increasingly at risk of trafficking, because of increased unemployment, inflation, income differentials, poverty, and conflict, coupled with lessened access to services. Lack of rule of law has led to black market economies and corruption is widespread. Moreover, because of the post-conflict environment, women’s positions in the labor market have been weakened, which has increased migration, particularly of young women. Additionally, the presence of international militaries and aid workers has increased demand for prostitution. Local prostitution markets in Bulgaria, Moldova, and Romania are based almost entirely on a system of internal trafficking. Victims are trafficked from Moldova, Ukraine, and other former Soviet Republics to the former Yugoslavia, Italy, Turkey, Greece, and Western Europe. Victims cross the border in big groups, organized by traffickers and are assisted by the corruption of border police in transit countries. Although the majority of victims are women, there are anecdotal reports of trafficking in boys for the European male prostitution and pornography market, and of children for organ transplants.

The study speaks at length on the problems involved in victim identification. According to local NGOs, at least 90 percent of foreign migrant prostitutes in the Balkan countries can be recognized as victims of trafficking; however, the identification process and referral and assistance systems reach only a small group of trafficked persons, estimated at 1/3 of all foreign trafficked women and girls. There is no system to identify or refer internally trafficked women and children, children trafficked for forced labor, or younger children trafficked for prostitution. Although many courses have been delivered to train and raise awareness of police in the region, there are no specific guidelines for local police on the process of identifying trafficked women and children.

The report provides several principles of assistance in the provision of services to trafficked victims:

- All trafficked persons should be identified as such and the identification should be based on the Palermo Protocol.
- There should be no prosecution of trafficked persons and they should not be treated as illegal migrants.
- All victims should have unconditional access to justice and to a shelter and should receive assistance for an appropriate period of time.
- Those who are willing should be able to return home.
- Those who want to testify should be able to do so. They should be able to await the trial in the country where it will take place to testify during the trial, and take part in any witness protection program afterwards.
- Those who cannot return to their home country should have a fair chance to seek asylum or apply for resettlement status.
- All victims should be able to participate in reintegration programs and receive security protection, medical help, psychological counseling, legal advice, and long-term social support (including vocational training, job placement, and housing).
- All children under 18 years of age are entitled to special protection and treatment.

For the approximately 35 percent of victims properly identified, their assistance package generally includes reintegration services by IOM, which can include a mandatory medical examination and HIV/AIDS testing. Some receive small reintegration stipends. There are little to no services for victims who wish to stay in country, or for those who are awaiting the trials of their traffickers. ICMC in Bosnia-Herzegovina and La Strada in Macedonia are developing programs of assistance. Additionally, those who do decide to testify against their traffickers, at great personal risk, are frequently unrewarded, as the traffickers are very rarely convicted and the testimonies of the victims are often lost.

Suggestions for providing assistance to all victims, both to those recognized and those not recognized as victims of trafficking include the following:

- Focus on status of women as victims and not illegal migrants
- Standard minimum treatment of trafficked persons accepted by all institutions taking part in assistance, return, and reintegration
- Unconditional access to shelters
- Special services for children
- Guidelines and procedures for assistance and return of children under 18 based on the best interests of the child
- Creation of legal framework for legal stay for the duration of recovery, asylum, and witness protection
- Funding for capacity building of local service providers (local NGOs and government)
- Provision of security for trafficked persons and service providers
- Information for trafficked women on options and alternatives to repatriation

Reintegration assistance is equally problematic. Of the trafficked victims who are identified and qualify for medical care, shelter, and financial support, few accept the offer of assistance and do not stay in touch with receiving NGOs or IOM, and as such few receive necessary long-term

support (the study estimates that only seven percent of trafficked victims receive any long-term support). Most return to their homes and villages, and as many as 50 percent are re-trafficked in the face of ostracism, negative attitudes in the family, and lack of opportunities. Additionally, there are no security measures to protect returned victims from their traffickers; victims often owe money to the traffickers, or have testified against them, and as such are in great physical danger. The overall discrimination against women and girls in general upon their return, including the lack of opportunities, low social positions, bad economic situations, unemployment, and family violence, leaves returned victims extremely susceptible to violence and re-trafficking.

Remedies to these problems can include the following:

- Implementation of National Plans of Action (NPAs), including the commitment of governments, international agencies, and local NGOs to organize and run reintegration programs within NPA framework
- Cooperation with and funding for NGOs
- Long-term programs leading to sustainability, including social and legal support, education and vocational training, re-schooling in skills relevant to local needs, sustainable jobs, and a system of micro-credit
- Counseling and long-term support for traumatized victims
- Special support to girls under 18
- Program to raise awareness and prevention programs
- Empowerment of women and girls

The study also addresses the need to improve prosecution procedures, through legal reform, monitoring of law enforcement, anti-corruption measures and programs, training law enforcement agencies and the judiciaries, and providing witness security and assistance programs.

The study concludes with recommendations for governments, international organizations, and NGOs, including the following:

Governments

- Develop NPAs to elaborate the priorities, draw up time frames, and define the means of implementation, or to expand them to cover all areas of concern and function as a comprehensive framework for national anti-trafficking initiatives and international cooperation.
- Ensure inclusion of local NGOs and international organizations in the implementation of the NPAs.
- Develop a system for the identification and referral of trafficked persons, which will be implemented jointly by the police, international organizations, and NGOs.
- Enable victims to claim and extract compensation from their exploiters, and arrange for unbiased supervision of any money they may obtain.
- Establish mechanisms for implementing specific anti-trafficking regulations or codes of conduct for all international personnel of peace-keeping, peace-building, civilian policing, humanitarian, and diplomatic missions, and for systematic investigation of all allegations of trafficking among these personnel.

- Open or provide support for shelters for all trafficked persons, regardless of their status, and provide all such people with medical care, legal assistance, and access to remedies.
- Develop special procedures for the identification and referral of trafficked children under 18, with guidelines and procedures based on human rights standards, with special protections for children under 18.

International Organizations

- Coordinate support and initiatives with governments and relevant actors.
- Provide technical and financial support to local government and local NGO initiatives to ensure sustainability.
- Establish a regional Clearing House on assistance, return, and reintegration programs for the victims of trafficking.
- Develop procedures for the treatment of victims based on human rights standards.
- Establish mechanisms for monitoring and evaluating implementations of the NPAs.
- Evaluate existing training initiatives in the region to check their relevance and compatibility with the existing framework for the anti-trafficking action.

NGOs and Donors

- Develop information exchanges and regional networks of NGOs involved in assistance and reintegration, especially between countries of origin and destination, as well as networks of NGOs working on other trafficking concerns
- Create formal structures and sign agreements for cooperation with governments and international organizations regarding identification of victims, the referral system, and the security of victims.
- Evaluate programs and projects funded recently for impact and effectiveness.
- Evaluate impact of campaigns to raise awareness.
- Research, assess, and develop projects to examine the link between economic development/restructuring programs in the region and trafficking, as well as projects addressing the demand side of trafficking, including the link to the international community and peacekeeping forces.
- Support projects aimed at combating violence against women, discrimination against women, feminization of poverty, and the lack of participation of women in public life.

Limanowska, Barbara. 2005. Trafficking in Human Beings in South Eastern Europe. Bratislava: United Nations Development Programme (UNDP).

This report provides an overview of activities focused on the prevention of trafficking in human beings in South Eastern Europe (SEE), and is designed to supplement the information and analysis in two earlier joint UNICEF, UNOHCHR and OSCE/ODIHR reports on trafficking in SEE published in 2002 and 2003. The research was carried out in Albania, Bosnia and Herzegovina (BiH), Bulgaria, Croatia, the former Yugoslav Republic of Macedonia (FYR

Macedonia), Moldova, Romania, Serbia and Montenegro, and the UN Administered Province of Kosovo between January 2004 and March 2004. The report aims to fill gaps in the previous reports by addressing the issue of prevention of trafficking in human beings, including awareness raising and re-integration processes.

The modalities of trafficking in the region are changing. It has been noted that there are fewer trafficked women returning to their countries of origin and fewer being assisted in the Western Balkan countries in recent years. An increasing number of victims are returning from EU countries. Women judged to be victims are also refusing the assistance being offered to them, not wishing to be returned to their original country. It is time for all involved in anti-trafficking measures to seriously examine the practices implemented to date in light of this new information.

Countries in SEE have begun to claim ownership of the issue of combating trafficking and develop their own strategies for it. Governmental structures established to engage in anti-trafficking activities now exist - National Plans of Action (NPAs), legal instruments and strategies. The development and implementation of anti-trafficking measures is, to some degree, based on international obligations and the NPAs. The governments of SEE countries have shown stronger political commitment to the issue of trafficking in human beings, although the development of these structures has not always translated directly into effective anti-trafficking measures. Most countries in the region have elaborated NPAs specifically to counter trafficking in children. While these NPAs generally have a better structure and are more comprehensive than the first NPAs for trafficking in human beings, the challenge of effective implementation remains.

Very few of the actors involved in anti-trafficking activities are addressing the root causes of trafficking in an empowering way. As in previous years, prevention is still being carried out through repressive programs focused on preventing migration, prostitution and organized crime. There is no comprehensive long-term prevention strategy for the region, nor any clear understanding of what such a strategy should include.

Awareness raising activities also continue to be mainly ad hoc information campaigns implemented by many different organizations. Although their work is valuable, few campaigns are developed or implemented effectively. Almost none of the awareness raising campaigns carried out has been properly evaluated and the lessons that have been learned have not been shared. Therefore, an assessment of the approaches, strategies, materials and results is needed.

Effective re-integration programs are rare. Despite assistance from international and local organizations, most returning victims of trafficking still have to face the same difficulties that caused them to be trafficked in the first place: poverty, discrimination, lack of education and few job prospects. In most cases, countries of origin cannot afford to address these issues.

The links between poverty reduction, development, gender equality and anti-trafficking programs must be strengthened. Anti-trafficking responses continue to be repressive in nature and do not address the root causes of trafficking in human beings. The prevention of trafficking must be understood and analyzed in a broader socio-economic context, as do the responses to it. The change in the understanding of the problem and the broadening of the definition of trafficking to include other groups of victims (such as men trafficked for labor and internally

trafficked women) necessitates the development of flexible programs that can react quickly to these changes. Essential to the success of such programs is the co-operation between institutions working on the issue of trafficking and those on development. Also, research on the impact of economic reform and development programs on trafficking in the region and on the demand side of trafficking is needed.

The report concludes with recommendations, including the following:

- Include re-integration programs and activities in NPAs and ensure cooperation of governmental and non-governmental institutions;
- Include victims of trafficking in existing initiatives for disadvantaged groups (scholarships, programs of job placements, social support, re-schooling, etc.); and
- Give special attention to programs for the re-integration of children. This should be understood as family re-integration, when in the best interests of the child, rather than institutionalization.
- Evaluate the existing re-integration programs for effectiveness;
- Research the needs and expectations of returning women with respect to re-integration;
- Support NGOs to develop innovative programs to assist and re-integrate victims of trafficking;
- Ensure that assistance and re-integration programs are regularly monitored and evaluated, especially with respect to the long-term results of re-integration; and
- Ensure that information about the identity and personal data of trafficked persons benefiting from re-integration programs are not registered with local or international authorities.

Martens, Jonathan, Maciej Pieczkowski, Bernadette van Vuuren-Smyth. 2003. *Trafficking In Women & Children for Sexual Exploitation in Southern Africa*. Pretoria, South Africa: International Organization for Migration.

This study describes the situation, focused on routes and patterns, of trafficking in Southern Africa, focused on interregional trafficking in South Africa, Lesotho, Mozambique, and Malawi, as well as extra-regional trafficking, the trafficking of women from Thailand, China, and Eastern Europe to South Africa. The study includes the following major findings:

- Refugees are perpetrators and victims of trafficking to South Africa. Many male refugees in South Africa choose to recruit female relatives and friends from their origin countries to come to South Africa and live as sex slaves.
- In Lesotho, children from rural areas come to urban areas to escape domestic violence and HIV/AIDS. As street children, they are forcibly abducted or coerced into forced labor or sexual exploitation. These children are trafficked as far as Cape Town, Zimbabwe, and Zambia.
- Mozambican victims include girls and young women, from 14 to 24 years of age. They are recruited to be waitresses or prostitutes in Johannesburg, and are sold to brothels or as private wives.

- There are three major forms of trafficking in Malawi. First, young women recruited by businesswomen to pursue employment or education opportunities in Europe. Upon arrival in Europe, these girls are sold to brothels and told they are unable to leave until they have paid their debt. Second, women and children are recruited along major transportation routes by long distance truckers who promise marriage, jobs, or educational opportunities in South Africa. Third, both girls and boys are recruited in the holiday resorts by European sex tourists, who pay money to the children's parents and promise educational opportunities in Europe.
- Young women from rural Thailand and aging female prostitutes from Bangkok are promised restaurant jobs in South Africa, and arrive to be imprisoned in brothels.
- Triad-linked Chinese or Taiwanese agents recruit victims by promising work in Chinese-owned businesses in South Africa, or by the prospect of studying in English language schools. Upon arrival, they are forced into sexual exploitation indefinitely. In addition to being a destination country, South Africa is also a transit country for others who are transported on to Europe or the United States.
- Russian and Bulgarian mafias traffic Russian and other Eastern European women on South African visas fraudulently obtained in Moscow to upscale South African brothels.

Based on these findings, the report recommends increasing assistance and support to victims, including developing the capacity of reception centers to receive trafficked persons by providing physical security, basic material assistance, medical care, psychological counseling, and legal assistance; de-linking the provision of shelter and assistance with the willingness of victims to give evidence in criminal proceedings; developing special witness protection measures; establishing a fund to provide for the voluntary return and reintegration of victims of trafficking; and adopting policies and programs specifically designed for child victims.

Matei, Iana. Not dated. *Contribution on Reaching Out, Romania*. United Nations Secretary-General's In-depth Study on Violence against Women: Sustainable Social and Professional Reintegration.

The article opens with background on the marginalization of Romanian child and adult female victims of human trafficking for commercial sexual exploitation, due in part to Romania's crippled economy and weak social service structure. Victims of trafficking continue to be marginalized in Romania. Many rescued victims never make it to a reintegration program, increasing the likelihood they will fall back into prostitution.

Reaching Out (RO), a Romanian reintegration program founded in 1999, serves Romanian victims of sex trafficking. They provide shelter, counseling and support, in both individual and group settings, aiming to fully integrate the victims they serve back into Romanian society. Their program is unique in that the beneficiaries live in apartments without the presence of counselors and learn skills needed to live an independent life, such as menu planning, shopping, budgeting, etc. At the time of this article, RO's success rate was 84 percent. Adding to the project's sustainability, RO already runs a tailor workshop, which employs many of the program beneficiaries; they are also planning to begin an agro-tourism project in rural Romania.

Organization for Security and Co-operation in Europe. (OSCE). 2003. *Combating Trafficking in Human Beings*. Decision No. 2/03. 2 December.

This decision statement starts from the position of taking into account the universal condemnation of the crime of trafficking in human beings, as well as the numerous related international and regional instruments, such as the 2000 United Nations Convention against Transnational Organized Crime and its supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the Protocol against the Smuggling of Migrants by Land, Sea and Air.

It reiterates that trafficking in human beings and other contemporary forms of slavery constitute an abhorrent violation of the dignity and rights of human beings and reaffirms the Vienna Ministerial Decision No. 1 of 2000, Bucharest Ministerial Decision No. 6 of 2001, the Porto Ministerial Declaration of 2002, and existing commitments undertaken by participating States, as well as the OSCE's role in combating trafficking in human beings as agreed by participating States.

However, the decision notes that despite all efforts, the last decade has seen a tremendous increase both in incidents of trafficking in human beings and in the number of victims, while prosecution of perpetrators remains unsatisfactory and organized criminal groups have recourse to ever more sophisticated techniques, increasing financial resources and growing networks, and benefit from corruption or lack of awareness of this crime and of its heinous nature among some relevant officials, the media and the public at large. Of further concern is that root causes of trafficking in human beings, occurring both in countries of origin and destination, have not been significantly addressed, particularly root causes such as poverty; weak social and economic structures; lack of employment opportunities and equal opportunities in general; violence against women and children; discrimination based on sex, race and ethnicity; corruption; unresolved conflicts; post-conflict situations; illegal migration; and the demand for sexual exploitation and inexpensive, socially unprotected, and often illegal labor.

The decision acknowledges that while the primary responsibility for combating and preventing trafficking in human beings rests with participating States, the link of this phenomenon to transnational organized crime requires co-operation at the international and regional level, involving the private sector and NGOs.

The decision states that the OSCE, with its well-developed institutional capacity and proven track record, is uniquely placed to effectively assist participating States in the implementation of their commitments, and can, through the Platform for Co-operative Security, effectively co-operate and co-ordinate with relevant international actors such as the Stability Pact Task Force, the United Nations Office on Drugs and Crime, the United Nations High Commissioner for Refugees, the United Nations High Commissioner for Human Rights, the United Nations Children's Fund, the International Labour Organization, as well as the International Organization for Migration, the International Centre for Migration Policy Development, the European Union, the Council of Europe, the Council of Baltic Sea States, the Southeast European Co-operative Initiative, Interpol and Europol.

Finally, the decision adopts the OSCE Action Plan to Combat Trafficking in Human Beings, annexed to this Decision, in order both to incorporate best practices and an advanced approach into its anti-trafficking policies, and to facilitate co-operation among participating States, and tasks all OSCE bodies with enhancing participation in anti-trafficking efforts of the international community.

Organization for Security and Co-operation in Europe. Office for Democratic Institutions and Human Rights (OSCE/ODIHR). 2004. *National Referral Mechanisms. Joining Efforts to Protect the Rights of Trafficked Persons. A Practical Handbook*. Warsaw, Poland: OSCE/ODIHR.

This handbook, developed as a result of OSCE's Action Plan to Combat Trafficking in Human Beings's recommendation that all OSCE participating states establish National Referral Mechanisms (NRMs), provides guidance on how to design and implement sustainable activities to prosecute traffickers and provide support to victims. The OSCE defines NRMs as "a cooperative framework through which state actors fulfill their obligations to protect and promote the human rights of trafficked persons, coordinating their efforts in a strategic partnership with civil society." Based on the premise that law enforcement, government and civil society personnel often lack the expertise or knowledge of how to effectively deal with the complex needs of victims of human trafficking, this handbook sets out a basic framework for government and civil society personnel to use to create and run an effective NRM. NRMs will likely differ from one country to the next based on the different political and legal settings in which they operate and other practical elements.

This handbook also discusses the components of a national referral mechanism that should be made available to victims of human trafficking. An NRM begins with the identification of presumed trafficked persons, through outreach work, hotlines, and identification by law-enforcement authorities. NRMs must also have cooperation agreements between state and non-state structures, to harmonize criminal prosecution with protecting the human rights of victims. Victims must have comprehensive support and protection services, which must include financial assistance, shelter, and specialized services, such as crisis intervention, long-term psychological counseling, healthcare, legal consultation, vocational training, and support to access employment opportunities. NRMs should be aware of policies and procedures to repatriation and social inclusion to ensure that they are in accordance with best practices for victim protection. Lastly, specific legal provisions must be made for victims to protect compensation, residence status, and identity and data protection.

Pearson, Elaine. 2002. *Human Traffic, Human Rights: Redefining victim protection*. London: Anti-Slavery International.

How to ensure that governments place victim protection at the core of their anti-trafficking policies was the objective of Anti-Slavery International's two year research study investigating various measures to protect victims, especially those who act as witnesses in the prosecutions of traffickers. Through the assessment, research was carried out in collaboration with local non-governmental organizations in ten countries: Belgium, Colombia, Italy, Netherlands, Nigeria, Poland, Thailand, Ukraine, United Kingdom and United States. Of interest to Anti-Slavery

International was the effectiveness of providing residency permits to trafficked persons to enable them to access their basic human rights, recover from their situation and secure prosecutions of traffickers. Our research found that the countries which fared better in prosecuting traffickers for various crimes (Belgium, Italy, Netherlands and United States) were the four countries which also had the most comprehensive measures for assisting victims, including temporary residency permits for those prepared to testify against their traffickers.

An important part of this protection has been to ensure that all persons who are suspected of being trafficked have at least a “reflection delay” of three months, as in the Netherlands. The reflection delay allows trafficked persons to remain in the country legally while they recover from their situation and consider their options. The reflection delay must be accompanied by access to specialized services of a non-governmental organization that can ensure appropriate housing, legal, medical, psychological and material assistance are provided.

There is a need for documents authorizing temporary residency to be issued immediately (within 24 hours) such as in Belgium to ensure trafficked persons have access to these services straight away; in countries such as Italy and the United States the slow processing of residency permits means that many trafficked persons are dependent upon the good will of individuals and organizations to take care of them. All States need to fund shelters for trafficked persons, and fund and provide victim and witness protection.

Countries such as Belgium, Netherlands, Poland, Thailand, United Kingdom and United States only allow those victims who are willing to assist with investigations and prosecutions the right to temporary stay. This can breach international human rights principles, such as not to expel someone if there are substantial grounds for believing they may be in danger of torture. The assessment found a better approach was to ensure that temporary residency status should be available to all trafficked persons who have suffered serious abuse in countries of destination, or would suffer harm if they were to return home, or who are assisting in investigations or prosecutions of traffickers. Keeping the issues separate also ensures that receiving residency status will not be used to discredit a victim's testimony at a trafficker's trial, especially in common law legal systems.

For those trafficked persons who seek access to justice and are willing to testify against their traffickers, extensive witness protection measures are required. This means both ensuring police provide protection from reprisals, and that victims are given access to a range of measures and different levels of protection, both formal and informal. In terms of giving evidence at trial, countries need to ensure victim witnesses are able to give evidence safely, and make efforts to reduce the secondary trauma that victims often face in a courtroom, such as through the use of sworn statements, recorded testimonies, video-links and pre-trial hearings closed to the public. Witness protection measures must balance the rights of the defendant to a fair trial, with the rights of victims not to be traumatized or put in danger again through the experience of testifying. Informal measures such as separate areas in courtrooms for victim witnesses to prevent possible confrontation by friends or family of the trafficker are equally important.

In civil law countries, it is important that the victim has their own lawyer or legal advocate to represent them in the criminal case. Anti-Slavery International found that cases where victim's

rights were protected, and there was a successful conviction, were predominantly cases where the trafficked person had legal representation. Lawyers play an important role in all countries in ensuring rights of trafficked persons are protected, particularly their right to information about court proceedings and ensuring a trafficked person is recognized as a victim of crime. This is especially important to ensure victims have access to legal redress and compensation. Compensation for lost earnings, as well as for damage suffered, was an important way of both vindicating victims, making the process of going through the criminal trial worth it, as well as addressing their financial needs.

Anti-Slavery International's research has found there is a growing awareness at all levels of the need for a human rights framework to combat trafficking most effectively. Cases of 'best practice' in terms of successfully protecting victim's rights, exist where there has been a genuine understanding and goodwill on the part of authorities involved. In these successful cases, there have been committed teams of law enforcement officials, prosecutors, lawyers and service providers, who all displayed sensitivity to the needs and rights of trafficked persons in each case. The assessment highlights the need to institutionalize the good practices we have seen and makes 45 recommendations regarding ten specific thematic areas: general; investigation and prosecution of traffickers; contradiction between laws concerning undocumented migrants and those affecting trafficked persons; residency status for trafficked persons; protection from reprisals; in-court evidentiary protection; recovery and assistance measures; role of lawyers; legal redress and compensation; and return and repatriation.

Pearson, Elaine. 2002. "Half-Hearted Protection: What Does Victim Protection Really Mean for Victims of Trafficking in Europe?" *Gender and Development*, Vol. 10, No. 1.

This article discusses the requirement that victims of trafficking testify against their traffickers or face immediate deportation. Because of the recent attention paid to the threat of trafficking in persons, many governments have created new laws to prosecute traffickers for their crimes; however, these laws have put protecting the interests of those trafficked as a second priority, placing their safety and human rights in jeopardy. For many women, returning home is not a viable option: many are shunned from their communities and do not have access to medical care, counseling, or legal advice.

In some countries, an emphasis has been made on victim protection. In Belgium and the Netherlands, the government changed the immigration system to allow victims a "breathing space," a recovery period of 45 days (in Belgium) or 3 months (in the Netherlands) during which victims can recover from their ordeal before making a more informed decision about whether or not to testify against their trafficker. Based on this information, the EU is now considering adopting a directive regarding such short-term permits.

These systems also have limitations. First, they still penalize victims who are unable to testify, which increases their vulnerabilities. Second, they are still very temporary, and do not provide a permanent solution even for those victims who testify. One example of a system that addresses these limitations is in Italy, where residency rights for victims are based on the victim's need for social protection rather than on a willingness to testify. The article recommends that as governments begin to review their immigration laws to address protection of victims, they look at protection of all victims, how measures will incorporate the specific needs of trafficked women, how participating in this process will empower victims, and how governments can protect victims and their families when returned to the country of origin.

Pearson, Elaine. 2001. "The Need for Effective Witness Protection in the Prosecution of Traffickers: A Human Rights Framework for Witness Protection." Presented at the First Pan-African Regional Conference on Trafficking in Persons. Abuja, Nigeria.

This paper addresses the development of effective witness protection programs for victims of trafficking, considered within the broader framework of protecting the victim's human rights. In this sense, effective witness protection programs must address not only short-term safety but also long-term empowerment.

The paper discusses reasons why trafficked persons don't testify against their traffickers. In many instances, trafficked victims don't testify because they never have the opportunity, as many are deported from the destination country before trial. Additionally, many do not wish to testify because of fear of reprisals for themselves and their families: traffickers use threats and blackmail to prevent victims from escaping. Additionally, as part of a syndicate, even if the trafficker is convicted, others remain at large that can threaten the victim. Victims are also scared of being prosecuted for illegal immigration or working illegally. Moreover, victims frequently feel that what has happened is their fault and are ashamed or embarrassed of their situation.

The paper addresses the need to provide temporary residence in the destination country as an essential starting point to encouraging higher rates of victims testifying. The paper addresses rest periods, providing temporary right of residence during which victims can decide if they want to testify. During this time, governments must provide adequate services, which should include a secure and secret shelter, and coordination with local police in the country of origin to protect the victim's family. Services must also include access to social and medical services, financial support, counseling, and information about the legal process, all in a language the victim can understand. Victims also have the right to work during this rest period. The paper discusses necessary improvements to these systems, including granting longer-term residence permits for victims, and access to residence permits regardless of whether the victim testifies.

The paper also discusses physical protection. Protection must extend beyond the length of the trial, and authorities in the country of destination and origin must cooperate in provision of physical protection to the victim and her family.

The paper recommends that African governments ensure the following:

- Trafficked persons are provided with a right to stay or temporary residence permit and prevent immediate deportation of trafficked persons.
- Trafficked persons' right to stay in the country of destination should not be limited to them acting as witnesses against the traffickers.
- The right to stay includes the right to work.
- Trafficked person and close relatives must be protected from intimidation, threats, and reprisals.

- Provision of social assistance such as shelter, counseling, medical services, language and training courses, financial assistance, and assistance in obtaining employment should be made available to all trafficked persons.
- All repatriation is voluntary and trafficked persons are able to apply for permanent residence if there is a risk to their life if they return home.
- Cooperation and communication must take place between authorities and agencies in countries of origin and destination in regard to providing protection for trafficked persons.

Pontifical Gregorian University. 2004. "A Call to Action: Joining the Fight Against Trafficking in Persons." U.S. Embassy to the Holy See 20th Anniversary Conference.

This conference included sessions on the Vatican's perspective on trafficking in persons, faith-based anti-trafficking initiatives, confronting the demand for trafficking, and the media's role in promoting public understanding and action across borders. U.S. Ambassador Jim Nicholson and Monsignor Pietro Parolin, Under-Secretary for Relations with States, delivered opening remarks noting the importance of fighting trafficking, and how governments, NGOs, and faith-based organizations must work together.

Sr. Eugenia Bonetti, a missionary working with immigrant women in Turin, Italy, spoke on the role of religious orders in the fight against trafficking. She described the work of her order in trafficking protection, including outreach units for first contact with victims on the streets; a telephone hotline; drop-in centers to deal with women in search of help; small shelters focused on human, social, and spiritual reintegration; professional language and other training; legal assistance; pastoral ministry to help victims rediscover their faith; visits to a temporary detention centers for those awaiting deportation; and training programs for religious officials in origin countries to make churches more aware of the problem and work with reintegration of victims. This training program, developed with IOM, gave participants a background on vulnerability and the roots of trafficking; the profile of victims; health risks related to trafficking; development of prevention activities in both the country of origin and destination; the relationship between help providers and victims, and empowerment of victims; and fighting burn-out syndrome. Mary Ellen Dougherty, of the U.S. conference of Catholic Bishops, spoke on ways that faith-based organizations can combat human trafficking, including the following methods:

- Promote education, from education of church officials and church networks to the general public.
- Provide services to victims, including safety; access to basic services, such as shelter, food, healthcare, legal counsel, access to translation, education, and language skills; and compassion and wisdom.
- Build coalitions and networks. An example of this is the Catholic Organizations against Human Trafficking, which meets quarterly and connects religious communities so that all can draw on others' experiences.

Donna Hughes from the University of Rhode Island spoke on demand for trafficking. Dr. Hughes argues that there are four components of demand: men who buy commercial sex acts, exploiters who make up the sex industry, states that are destination countries, and the culture that tolerates or promotes sexual exploitation. Dorchen Leidholdt of the Coalition Against Trafficking in Women also spoke, discussing the need to reverse the cultural myths that "boys will be boys," and fight demand as a crime as much as trafficking itself. Sylvia Poggioli, a correspondent for NPR, spoke on the lack of attention to trafficking in media in Eastern Europe,

as well as the lack of attention to the role of UN peacekeeping operations in fueling the local sex industries.

Praajak and Sanjog-Groupe Developpement. 2005. *Homecoming: A report on repatriation and smuggled children*. Sanjog-Groupe Developpement.

This report is the outcome of a thematic discussion on repatriation led by Sanjog, an Indo-Bangladesh anti-trafficking program initiated in 2003 to better address the trafficking and smuggling of children from Bangladesh to India, and attended by numerous NGOs working on repatriation in India and Bangladesh. With a focus on improving regional coordination amongst anti-trafficking organizations in the region, this report covers the factors that cause delays in repatriation and unification of children with their family, and proposes initiatives and strategies to overcome these factors, allowing for more effective and higher numbers of repatriations.

The thematic discussion led to a proposal for the formation of a caucus to work on repatriating children and adolescents from India to Bangladesh. The following are some of the recommendations that came out of the discussion:

- Strengthen communication between NGOs, and between NGOs and States of the sending and receiving country on cases of repatriation
- NGOs should lobby their respective governments for the decriminalization of children, whether victims of trafficking or smuggled
- Shorten and simplify the bureaucratic procedures involved in repatriation
- Develop a case management system that can be followed uniformly by NGOs on both sides of the border

Raymond, Janicee G. Ph.D. , coordinator; Jean D’Cunha, Ph.D. ; Siti Ruhaini Dzuhayatin; H. Patricia Hynes; Zoraida Ramierz Rodriguez, Ph.D. ; and Aida Santos. Not dated. *A Comparative Study of Women Trafficked in the Migration Process: Patterns, Profiles and Health Consequences of Sexual Exploitation in Five Countries (Indonesia, the Philippines, Thailand, Venezuela, and the United States)*. Ford Foundation.

This study was undertaken over two years by a research team in Indonesia, the Philippines, Thailand, Venezuela, and the U.S., focused on the nexus between migration and trafficking. The study methodology included interviewing 146 female victims of sex trafficking in these five countries, with a focus on the health effects of sex trafficking. The researchers studied the structural factors responsible for sex trafficking worldwide, including global economic policies, such as structural readjustments from the International Monetary Fund which can push countries to export women for labor or develop an economy based on sex tourism; globalization of the sex industry, categorized by trafficking networks operating across borders; male demand; increased female supply because of women’s inequality, socially and economically; racial myths and stereotypes; and military presence and the increased demand it brings.

The study offers the following recommendations relevant to protection of trafficked victims:

- Develop bilateral and multilateral agreements to protect migrants from origin countries when in destination countries.
- Strengthen government, NGO, and private sector collaboration at all stages of the trafficking process.
- Develop peer support programs and services for victims.
- Treat trafficked women as victims and survivors of human rights violations, rather than as illegal migrants.
- Establish a focal point within embassies abroad to address trafficking and prostitution cases.
- Provide education and skills training; educational, health, legal, and counseling services for children of women in prostitution and children in prostitution.
- Ban mandatory testing for HIV/AIDS.
- Provide AIDS care centers for women.
- Establish drop-in centers where women can come to share information and problems and receive assistance.
- Permit NGOs to testify on behalf of women in prostitution.
- Repatriation should be voluntary.
- Countries responsible for repatriation should ensure that repatriated women are not illegally detained or forcibly tested for STDs or HIV/AIDS, or penalized in any way.
- Provide livelihood programs, credit schemes, health services, counseling, and legal services to those seeking help out of and after leaving prostitution.
- Embassy and consular officials and staff should be trained to handle trafficking cases, and cases of illegal recruitment, effectively and efficiently.
- Governments should provide compensation to trafficked women from the seized assets of traffickers, pimps, and other perpetrators.
- Governments in destination countries should provide internationally trafficked women with refuge, visa and/or refugee status, and protection from traffickers regardless of whether they have entered the country legally.

Sahara Group and Beyond Trafficking: Joint Initiative in the Millennium against Trafficking in Girls and Women. 2004. *Best Practices on Rehabilitation and Reintegration of Trafficked Women and Girls.* Nepal: Joint Initiative in the Millennium against Trafficking in Girls and Women.

This report presents the findings of a study on best practices in rehabilitation and reintegration of trafficked girls and women in Nepal. The study combines methodologies of empirical research and assessment of materials obtained through secondary sources, and includes case studies of seven survivors of trafficking.

Given the lucrative business of trafficking, as well as the relatively open border between the two countries, thousands of girls and women are trafficked from Nepal into India each year. Although most of the women and girls trafficked to India are sold to brothels for prostitution, some are further trafficked to other countries in the Gulf region. It is estimated that some 200,000 Nepali women and girls are in exploitative situations of prostitution in Indian cities. The proportion of rescued women to those affected is very low. Survey instruments demonstrate that 74 percent of trafficking victims are unmarried women and girls, and 70 percent fall in the 14-18 year age group.

Several rehabilitation centers have been established throughout Nepal to support trafficked women and girls, including ABC Nepal, Maiti Nepal, Karuna Bhawan, and Nava Jyoti. These centers provide immediate relief to sufferers and offer limited services in terms of education, health, and income generation, although the report indicates that these services are not always adequately available and not always coupled with counseling and other psychosocial support. An anti-trafficking network, supported by government agencies, international development organizations, the UN system, and community institutions, is taking root in the country.

Based on analysis of best practices in the rehabilitation centers included in this report, the authors recommend that the government, in collaboration with partners in the private and civil society sectors, undertake improved initiatives in the following four areas:

- **Rescue:** Strengthen mechanisms for using and sharing information, and enhance the quality of personnel involved in investigating trafficking cases, leading reforms among the law enforcement, investigating employment agencies, and maintaining a registry of missing persons.
- **Repatriation:** Establish systems for monitoring the trafficking of women and girls and investigating and prosecuting the traffickers to the fullest extent of the law. The government also should ensure that no trafficking sufferers repatriated from India or elsewhere is subject to arrest, detention, or compulsory medical testing upon their return.
- **Rehabilitation:** Encourage national level organizations to establish rehabilitation centers throughout the country. Support networks among organizations involved in rehabilitation for the better provision of vocational skills and psychosocial support.
- **Reintegration:** Establish a standard of assistance and social protection. Initial support activities should aim at enabling sufferers to recover from trauma and start a process for restoring self-esteem. Relevant needs to be met are related to safe housing, urgent medical and psychological care, interpretation services and cultural mediation, and legal counseling. These should be carried out through ongoing cooperation between government agencies, local government institutions, and NGOS. An effective monitoring and follow up system should be in place to measure progress and take corrective actions as needed.

The report also makes mention of a number of cross-cutting issues that need attention of agencies and institutions involved in addressing trafficking, including accession to international instruments relevant to suppressing the trafficking in women and girls, proactive information campaigns, community policing, creating social solidarity against trafficking, and involving the private sector in measures launched to overcome the problem.

Save the Children. 2003. *Exploring the Status of Reintegrated Girls: A Participatory Study.* Nepal: Save the Children.

This study seeks to explore the status of girls and women who were reintegrated to their home villages during the period of 2001 to 2003 in Kailali and Kanchanpur, Nepal. In recent years, female trafficking in Nepal has increasingly gained attention on an international level. While

there is growing cognizance regarding trafficking in Nepal, there is a lack of local research that examines this global phenomenon. Although stakeholders in Nepal recognize that trafficking occurs for other exploitative purposes, including circus work, factory work and domestic servitude, interest has centered on trafficking for prostitution. Existing data suggests that an estimated five to seven thousand women and children are trafficked into India annually for forced prostitution.

The primary research tool was a 90 to 120-minute qualitative interview, which was conducted as follows: in a group session with the Maiti Nepal Border Patrol team so as to understand their role in interception, their criteria for deciding whether or not to stop someone, and their understanding of trafficking and migration; a group session with Kailali district line agencies, including the District Development Committee (DDC), the District Police and the District Child Welfare Committee (DCWC); and a focus group with the Trinagar border police so as to help the researchers to understand their approach to combating trafficking and their attitude about women's movement. Finally, protection played a critical role throughout the entire study. Protection mechanisms were built into the study design in several ways so that the participants' safety would not be compromised.

The preliminary findings are based on a sample of twelve intercepted and reintegrated girls and women from Kailali and Kanchanpur, and have the potential to inform future research studies. The study authors recommend that further research be conducted before using these findings as evidence for programming.

- *Participants demonstrated a limited understanding of trafficking.* The participants expressed a general perception that trafficking was equated with "men selling girls in India." As one participant explained, trafficking means that "A broker takes girls to Bombay and sells them for money. They are beaten, not given food and "told to do bad things."
- *Trafficking is also indigenous.* Despite the general perception that persons are trafficked by "outsiders" to India, the study revealed that traffickers are also indigenous to the participants' communities. At times, the indigenous nature of trafficking is further demonstrated by the exploitation of persons within Nepali borders. Of the three trafficking cases that were identified, two cases involved local traffickers- including a neighbor and a family friend, and one case involved the trafficking of a girl within Nepal's borders.
- *Participants have a positive perception of Maiti Nepal's border activities.* The practice of border interception and the use of transit homes have undergone significant criticism both in Nepal and internationally for violating the rights of women. However, little research has been done in Nepal to capture the attitudes of the intercepted girls and women. Overall, most participants said Maiti Nepal has "done right" to stop them. Two participants who had previously traveled to India expressed that they would have preferred to continue on to India instead of being stopped. However, they both said that they were glad Maiti Nepal stopped them because it was dark, they had no money and no plans for how to arrive safely at their final destination in India.
- *Most participants experienced village and/or family stigma upon returning home.* Most of the reported stigma is in the form of gossip and name-calling. Three participants said that villagers think they had been prostitutes.
- *Change in attitudes about safe migration.* All participants expressed a change in attitude toward safe migration after their time in the transit home. Of the nine

participants who were migrating voluntarily, four participants were traveling alone; two were accompanied by their husbands; one was accompanied by neighbors; and two were accompanied by female friends. After their experience with interception and the transit home, two will not travel to India for fear of being trafficked into prostitution; six will not travel alone to India for security reasons; and one will not travel alone due to village stigma.

- *There are insufficient protection mechanisms in both programming and research.* While the study authors prioritized the protection of the study participants, without an existing system for outreach or follow-up, screening participants for the study was nearly impossible. The researchers had no mechanism to predetermine whether participation in the study would jeopardize the health or safety of participants¹⁰ because no information was available about their family and living conditions. Only after participants were contacted and brought to the transit home were the researchers able to inform them of the full scope of the study and ask them whether or not they wanted to participate in the study.

The study concludes with the following set of recommendations:

- Incorporate protection mechanism into programming and future research
- Design and conduct large-scale study of reintegration in Nepal
- Collaborate to develop a working definition of reintegration
- Develop systematized education that fosters safe migration and personal agency

Stiftelsen Kinnoforum. 2003. *European Good Practice on Recovery, Return and Integration of Trafficked Persons*. Stockholm: Swedish Ministry for Foreign Affairs.

This study examines organizations and initiatives in Russia, the Baltic States, and Central and Eastern Europe to identify from among them a diversified picture of what constitutes good practice regarding the recovery, return, and integration of victims of trafficking. Several methods were used to determine if the activities constituted good practice, including asking the organizations how they would evaluate their own activities and what constituted good practice in their view. Approximately 50 organizations and institutions were contacted in addition to numerous individual civil servants, experts, and researchers.

Eight initiatives were selected for presentation in this report—Terre des homes (Albania), Lara (Bosnia and Herzegovina), Animus Association (Bulgaria), Associazione on the Road (Italy), La Strada Moldova (Moldova), IOM Moldova (Moldova), Salvati Copii/Save the Children (Romania), IOM Cooperation in Ukraine (Ukraine), Women of Donbass (Ukraine), Revival of the Nation (Ukraine). Although each organization developed its own methods of best practice, they shared several common features, including the ability to work strategically, the development of strong psychological rehabilitation methods, as well as relying on innovative models of cooperation with other actors.

The study identifies several approaches and practices to return, recovery, and integration that the authors form the basis for what constitutes “good practice.” They are:

- The support of an empowerment and rights-based approach to facilitate the processes whereby trafficked persons cease to be victims and start being agents in control of their own lives, with the ability to regain trust in themselves and their own abilities
- The development of strong systems for cooperation between actors such as NGOs, IGOs, immigration authorities, law enforcement authorities, and policy makers both within and between countries of destination and origin. In addition, sustainable and effective cooperation is facilitated by a clear division of roles and responsibilities in agreements for cooperation among different parties, as well as the establishment of special sections within such authorities as the police and immigration for handling cases of trafficking.
- The recognition of special areas of expertise that are developed among task forces and working groups has proven important in the building of good practices. For example, multiethnic service providers have facilitated interpretation, cultural understanding, and mediation among victims.
- The institution of policies that help protect the human rights of trafficking victims, and that increase opportunities for them to recover and integrated in their home, or alternatively new, communities. These include:
 - Temporary or permanent residence permits in countries of destination
 - Policies for witness protection
 - National action plans and agreements of cooperation between NGOs and governments
 - Policies that grant NGOs the right to refrain from giving testimony regarding victims that they are assisting.
- The ability to be flexible and to carry out research to ensure the accuracy of methods using in recovery and integration
- The development of forward looking long-term solutions that rely on building referral systems and agreements for funding with governments.

Tzvetkova, Marina. 2002. "NGO Responses to Trafficking in Women." *Gender and Development, Vol. 10(1), March* .

As trafficking worldwide has become increasingly more sophisticated and widespread, some governments are implementing new legislation, hosting international conferences, and signing new and existing conventions. The United Nations and other Inter-Governmental Organizations (IGOs) are dedicating substantial resources to developing more effective solutions. However, the relative absence of government initiatives and assistance for trafficking victims means that it is NGOs who have taken up the challenge of organizing locally, nationally, and internationally to advocate for and meet the needs of victims, despite their limited resources.

This article provides an overview of NGO activity against trafficking in women for sexual exploitation. It is based on an exploratory study undertaken by the Change Anti-Trafficking Programme (ATP) in 2001. The article explores why NGOs are well placed to work with women victims of trafficking—they are considered to be more trustworthy and are not feared by victims—and their responses to the growing phenomenon in countries of origin and destination, including awareness raising; shelters; social, psychological, and medical advice and assistance; vocational training endeavors; legal and administrative support; and research. It presents a regional overview of NGO initiatives and concludes by discussing some of the main obstacles

faced by NGOs in combating trafficking for sexual exploitation, and women's and children's vulnerability to slavery-like practices.

United Nations Children's Fund (UNICEF). June 2006. *A Hard Homecoming: Lessons Learned from the Reception Centers Process in Northern Uganda, an independent study.*

This independent report was commissioned by USAID and UNICEF to examine assumptions and evidence about the needs and experiences of children and adults who have been forced to serve under the Lord's Resistance Army (LRA), and have subsequently escaped, surrendered or been captured by the Ugandan People's Defence Forces (UPDF). It focuses on the process of "reintegrating" formerly abducted people (FAPs) through reception centers, and the various challenges facing FAPs when they are reunited with their families. In addition it deals with a range of specific issues, including that of women who have been kidnapped, raped, impregnated by LRA combatants (commonly referred to as 'child mothers'), the role of the UPDF in the FAP return process, and the part played by the Amnesty Commission.

The field research for this study was carried out for 100 days during 2005 in all the war-affected districts of northern Uganda. A variety of methods were used, including semi-structured and open-ended interviews, participant observation, and a survey of FAPs who have passed through reception centers (based on a sample of 886 FAPs derived from reception center registers). All reception centers were visited and most of the large IDP camps. The majority of interviews were with the FAPs themselves or their families, but others were made with aid agency and reception center workers, soldiers, government officials and community volunteers.

The reception centers were found to be a valuable resource for many of those FAPs that spend time in them. Their most important role was found to be the provision of a safe space in which the FAPs could adjust to the transition from the LRA to the IDP camps. For some it enabled them to recover from injuries before having to cope on their own.

However, the research team found that the skills training courses offered at various reception centers were not very effective, and that attitudes to FAPs were not always appropriate. A complaint of adult FAPs was that they were treated as if they were children. Children also resented being patronized. The most commonly reported complaint about the centers was that things promised were not provided.

In addition, the research team found that little or no psychological assistance is provided at the reception centers, and none of those observed giving counseling to FAPs were trained therapists. Counseling is interpreted as teaching FAPs how to behave. The word 'trauma' is often used, and some ideas from psychotherapy inform efforts to help FAPs tell their stories, and even act out what has happened to them. But there is no system of monitoring the effects of these strategies, and the lack of trained staff involved is grounds for concern.

The numbers passing through the centers have varied from year to year. It peaked at over 4,000 in 2003, and declined to around 600 in 2005. Partly because the numbers arriving were so high for a period and the security situation in the IDP camps so poor, very little was done to follow up on those who had passed through in the past. Centers are trying to rectify this, but

progress has been slow. Follow up of individual cases remains very limited. Only 13 percent of the 248 FAPs who were traced had been followed up in any way at all (including visits from researchers and aid agencies).

Some FAPs have been visited up by Community Volunteer Counselors (CVCs), and some agencies hope to use the CVCs to develop a more holistic approach to follow up rather than follow up of specific individuals. The result is that increasing demands are likely to be placed on CVCs. The research team found that their capacities and commitment were diverse. Many volunteers also expected some form of remuneration for their efforts.

The key conclusions include:

- Most FAPs who pass through the reception centers live in IDP camps.
- The return of an FAP may place family networks under strain.
- The involvement of adults in the war has been underestimated.
- Not all FAPs have a negative view of their time with the LRA.
- Large numbers of those who return after being 'abducted' by the LRA are outside of the official system.
- The Amnesty Commission lacks credibility.
- Under age recruitment into the LDUs was noted as common practice.
- Reception centers offer a place of safety for FAPs before living in IDP camps.
- Psychosocial assistance provided at reception centers does not involve psychotherapy.
- There is limited follow-up for FAPs who have passed through the reception centers.

The key recommendations include:

- Sending FAPs to insecure IDP camps needs to be questioned and addressed by the concerned authorities especially government.
- There is an acute need for donors and agencies to resist received wisdoms about what is happening in northern Uganda and base interventions on robust evidence.
- Donors need to resist pressures to support population control strategies.
- Some IDP camps should be broken up as soon as possible, while others should be turned into permanent peri-urban centers with adequate services.
- Coordination between agencies working on the ground and between reception centers needs to be improved.
- Where trauma therapy is required, trained staff should provide it.
- Support should be provided for LRA peer support groups but careful monitoring is essential.
- The focus on 'child mothers' should be revised. Support projects should be targeted at those women in acute need, rather than just those who have spent time with the LRA. More generally, funding should also be shifted toward improving the livelihoods of vulnerable women in the region as a whole.
- Efforts should be made to ensure that the breaking up of the camps does not lead to the immediate expansion of urban slums.

- Donors and aid agencies must work with the government and the UPDF to improve the security situation. Without that happening, what can be achieved will remain very limited.

United Nations Children’s Fund (UNICEF). 2005. *Trafficking in Human Beings, Especially Women and Children in Africa*. Innocenti Research Centre, Italy: UNICEF.

In recent years child trafficking has gained visibility as a major violation of children’s rights, a priority concern for the UNICEF Innocenti Research Centre. This research reaffirms this priority and builds upon previous UNICEF and IRC work on child trafficking in eight countries in West Africa—Benin, Burkina Faso, Cameroon, Côte d’Ivoire, Gabon, Mali, Nigeria, and Togo. It is framed by the important international normative framework agreed upon by the international community, particularly the Convention on the Rights of the Child and its Optional Protocols, the Palermo Protocol to the UN Convention against Transnational Organized Crime and the ILO Convention 182 on the Worst Forms of Child Labour.

As the study illustrates, in the fight against trafficking in children and women, there are strong expectations for targeted programs and strategies, for early warning mechanisms, and preventive actions. There is a clear need for effective laws and plans of action, for the investigation and efficient prosecution of all cases, as well as for successful return and reintegration of victims. Moreover, reliable, objective and disaggregated data is instrumental in this regard. Yet the present research shows how little we still know about this reality; how the clandestine nature of child trafficking obscures our understanding, and how often the risks of trafficking are ill-perceived by families and communities. There is evidence of how frequently a clear normative framework is lacking or insufficiently enforced; how often the trans-national and cross-regional dimension of child trafficking is ignored and how children become victimized by traffickers, as well as by systems designed to protect them, be it in the countries of origin, transit, or destination, and during the repatriation process.

The study argues that there is an urgent need to set in motion a process of political engagement and action at the international, regional and national levels. It is imperative to operationalize agreed international commitments through concrete programs and interventions implemented by critical players. There are high expectations of real progress, and these expectations must be met. The recognition that it is critical to map out what is already known led this work to focus on a mapping exercise in African countries. Using this as a starting point, this study focuses on existing national legal frameworks and policy approaches to deal with trafficking in children and women. Moreover, it explores ways of enhancing existing international cooperation and inter-agency dialogue to combat trafficking within Africa, including through relevant regional mechanisms.

United Nations Children’s Fund (UNICEF). 2004. *Let’s Talk: Developing Effective Communication with Child Victims of Abuse and Human Trafficking*. Kosovo: UNICEF.

Many of the victims of violence, abuse, and human trafficking are children who have experienced sexual, physical, and emotional trauma. They may have physical illness or

psychological problems as a result of their experiences. As this handbook notes, it is imperative to their recovery and survival that the professionals who come into contact with them understand their needs and to respond to them appropriately. Although, these professionals include care-takers in shelters and involved in repatriation and reintegration programming, it can be these individuals that are themselves abusive to the children they should be protecting.

This handbook is based on UNICEF's Guidelines for the Protection of the Rights of Children Victims of Trafficking in Southeastern Europe and the principles of protection and respect for human rights set out in the United Nations Convention on the Rights of the Child. The handbook is intended first as a training resource and includes information for skills training, including the qualities of a good listener and a good communicator with children. It is also to be used as a reference book for practitioners dealing with specific problems, for example, the effect of posttraumatic stress on children, memory, or difficulty in communicating. Finally, it provides reference for future reading and research.

United Nations Children's Fund (UNICEF). 2004. *Trafficking in Children in Kosovo: A study on protection and assistance provided to children victims of trafficking. Kosovo: UNICEF.*

This study is an analysis of the extent of child trafficking in Kosovo, the procedures followed by actors involved in the protection of child victims of trafficking, and the services available for child trafficking victims based on the UNICEF/Stability Pact "Guidelines for Protection of the Rights of Children Victims of Trafficking in South Eastern Europe." The UNICEF/Stability Pact Guidelines, developed by UNICEF and endorsed by South Europe's Stability Pact, define "standards for good practice with respect to protection and assistance of children victims of trafficking." Signed by Kosovo UNMIK representatives in December 2003, they cover all stages of victim assistance, from recovery through final reintegration.

The study was conducted through an analysis of data and statistics that document victims' profiles, the recruitment process, and the numbers of victims and forms of exploitation. In addition, the report covers the different stages of victim assistance, from initial victim identification through final reintegration, assessed on the basis of the UNICEF/Stability Pact "Guidelines for Protection of the Rights of Children Victims of Trafficking in South Eastern Europe". The study also examines the extent to which the UNICEF/Stability Pact guidelines are being used in Kosovo and includes recommendations on how to improve them to fit the Kosovo context. Testimonies from victims residing in shelters provide their unique perspective on the assistance and protection programs in which they partake.

The study concludes with numerous recommendations based on the following rehabilitation phases: identification and referral phase, the assistance and shelter phase, and the reintegration phase. There are also recommendations for a more protective environment for children, combating gender discrimination, improvement of statistics and data collection, and for those working on criminal justice and child victims. Below are a sample of some of the varied recommendations made by the report:

- Include men and boys in awareness raising efforts on gender equality and women's and children's rights;
- Treat a victim of trafficking, whose age has not yet been identified, but who gives reason to believe is a child, as such until the actual age has been verified;

- Train NGO and CSW personnel on how to prevent re-victimization of the victims;
- Provide possibilities for long term solutions for foreign children who for different reasons cannot be repatriated to their country of origin;
- Ensure that child witnesses are fully informed about the security issues involved in testifying before giving a statement.

United Nations Children’s Fund (UNICEF). 2002. *Child Trafficking in West Africa: Policy Responses*. Innocenti Research Centre, Italy: UNICEF.

This study examines policy responses and programming trends to combat the growing specter of child trafficking—a serious and far-reaching denial of children’s rights. It is set against a background of growing concern about this phenomenon and the rapid growth of activities intended to address it. International organizations, national governments, law enforcement authorities/institutions, development agencies, and the media are all focusing on this issue and, as a result, the number of players and interventions is increasing, calling for an enhanced focus on policy responses—the framework in which these interventions are taking place.

The study focuses on West and Central Africa, where strenuous advocacy efforts by UNICEF and its partners, coupled with massive media coverage, have helped to push this issue up the agenda. It focuses on the policy trends on child trafficking in eight countries: Benin, Burkina Faso, Cameroon, Côte d’Ivoire, Gabon, Mali, Nigeria, and Togo. It includes examples of good practice and stresses the potential for greater cooperation between the main international agencies working on this issue.

The methodology for this study was based on field-based research, including interviews with key actors and visits to specific areas where projects for trafficked children have been put in place. This study is a synthesis of the findings of national analyses produced by the Project and refers to a specific research period: December 2000 to June 2001.

Part One focuses on the international normative framework on child trafficking, including the international human rights standards that commit nations to act on this issue. It examines the definitions of child trafficking and the increasing convergence of anti-trafficking strategies in West Africa. Part Two analyses perceptions on child trafficking, which vary from country to country. This section also examines the varying perceptions of child trafficking as a child labor or clandestine migration issue, the role of the media, and the heterogeneity of policy responses. Part Three is a thematic review of the national policy responses in West Africa. The study highlights the impact of awareness raising campaigns, the role of education, the challenge of monitoring borders, and the lessons learned in prevention initiatives in recent years. Examining protection responses, the study stresses the need for a stronger legal framework and a careful review of repatriation as a predominant response to child trafficking. Part Four summarizes UNICEF policy and programming responses on child trafficking in West Africa, outlining its mandate on this issue, its regional strategy and its main activities. Finally, Part Five calls for greater inter-agency collaboration on child trafficking in the region, giving examples of cooperation and areas of complementarity.

The study's goal is to boost awareness of child trafficking and its inter-country nature, enhance national capacity to address this phenomenon, and inform policy responses and interagency cooperation. Its results have been discussed in a range of forums to create a team of colleagues and partners who can use the findings to support all actors in the struggle against child trafficking. It is intended to be a tool for those working on this issue.

United Nations Office for the Coordination of Humanitarian Affairs-Integrated Regional Information Networks (IRIN). 2004. "Rwanda: Focus on helping former child soldiers," 22 Jan.

This article discusses former Rwandan child soldier combatants, who continue to return from the Democratic Republic of the Congo (DRC) after being forcefully recruited for fighting, and serve as porters and spies for armed groups. As stated under the Rwanda Demobilization and Reintegration Commission (RDRC), former child soldiers go through three months of rehabilitation before being reintegrated into society. Although a high number of boy child soldiers have been demobilized and reintegrated into society over the last several years, little is known of what happens to the girls who once served in militia groups in the DRC, who were known to have been involved in the fighting, as well as serving as cooks, porters, or spies. Although statistics are difficult to ascertain, humanitarian agencies believe the number of former girl soldiers to be high. Yet, few girls have gone through the rehabilitation camps. The RDRC reports handling only one girl out of 450 child soldiers between 2001 and 2003. It is important to note, however, that whether this is because only one girl came forward or because others came with her but were turned away, the issue of how girl soldiers get assistance needs greater scrutiny.

USAID. Not dated. *Minimum Standards of Care and Support for the Victims of Trafficking and Other Forms of Violence in South Asia. Regional Action Forum on Strengthening the Care of Survivors/Victims of Trafficking and Other Forms of Violence. Washington, D.C.: USAID, South Asia Regional Initiative/Equity Support Program.*

Over the past decade the movement of individuals, particularly of women and children, across national and international borders has increased in South Asia. These migrants are vulnerable to human rights abuses, especially trafficking for sex trade and domestic violence. NGOs and NGO networks in the region have been active in developing programs to improve the implementation of legal protections for vulnerable populations and to rehabilitate survivors/victims of violence. The South Asia Regional Initiative/Equity Support Program (SARI/Equity) is designed to support and reinforce these initiatives at the regional level by improving the implementation of laws and policies that protect women and children, fostering safe migration, and strengthening the care of survivors/victims of violence. To effect these changes, SARI/Equity works closely with NGOs, other civil society institutions, and governments in India, Bangladesh, Nepal, and Sri Lanka.

The Regional Action Forum on Strengthening the Care of Survivors/Victims of Trafficking and Other Forms of Violence, supported by the AED-SARI/Equity Program has worked with voluntary organizations and state institutions to facilitate the mainstreaming of innovations and the development of good practices in the area of shelter care for trafficking victims. Care and support to the victims of trafficking and other forms of violence are responsibilities shared by both the voluntary and the state sectors. While questions of principle are being raised about the suitability of "institutional" solutions to social problems, particularly to those which have a

potential of causing stigma for victims in a given situation, no viable alternative appears to exist at the moment. Obviously, intervention should focus on improving the quality of services. Practitioners agree that, with a few exceptions, care and support for victims of trafficking and other forms of violence have remained low both quantitatively and qualitatively. The lack of quality services has led to the re-trafficking of rescued victims and has in many instances negatively influenced the readiness of the law enforcement agencies engaged in rescue operations. In addition to the lack of resources, motivation, accountability, sensitivity and monitoring have often been wanting in care institutions. Under those circumstances, victims already traumatized by the situation from which they have been rescued experience serious frustration, become non-cooperative and at times even hostile toward service providers. Victim cooperation in investigation and prosecution is thus seriously jeopardized.

These best practices have been compiled in a handbook aimed at facilitating the broader goal of mainstreaming minimum standards of care and support in South Asia. The following issues are covered in the handbook:

- Rescue: conformity with the law, privacy/protected identity, services, separation, transfer, recovery, and restitution
- Shelter Homes/Other Residential Institutions: location, design, safety, space, environment, bathrooms/washing facilities, nutrition, clothing, personal appearance, identity, access to records, reception/orientation, health, crisis handling training, behavior management and discipline, faith, addiction, recreation, access to victims, education, life skill education, empowerment, medical services, counseling services, legal assistance, adherence to the law, prosecution, witness protection, economic rehabilitation, and vocational training and guidance
- Case management systems: tracking systems, and confidentiality
- Repatriation: repatriation,
- Reintegration: movement in and out of shelter, and linking with support systems 152
- Management and staff: adequacy in quality, quality in performance, participation, transparency, selection, gender, management/resources, in-service training, orientation, complaints procedure, accountability, monitoring, and adequacy in number

USAID. 2006. *Displaced Children and Orphan's Fund. Portfolio Synopsis 2005-2006.* Washington, D.C.: USAID.

Since its inception in 1989, the USAID's Displaced Children and Orphans Fund (DCOF) has been working to improve the well-being of children, families, and communities in areas both in and out of the world's spotlight. The Fund has provided more than \$160 million to support projects in approximately 40 countries from Azerbaijan to Zambia. DCOF emphasizes projects that are community-based—developed in close collaboration with local organizations, coalitions, and community members—and target the specific needs and strengths of the regions and populations they serve.

DCOF projects are guided by five core principles; each program is: community-based, culturally grounded, results oriented, comprehensive, and collaborative. Programs must be child-focused and demonstrate measurable improvements in the social, psychological, educational, and economic well-being of beneficiaries, as well as progress in capacity building and institutional strengthening. Projects focus on:

- re-integrating children into families or family-like situations and ensuring community inclusion
- strengthening systems of support, including networks of social services, community resources, and policies
- economic strengthening for families, adolescents, and communities

This publication documents that in 2004, DCOF projects operated in roughly 19 countries, addressing such diverse issues as the demobilization and social re-integration of child soldiers, countering child trafficking, addressing family and community dissolution, and encouraging innovative micro-finance programs for adults and young people alike.

DCOF programs focus on building capacities to meet the needs of vulnerable children. In addition to identifying and providing resources, DCOF supports efforts to reinforce children's own coping strategies and to address family and community structures and systems for caring for children in the midst of conflict, crisis, or economic stress.

USAID. 2006. *Ecuador Anti-Trafficking Assessment, February 28–March 15*. Washington, D.C.: USAID.

In June 2005, Ecuador was ranked a Tier 3 country by the annual U.S. State Department Trafficking in Persons Report (TIP). The report declares that Ecuador is a country of origin, transit, and destination in human trafficking for the commercial sexual exploitation and forced labor of adults and children. In September 2005, as a result of the U.S. Government's national interests in sustaining political stability and economic development in Ecuador, the country received a waiver from sanctions aimed at countries classified as failing to comply with the minimum standards to combat human trafficking.

Since the release of the 2005 TIP report, the Government of Ecuador has taken significant steps toward responding to its human trafficking problem. The Government of Ecuador has recently passed domestic legislation criminalizing trafficking in persons in its various forms of exploitation. Ecuador's civil society has stepped up efforts to fight trafficking through their involvement in nationwide awareness-raising campaigns and grassroots safe migration education, and by developing more targeted shelter services for trafficking victims. In addition to the recent efforts mentioned above, in 2004, the Government of Ecuador, by presidential decree, formed an inter-institutional committee, mandated with fighting trafficking in persons through a national action plan that is pending presidential approval. Several key government partners, such as the National Council on Children and Adolescents and the National Council on Women, are also working on action plans outlining their participation in fighting human trafficking.

To better support of the Government of Ecuador's efforts, USAID/Ecuador made a request for an anti-trafficking assessment to develop a targeted Mission strategy to battle trafficking. Conducted from February 28–March 15, 2006 by the EGAT/WID-funded Anti-Trafficking Technical Assistance Task Order managed by Chemonics International Inc., the purpose of the assessment, as defined in the Scope of Work, was to gain new knowledge on the scope of human trafficking in Ecuador through the collection of best practices, lessons learned, and trafficking trends and to assist the Mission in defining their anti-trafficking strategy.

Based on a thorough analysis of research and documents on anti-trafficking and meetings with over 40 U.S. and Ecuadorian government officials, civil society, and international donors in Ecuador, the assessment team identified key areas in need of attention on the basis of the U.S. Department of State's three P format—prevention, prosecution, and protection. The following are a few activities the Mission could undertake to assist the Government of Ecuador:

- Prevention: Assist national and local civil society, governmental bodies, and others working on human trafficking prevention, protection, prosecution, and reintegration through the creation of networks with those working on the same anti-trafficking matter
- Prosecution: Support law enforcement and legal professionals to work independently and individually to better identify, investigate, and prosecute human trafficking cases
- Protection: Build and strengthen the overall technical capacity of law enforcement, legal entities, and government officials to protect victims and witnesses, and of social service providers to attend to victims' needs

The Government of Ecuador has limited funding to allocate to its anti-trafficking efforts. Therefore, in addition to its partnership with USAID, support for the country's progress has been made possible through the private sector, international organizations, and a host of bilateral government donors.

USAID. 2006. *Indonesia Analysis of United States Government Funded Anti-Trafficking Activities, February 6-21*. Washington, D.C.: USAID.

Since 2001, when the United States government (USG) began funding anti-trafficking activities in Indonesia, important accomplishments have been made, including a significant increase in awareness and understanding of human trafficking among the Indonesian government, police, and civil society. In 2002, the Government of Indonesia (GOI) led a multidisciplinary effort to develop a National Plan of Action for the Elimination of Trafficking in Women and Children (NPA), involving a wide-range of government departments, non-governmental organizations (NGOs), and community groups. Although the international donor community still contributes the bulk of funding for anti-trafficking efforts, since the establishment of the NPA, the GOI has substantially increased funding for anti-trafficking activities, including prevention campaigns and victim services.

At the request of the USAID/Indonesia, an anti-trafficking assessment was conducted from February 6–February 22, 2006, through the Anti-trafficking Task Order (ATTO). The purpose of the assessment was to: conduct an analysis of existing United States Government (USG)–funded anti-trafficking activities to pinpoint gaps, duplication, and complementary program areas; identify priorities for future programming; and develop a strategic approach for the USG Mission in Indonesia to effectively combat trafficking in persons.

The assessment found that although the development of specific anti-trafficking legislation has been slow, there have been significant accomplishments, including the passage of a Migrant Worker Protection bill and a Law on Child Protection, development and dissemination of awareness-raising tools, including documentary films, comic books, and tool kits, have been widely disseminated and used throughout the country, and the implementation of a new model for victim assistance recently established by International Organization for Migration (IOM).

Although there has been significant progress to date, this assessment noted that there remain difficult challenges ahead. In particular, the migrant worker system, especially as it applies to domestic workers, puts them at a great disadvantage, increasing their vulnerability to trafficking activity. Migrant workers face abuses both at home and abroad. There is also resistance in destination countries to change the regulations that put migrants at risk for exploitation, a general lack of law enforcement against traffickers, and a lack of assistance for victims of trafficking.

The use of debt bondage is a pervasive element in the trafficking of migrant workers and the commercial sexual exploitation of women and girls. In addition, Indonesian society continues to accept debt bondage as a fact of life for the impoverished, legitimizing one of the main tools used by traffickers to keep people in situations of forced labor.

Additionally, there are an estimated 700,000 children working as domestics within Indonesia. Many of these children work in conditions akin to slavery and most of them are denied the basic rights of a child as defined by the U.N. Convention on the Rights of the Child . There is resistance to regulating this sector and a general belief that the work is structured to benefit the child, despite significant proof to the contrary.

Awareness-raising and victim assistance services within Indonesia face challenges due to the scope of the trafficking problem, the vast size of the country, and the rural demographic of the at-risk population. Although many innovative approaches have been applied, there has not yet been a systematic assessment of the impact of these programs. Awareness-raising activities have also had a somewhat limited reach geographically, leaving out key provinces with significant trafficking problem such as West and East Nusa Tenggara, Papua, Maluku, and many parts of Sulawesi.

Finally, the assessment notes that there are many constraints to effective law enforcement against human trafficking. These restrictions include a lack of coordination and information sharing among different police units; corruption throughout the legal system; the ownership or protection of trafficking related businesses by members of powerful interest groups (e.g. entertainment venues catering to the police and military and migrant worker placement companies by influential businessmen and politicians); case specific problems such as a frequent lack of evidence in trafficking cases; and a reluctance from the victims to file criminal charges against the traffickers.

USAID. 2006. *International Justice Mission Anti-Trafficking Program in Cambodia: Assessment*. Washington, D.C.: USAID.

Cambodia is a source, transit and destination country for children and adults trafficked for sexual exploitation and forced labor. Khmer and Vietnamese women and girls, both within Cambodia and from other countries, are trafficked into the commercial sex trade, often ending up in tourist destinations such as Siem Reap, Sihanoukville, Phnom Penh, and until recently, Svay Pak. The majority of trafficking victims come from rural areas. Traffickers recruit victims within their villages, while they are attempting to migrate, or soon after arrival to an urban area.

USAID has provided funding for a number of organizations to implement anti-trafficking activities in Cambodia. In September 2003, USAID's Office of Women in Development (WID Office), provided \$994,761 to support the International Justice Mission's (IJM) 2-year anti-trafficking program in Cambodia. This cooperative agreement marked the first funding that IJM had received from USAID. IJM's programs to combat trafficking focus on rescue and prosecution through investigations of trafficking, provision of technical assistance to the police and support for brothel raids and prosecutions of traffickers.

An assessment of the IJM anti-trafficking program in Cambodia was conducted from November 1- 11, 2005 by USAID. The purpose was to determine whether IJM met its objectives and to identify the strengths and weaknesses of its proactive rescue and prosecution approach within the Cambodian context. IJM's objective in Cambodia is to reduce the victimization of minors who are at risk of, or who have been trafficked into sexual exploitation, through three activities:

- 1) Establishment of a permanent office in Phnom Penh;
- 2) Investigative training for officers of the Anti-human Trafficking Juvenile Protection Unit (AHTJPU); and
- 3) Legal advocacy to ensure prosecution of human traffickers

The assessment includes a review of pertinent documents, a pre-trip meeting with IJM/Washington to discuss the assessment and extensive interviews with stakeholders during a two-week visit to Cambodia. Although the purpose of this assessment centered on the IJM cooperative agreement, it was important to look at IJM's approach and work within the context of the human trafficking situation in Cambodia and of their relationship to other anti-trafficking programs. IJM's approach is only one piece, albeit an important one, of the strategy needed to combat trafficking. Its effectiveness depends, importantly, upon connections and collaboration with those who are working on other components of the strategy to eliminate trafficking, particularly aftercare, legal representation and law enforcement.

Prior to this cooperative agreement IJM did not have an office in Cambodia, although it was working in the country. At that time, NGOs and the government saw IJM's approach to investigations and rescues as uncooperative and aggressive. IJM took a very central and activist role in the actual raids and rescues. During the past two years, IJM has established a permanent office and staff in Cambodia and has become much more open and approachable.

The organization is working well with the police who now are taking the upfront role in the raids and rescues and who have benefited from the training provided by IJM.

IJM's efforts play a useful role in fighting trafficking in persons in Phnom Penh. Its investigations provide thorough and valuable evidence, sufficient to obtain convictions of traffickers. IJM has forged strong collaboration with AHTJPU in the Ministry of Interior and the Municipal police. Its investigation of brothels using underage girls and its quick action in mobilizing the police to organize raids on brothels and rescue victims is proactive and effective. IJM has exceeded the number of trainings, rescues and prosecutions originally targeted.

Corruption and poorly trained law enforcement are exogenous factors with which IJM must contend. Despite these significant obstacles, IJM has continued to respond in a proactive and aggressive manner, and to increase cooperation within the anti-trafficking community. In light of some criticisms of IJM for lack of collaboration with NGOs and certain government ministries, IJM should continue to work on building bridges with several government departments, particularly the Ministry of Women's Affairs, and Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSAVY), as well as with international NGOs, UN agencies and local NGOs.

USAID. 2006. *Trafficking in Persons: USAID's Response*. Washington, D.C.: USAID.

This report documents the extensive work that USAID has done to support the U.S. Government's fight against trafficking in persons. Over the past five years USAID has supported anti-trafficking activities in more than 70 countries tailored to the conditions of the country. Most prevention programs combine awareness raising and education, employment, and income generation. Protection programs include training and other support for local providers of victim services, as well as direct support for shelters. To improve prosecution of traffickers, USAID provides anti-trafficking training for law enforcement and the judiciary.

USAID support for anti-trafficking activities in 2005 totaled \$21.34 million, of which \$15.18 million was from USAID resources and \$6.16 was from the President's Anti-Trafficking Initiative. African countries received \$2.2 million; Latin American and Caribbean Countries received \$7.58 million (including \$6.16 million from the President's Initiative); \$3.4 million went to countries in Asia and the Near East; and, countries in Europe and Eurasia received \$7.86 million. The Office of Women in Development (WID), which coordinates USAID's anti-trafficking efforts, provided \$300,000 in worldwide technical assistance as well as contributing to activities in Madagascar and Nepal

This report attempts to document the magnitude of this modern-day slavery, a phenomenon that is difficult to calculate. According to 2004 U.S. Government data on transnational trafficking, of the estimated 600,000 to 800,000 men, women and children trafficked across international borders each year approximately 80 percent are women and girls and up to 50 percent minors. The data also showed that the majority of transnational victims are trafficked for commercial sexual exploitation. The number of individuals who are trafficked within their own countries would add significantly to these figures.

Beyond detailing what USAID has done worldwide to combat slavery, this report gives special attention to commercial sexual exploitation and sex tourism; forced labor, debt bondage, and involuntary servitude; and vulnerability born out of wars, conflict, and natural disasters.

USAID. 2005. *Albania Anti-trafficking Evaluation, November 6-19. Washington, D.C.: USAID.*

This evaluation was requested by USAID/Albania in the context of developing its multi-year country strategy on anti-trafficking, with particular focus on the two existing anti-trafficking projects that commenced in 2003 and come to a close in 2006. These are: The Albanian Initiative: Coordinated Action Against Human Trafficking (CAAHT), a three-year \$4.5 million contract with Creative Associates International Inc. (CAII); and Transnational Action against Child Trafficking (TACT), a three-year \$1.7 million cooperative agreement implemented by the Swiss NGO, Terre des homes (Tdh) with the support of six donors. The evaluation was comprised of three stages: 1) literature review and fieldwork preparation; 2) fieldwork in-country; and 3) report preparation. The evaluation was not designed as research: thus, the result is an analytical evaluation rather than a precise measure of program impact. As the objective of the evaluation was not to assess the trafficking situation in Albania, it does not present new findings in terms of how trafficking occurs within and from the country.

In terms of USAID/Albania's anti-trafficking (AT) programs, the main overall program impacts have been (i) the infusion of funds and attention to AT efforts, (ii) the focus on government involvement in AT work at the national and local level, (iii) strengthened civil society on AT and associated issues, and (iv) a highlighted importance of monitoring and evaluation (M&E) on program work. Program impact has been limited, to varying degrees, by aspects of the M&E systems and gaps in strategic coordination among TACT, CAAHT, and existing networks.

Program impact in the CAAHT Program includes the engagement of local and national government in AT efforts, connection and cooperation between grantees, including joint projects, institutional capacity building to Phase Three grantees, and a wide dispersion of funds to NGOs throughout country. However several weaknesses remain, including a slow start and delayed grant process, limited grant period and no planned renewals and/or no cost extensions, and limited technical expertise on trafficking with CAAHT.

Program impact in the TACT Program includes increased political attention to child trafficking at national and international level, including through BKTF, existing network of partners on combating child trafficking in Albania, facilitated bilateral cooperation between child trafficking NGOs and government in Greece and Albania; and the establishment of referral and protection mechanisms with NGO partners. However several weaknesses remain, including the reintegration of trafficking victims without adequate family and security assessment, six months as 'successful reintegration' means limited monitoring in spite of continued vulnerability

Overall findings regarding the program design, implementation, strategy and operations include the need for standardization of case management, including development of protocols, inadequate attention to the professionalization of government and NGO service providers, need for staff training and professional skills development within CAAHT and TACT, overall lack of baseline data against which to measure program results and impact, inadequate outreach to minority community organizations and leaders, need for attention and adjustment to the Monitoring and Evaluation Component. Overall findings on the level of coordination and collaboration with the Albanian Government, donors and NGOs include information sharing vs.

collaboration, lack of action-oriented results within coordination meetings/mechanisms, lack of strategic coordination between TACT and CAAHT programs (e.g., prevention, referrals, duplication, regional working groups), and the need to explore other avenues of coordination (International Consortium Meetings, IOs).

The report concludes with a series of forward looking issues and recommendations. These include the need to address trafficking within the framework of social protection, to focus on sustainability of trafficking efforts as well as an effective exit strategy, to develop case management protocols as well as standards of care, to further strengthen and tailor M&E efforts, to foster increased coordination between AT organizations and programs, to foster increased attention on Roma and Egyptian minorities in AT efforts, to consider the possibility of other forms of trafficking and profiles of victims in future programs, and to examine the implications of withdrawing funds, given USAID's prominence as AT donor in Albania.

USAID. 2005. *Dominican Republic Anti-trafficking Evaluation, October 24-December 19.* Washington, D.C.: USAID.

In June of 2005, the U.S. State Department ranked the Dominican Republic on the Tier Two Watch List of countries, identified as not meeting minimum requirements to combat trafficking in persons. The Dominican Republic has been recognized as a country of origin, transit, and destination in human trafficking for the exploitative purposes of commercial sex, forced labor, pornography, domestic servitude, and forced marriage. To address the situation USAID/Dominican Republic (USAID/DR) requested an anti-trafficking assessment, conducted from November 6-19, 2005 by the EGAT/WID-funded anti-trafficking technical assistance task order managed by Chemonics International Inc. The purpose of the assessment was to carry out a review of the scope of trafficking in persons (TIP) in the Dominican Republic, assess efforts and identify gaps in response to TIP, and provide recommendations for a possible programmatic response by USAID/DR.

The assessment identifies the following areas in which the Dominican Republic's response to human trafficking has proven most effective: preventive youth education and awareness-raising, organized civil society participation against family violence, and anti-trafficking coalition-building among state entities. Despite the limited advances made by the Dominican Republic in recent years, a number of gaps remain and improvements can be made. Identified gaps included the low prosecution rates of trafficking or trafficking-related cases, the failure to address the root causes of the problem, and the institutional weaknesses of the Comité Interinstitucional de Protección a la Mujer Mígrante (CIPROM).

The assessment team conducted a literature review, followed by two weeks of field work in the Dominican Republic that included over thirty interviews with government, civil society organizations (CSO), and international organizations. Based on the information obtained and an analysis of the situation, the following programmatic responses were proposed:

- Support continued efforts by key civil society organizations to provide at-risk groups and vulnerable communities with anti-trafficking awareness-raising, as well as peer counseling, remedial education, and vocational skills training
- Promote anti-trafficking public awareness campaigns through material dissemination, and organized fora and media depicting the testimonial realities experienced by trafficked victims

- Strengthen the CIPROM national committee by identifying an improved alternative coordination mechanism for its members, securing responsible participation by key ministries (e.g., tourism, youth), and formalizing a sustainable strategic partnership among the members (this concept is commonly referred to as a “national referral mechanism”)
- Provide capacity-building for the only operational CSO-managed shelter for trafficked victims
- Empower law enforcement and legal professionals through specialized, sustainable trainings to properly identify, investigate, and prosecute alleged cases of human trafficking and foster reform and implementation of an effective witness protection program
- Develop technical expertise of state and non-state partners by promoting the exchange of lessons learned and best practices through sponsored participation at regional and/or international conferences and skills training seminars
- Address root causes by integrating anti-trafficking awareness-raising into the strategic objective activities under implementation by the Mission
- Establish a periodic forum where international and government donors can exchange information, coordinate program activities, and build consensus
- Ensure greater allocation of state funds for anti-trafficking responses

USAID. 2005. *Guatemala Anti-trafficking Activity Review, August 1-6. Washington, D.C.: USAID.*

Trafficking in persons has emerged as a growing human rights problem in Guatemala, disproportionately affecting women and children. While Guatemala is a source and destination country for trafficking, it is mostly a transit country for victims attempting to enter the United States. According to the June 2005 State Department trafficking in persons report, a recent trend seems to be the disappearance of Guatemalan girls once they are trafficked out of Guatemala. There are also cases of children, who are attempting to reach their families in the United States, being trafficked and exploited. Despite being considered a middle-income country, there is a polarization of the rich and poor with extreme levels of poverty in rural areas and in indigenous populations. Poverty is only one of many factors that contribute to trafficking in persons. Gender discrimination, high levels of violence, lack of awareness, and lack of appropriate legal responses converge to allow these “slave like” practices to continue.

There recently has been increased political will in the Government of Guatemala to tackle trafficking in persons. Over the course of the last two years, the National Civilian Police force created a Trafficking in Persons Unit within the Criminal Investigative Service, the Public Ministry has created a Special Prosecutors Office for Trafficking in Persons and the Attorney General’s office has organized specialized anti-trafficking units throughout the country. In February 2005, the Guatemalan Congress passed legislation improving the legal framework to combat trafficking. However, there is not a comprehensive anti-trafficking law and penalties for traffickers remain low. Raids on bars and brothels resulted in 40 arrests and six convictions in 2004.

The Anti-Trafficking Task Order (ATTO) worked in collaboration with the Women's Legal Rights Initiative (WLR) to conduct an activity review in Guatemala from August 1-6, 2005. Both of these projects are task orders funded through USAID/EGAT/WID. This anti-trafficking activity review included a literature analysis before traveling to Guatemala and the interviewing of relevant government officials, NGOs, and International Organizations during a field visit. The literature analysis and field interviews resulted in this report, which identifies gaps in programming and makes specific recommendations.

Guatemalans tend to view trafficking as a "fact of life" resulting from high levels of poverty and lack of opportunity. Few public awareness campaigns have been conducted to warn the public about the realities and dangers of trafficking. Due to the lack of data on trafficking in persons in Guatemala, the problem is difficult to quantify. Those interviewed believe the problem is increasing, but it remains unclear whether this perception is due to increased awareness of the issue or better reporting. Available research indicates that the majority of trafficking victims are minors, trafficked for commercial sexual exploitation. However, very little is known about the trafficking of adults for commercial sexual exploitation or other forms of labor.

Some of the gaps consultant noted by the assessment were the lack of a comprehensive anti-trafficking law, a lack of properly trained legal and social work professionals, and a lack of public awareness. To address those issues the recommendations include:

- Anti-trafficking public awareness campaigns
- Specialized anti-trafficking training for legal professionals, psychologists and social workers
- Provision of legal expertise to develop a comprehensive trafficking law

Resources in the anti-trafficking field are limited in Guatemala. This lack of resources makes it even more important to coordinate activities and utilize all available services. The Government of Guatemala should develop a national referral mechanism to ensure that all the relevant actors are working together to provide the appropriate level of support for victims and to pursue the prosecution of traffickers.

USAID. 2005. *Jamaica Anti-trafficking Assessment, October 3-15. Washington, D.C.:* USAID.

Prompted by the U.S. State Department's classification of Jamaica as a country failing to meet minimum standards to combat human trafficking, USAID/Jamaica requested an anti-trafficking assessment. This assessment analyzes the situation and recommended the programmatic support necessary to assist the country's efforts at combating human trafficking. The team based their analysis on general background information and research from prior informational sources cited in the bibliography and interviews conducted during a two-week time span with over 30 persons. The interviews included personnel from government agencies, non-governmental agencies, stakeholders, and international organizations who provided information on the extent of trafficking in Jamaica and the responses to this issue. The assessment concludes that Jamaica is a country of origin, transit and destination in the trafficking of persons, particularly trafficking in children, with both foreign and national victims. Victims are trafficked for the purpose of exploitation including prostitution, child pornography, domestic servitude, and child labor.

The assessment identifies the following trends in Jamaica:

- Jamaica is a country of origin, transit and destination in the trafficking of persons, particularly children, both foreign and national victims;
- Persons are trafficked for the purpose of exploitation including prostitution, child pornography, domestic servitude and child labor;
- Persons at risk include youths in socio-economically impoverished communities located near tourist destinations and in urban Kingston;
- Root causes (push-factors) continue to create fertile grounds for probable increase in victims falling prey to trafficking activities;
- The victim identification system is inadequate and the assistance referral process for victims does not yet exist;
- Possibility for an increase on the demand side (pull-factor) due to upcoming open-door migration policy in the region;
- Lack of successful prosecutions allow for human trafficking in Jamaica to remain a “low risk- high profit” organized crime activity.

Strengths of the government’s anti-trafficking response are minimal but significant. First, policymakers demonstrated their commitment to this issue by establishing the 13 member National Taskforce against Trafficking in Persons. However, the Taskforce operates on terms of reference without any legislative or executive instrument regulating or authorizing its existence, providing membership composition, reporting requirements, accountability, termination of appointments, tenure timeframe, and appointments. Without a legal basis as its foundation, the task force is vulnerable to the whims of politicians and government officials. However, the Taskforce provides an excellent opportunity from which to build significant anti-trafficking responses throughout the country.

Secondly, a significant number of community organizations in Jamaica have evolved into specialized anti-trafficking non-government organizations (NGOs) after implementing local projects on awareness raising, training, remedial education and vocational skills. Among these NGOs was People’s Action for Community Transformation (PACT), who successfully implemented the USAID-funded preventive anti-trafficking awareness-raising project in Greater Kingston, Montego Bay and Negril, between June 2004 and September 2005. Last year Parliament adopted legislation criminalizing various types of violence against children, and specifically trafficking in children. The Child Protection Act (CPA) established the Children’s Advocate, who is responsible for protecting and promoting the rights of children in Jamaica.

Despite the recent advances achieved by Jamaica, anti-trafficking efforts by the government have not addressed all of the needs and gaps remain. The most notable areas being activities enabling the government to identify, investigate and prosecute cases of human trafficking. For evidentiary data leading to prosecutions, the local government should join with regional and international counterparts, who are facing similar rule of law challenges. Another gap hampering prosecutions is the lack of a functional and coordinated referral system to provide basic assistance and protection, secure accommodation, legal information and counseling.

Based on an analysis of programming and future needs, the assessment team made a number of recommendations designed to strengthen the foundation for longer-term successes in combating human trafficking in Jamaica. These recommendations include:

- Support civil society efforts with at-risks youths, vulnerable communities, parents and relevant professionals
- Support efforts to combat gender based violence and provide gender equality
- Facilitate the selection and establishment of an appropriate shelter
- Strengthen capacity of anti-trafficking state and NGO partners through exposure to regional professional networks and management skills training
- Build the capacity of law enforcement and legal professionals through specialized sustainable trainings
- Develop a National Referral Mechanism

USAID. 2005. *Nigeria Anti-trafficking Assessment, April 11-27. Washington, D.C.: USAID.*

At the request of USAID/Nigeria, this anti-trafficking assessment was conducted from April 11-27, 2005 through the anti-trafficking technical assistance task order managed by Chemonics International Inc. and funded through the EGAT/WID office. The objective of the anti-trafficking technical assistance was to provide the relevant analysis and recommendations to assist the Mission in developing its anti-trafficking initiatives. The assessment is focused on the following four areas as set out by the Mission in the scope of work:

- Assessing the capacity of NAPTIP, including its ability to carry out its mandate
- Assessing the capacity of NAPTIP and key partner entities, including immigration authorities and police anti-trafficking units, to document and track investigations and prosecutions of alleged perpetrators of trafficking in persons
- Assessing the status and operations of the Lagos shelter to determine the appropriate level of support USAID can provide to help sustain its operation
- Developing an inventory of efforts of other donor and local organizations to address TIP

Nigeria is a source, transit and destination country for trafficked persons. The Government of Nigeria (GON) can not provide a reliable estimate of the number of persons trafficked annually, but available anecdotal information suggests the magnitude of the problem may be quite large. Nigeria was placed on the U.S. State Department Tier 2 Watch List in 2004 due in large part to the significant complicity of Nigerian security personnel in trafficking and the lack of evidence of increased efforts to address this problem. The State Department contends that Nigeria has the resources to combat trafficking, but has not committed adequate funding and personnel to fight the problem.

In August of 2003, Nigeria enacted a comprehensive law on the prohibition of trafficking in persons. This law, the first of its kind in West Africa, created the National Agency for Prohibition of Traffic in Persons and other Related Matters, known as NAPTIP. NAPTIP's responsibilities include coordinating all laws on trafficking, enforcing those laws through investigation and prosecution, enhancing the effectiveness of law enforcement to suppress trafficking in persons, establishing and maintaining communication among agencies, and coordinating and supervising the rehabilitation of trafficked persons. NAPTIP is headquartered in Abuja with zonal offices located in three cities—i.e., Lagos, Benin City, and Kano. Professionally competent and

motivated staff has been appointed to the agency; however, under funding and the lack of material resources has hampered NAPTIP's ability to complete its mandate. Over the past year the number of investigations increased to 42 with one trial leading to the first conviction under the new law.

NAPTIP's work is supported by the Nigerian Police Force, which has 12 anti-trafficking units, and the National Immigration Service, which has 14 anti-trafficking units. However, NAPTIP's ability to coordinate the work of these units or to communicate with and assist one another is quite limited. Lack of communication equipment, and most importantly electrical services to utilize that equipment where it does exist, contributes to this problem. Prosecution efforts are hampered by lack of funding and equipment needed to conduct proper investigations. The criminal justice system allows for repeated continuances and appeals, thereby frustrating witnesses and disrupting the normal flow of cases. Police officers are regularly rotated from jurisdiction to jurisdiction and may not be available to testify at trials due to lack of travel funds.

A 120 bed shelter is operating in Lagos under the management of NAPTIP. The facility was donated under a 10 year no-cost lease arrangement and renovated through funding provided by the US and Italian governments to the International Organization for Migration (IOM). The staff includes a shelter manager, a nurse, six counselors, a housekeeper, a cook, and ten security persons. A portion of the facility has been designated for a skills training area. However, this area has not been equipped. At the time of the assessment there were 63 residents at the shelter, including 40 children from Niger State who were recently rescued from a refrigerated truck headed toward Lagos.

Specific findings and recommendations focus first on the capacity of NAPTIP to investigate and prosecute traffickers. The report suggests the need for the following:

- Improved coordination of investigative activities among various agencies and led by NAPTIP
- Development of an operational plan/MOU with police, immigration, and state ministries of justice, clearly defining roles and responsibilities
- Specialized TIP and IT training for prosecutors, police, investigators, immigration officials and judges, including the development of specialized operations manuals for law enforcement and "bench books" for judges
- Appropriate equipment for communications, surveillance and data collection (i.e. computers, generators, multi-band radios, V-Sat.)

The second set of findings and recommendations focused on the Lagos Shelter. A significant amount of time and expense has already been invested in the Lagos shelter and the many services available there should be fully utilized by residents. NAPTIP is now managing the shelter and with minimal support should be able to ensure those needs are met. Some recommendations to support the shelter include:

- Training of staff, especially counselors in trauma and post traumatic stress – psychologist to oversee staff

- Equipping the skills training unit
- Providing in-door recreational facilities
- Providing supplemental funding for food, toiletries, and clothing as well as maintenance and fuel for vehicle and generator

During the assessment certain needs were recognized that did not fit specifically within the areas requested for analysis and recommendations in the scope of work. However, these concerns and recommendations are relevant to combating trafficking and the team felt it necessary to identify these needs. If additional funding is available for such activities, they could be conducted simultaneously with the efforts recommended above. They include the following:

- Public education programs for decision makers and vulnerable groups
- Advocacy training for vulnerable groups
- Research studies on internal trafficking, particularly of children
- Improving funding for witness support programs and investigations

The report concludes by noting that Nigeria has put into place a number of mechanisms to support anti-trafficking efforts including legislation, an anti-trafficking agency, specialized law enforcement units, and victim shelter services. The next step is to ensure that those organizations are adequately trained and supported to complete their mandate. Given Nigeria's position on the Tier 2 watch list, USAID's TIP program needs to focus on improving investigations and prosecutions and enhancing the institutional capacity of NAPTIP to coordinate investigations, leading to more arrests, complete investigations and successful prosecutions. Once this is achieved, anti-trafficking efforts can then be expanded to increase prevention and protection efforts.

USAID. 2003. *Assessment of the Situation of Women and Children Combatants in the Liberian Post-Conflict Period and Recommendations for Successful Integration.* Bethesda, Maryland: Development Alternatives, Inc (DAI).

This report reviews existing programs on women and child soldiers in Liberia and recommended steps to design age- and gender-sensitive programs for the demobilization and reintegration of child/women combatants and other vulnerable war-affected children and women. The evaluation notes several concerns with DDR issues related to child and women combatants, including the following:

- It was unclear if the structures for DDR for child soldiers and women combatants would be instituted in a timely manner, whether the DDR process would capture the actual numbers of eligible child and women combatants, or whether the women and children would want to be reunited with their families.
- There was a lack of dissemination of information on the DDR process to both the combatants and the communities.
- The child soldiers and women combatants had special needs, including sexual abuse, drugs, and a lack of education. Without special assistance, these ex-combatants would be extremely susceptible to prostitution, crime, and returning to war.
- The standard six-month DDR package is not sufficient to reintegrate these child soldiers and women combatants.

- DDR must be considered within the national framework of good governance, accountability, and economic growth.

Recommendations for future programming include the following:

- Address the psycho-social, substance abuse, and related health needs of the target groups
- Provide alternative skills and/or education needed to earn a non-combatant livelihood
- Target the range of special needs of beneficiaries
- Help communities accept these beneficiaries
- Build capacity of existing public and private structures and networks
- Reestablish and extend accelerated learning programs for child and women ex-combatants
- Provide vocational skill training and apprenticeships for older ex-combatants

U.S. Department of State. 2006. *Trafficking in Persons Report 2006*. Washington, D.C.: U.S. Dept. of State Office of the Undersecretary for Global Affairs, Office to Monitor and Combat Trafficking in Persons.

The Department of State is required by law to submit a Report each year to the U.S. Congress on foreign governments' efforts to eliminate severe forms of trafficking in persons. This Report is the sixth annual TIP Report. It is intended to raise global awareness, to highlight the growing efforts of the international community to combat human trafficking, and to encourage foreign governments to take effective actions to counter all forms of trafficking in persons. The Report has increasingly focused the efforts of a growing community of nations on sharing information and partnering in new and important ways. A country that fails to make significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking in persons, per U.S. law, receives a "Tier 3" assessment in this Report. Such an assessment could trigger the withholding of non-humanitarian, non-trade-related assistance from the United States to that country.

In assessing foreign governments' efforts, the TIP Report highlights the "three P's"—prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us equally to address the "three R's"—rescue, rehabilitation, and reintegration. The U.S. law that guides these efforts, the Trafficking Victims Protection Act (TVPA) of 2000, as amended, makes clear from the outset that the purpose of combating human trafficking is to ensure just and effective punishment of traffickers, to protect their victims, and to prevent trafficking from occurring.

Although most nations have eliminated servitude as a state-sanctioned practice, a modern form of human slavery has emerged. It is a growing global threat to the lives and freedom of millions of men, women, and children. Today, only in the most brutal and repressive regimes, such as Burma and North Korea, is slavery still state sponsored. Instead, human trafficking often involves organized crime groups who make huge sums of money at the expense of trafficking victims and our societies.

During the course of 2006, the Department of State, as directed by Congress, intends to continue focusing more attention on forced labor and bonded labor, while maintaining our campaign against sex trafficking. As with the 2005 Report, this Report places several countries on Tier 3 primarily as a result of their failure to address trafficking for forced labor among foreign migrant workers. A global effort to eliminate human trafficking is building momentum, as a result of the victim-centered TVPA, this annual Report, strong bipartisan U.S. leadership, increased attention from international organizations, devoted NGOs, and creative media focus. Nations are increasingly working together to close trafficking routes, prosecute and convict traffickers, and protect and reintegrate trafficking victims. We hope this year's Report inspires people to make even greater progress.

The report discusses the public health implications of sex trafficking, the human and social costs of trafficking, the relationship of caste and slavery in South Asia to trafficking; the causes of trafficking and the methods of traffickers; a growing collaboration among Muslim leadership to raise awareness of trafficking and combat the problem; the growth in unaccompanied minors, trafficking, and exploitation; the practice of bride selling; responses mounted by the Department of Defense to labor trafficking in Iraq; the growing trend of child sex tourism; the need to fight trafficking from the demand side; the phenomenon of child soldiers in Burma; and finally the USG's stance on proactive identification of trafficking victims.

Finally, the 2006 Report includes an analysis of trafficking and government efforts to combat it in 149 countries, a net increase of seven ranked countries over last year. In previous years, some countries have not been included because it was difficult to gather reliable and sufficient information due to: the illegal and underground nature of trafficking; the absence or nascence of government anti-TIP efforts; the difficulty in distinguishing between trafficking and smuggling; the fear and silence of trafficking victims, who often cross borders illegally or are physically abused or coerced; the general lack of freedom of information in a country; or the lack of independent NGOs who can supply information. For some countries, there was information available, but the data did not support a finding that a significant number of three persons were trafficked to, from, or within a country—the general threshold for inclusion in the TIP Report. Over the past year, the State Department has witnessed a stronger response from many governments, more public awareness campaigns alerting victims to protection services and greater transparency in anti-trafficking efforts. As a result of these positive actions, and the dedication of more Department of State resources, information was gathered on additional countries this year. The Department intends to include all countries with a significant number of trafficking victims in future reports, as more and better information becomes available.

U.S. Department of State. 2005. *Trafficking in Persons Report 2005*. Washington, D.C.: U.S. Dept. of State Office of the Undersecretary for Global Affairs, Office to Monitor and Combat Trafficking in Persons.

The Department of State is required by law to submit a report each year to the U.S. Congress on foreign governments' efforts to eliminate severe forms of trafficking in persons. This fifth annual TIP Report is intended to raise global awareness and spur foreign governments to take effective actions to counter all forms of trafficking in persons—a form of modern day slavery. The Report has increasingly focused the efforts of a growing community of nations to share information and to partner in new and important ways to fight human trafficking. A country that fails to take significant actions to bring itself into compliance with the minimum standards for the elimination of trafficking in persons receives a negative "Tier 3" assessment in this Report. Such an assessment could trigger the withholding of non-humanitarian, non-trade-related assistance from the United States to that country.

In assessing foreign governments' efforts, the TIP Report highlights the "three P's"—prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us equally to address the "three R's"—rescue, rehabilitation, and reintegration. The law that guides these efforts, the Trafficking Victims Protection Act of 2000 (TVPA), makes clear from its first sentence that the purpose of combating human trafficking is to ensure just and effective punishment of traffickers, to protect their victims, and to prevent trafficking.

Every year the Department adds to the global fund of knowledge of the trafficking phenomenon. In last year's Report, the report used U.S. Government data that disaggregated transnational trafficking in persons by age and gender for the first time. These data showed that, of the estimated 600,000 to 800,000 men, women, and children trafficked across international borders each year, approximately 80 percent are women and girls and up to 50 percent are minors. The data also illustrate that the majority of transnational victims are trafficked into commercial sexual exploitation. With a focus on transnational trafficking in persons, however, these data fail to include millions of victims around the world who are trafficked within their own national borders.

The alarming enslavement of people for purposes of labor exploitation, often in their own countries, is a form of human trafficking that can be hard to track from afar. It may not involve the same criminal organizations profiting from transnational trafficking for sexual exploitation; more often individuals are guilty of, for example, enslaving one domestic servant or hundreds of unpaid, forced workers at a factory. Over the next year, the Department of State intends to focus more attention on involuntary servitude and its related manifestations. This year, for the first time, several countries are placed on Tier 3 primarily as a result of their failure to address trafficking for forced labor.

In addition to documenting the causes and consequences of trafficking, this year's report discusses the invaluable role of the media in combating trafficking; the need to address demand for trafficking victims; the "zero-tolerance" policy of the Department of Defense, the North Atlantic Treaty Organization, and the United Nations Department of Peacekeeping Operations, which opposes prostitution, recognizing it as a contributing factor to sex trafficking; the practice of child camel jockeying; the phenomenon of bonded labor; the relationship of prostitution and sex trafficking, and the relationship between the 2004 tsunami and trafficking.

The 2005 Report includes an analysis of trafficking and government efforts to combat it in 150 countries, a net increase of ten countries over the 2004 report. In previous years, some

countries have not been included because it was difficult to gather reliable and sufficient information due to: the illegal and underground nature of trafficking; the absence or nascence of government programs; the difficulty in distinguishing between trafficking and smuggling; the fear and silence of trafficking victims, who often cross borders illegally or are physically abused or coerced; or the general lack of freedom of information in a country. For some countries, there was information available, but the data did not support a finding that a significant number of persons were trafficked to, from, or within a country—the general threshold for inclusion in the TIP Report.

Verhey, Beth. 2001. *Child Soldiers: Preventing, Demobilizing, and Reintegrating*. Washington, D.C.: World Bank Africa Working Group Paper.

This working paper shares lessons learned about demobilization and reintegration programs for child soldiers. It draws on experiences from Angola and El Salvador, as well as other countries. It is divided into three sections: prevention, demobilization, and reintegration and provides concrete examples and checklists for each section. This study has been summarized in the World Bank Conflict Prevention and Reconstruction Unit Dissemination Note (No. 3) listed below.

The paper provides lessons learned from DDR programs for child soldiers, which include the following:

- Need to provide civil society actors who play a vital role in preventing child recruitment with external support;
- Persistent advocacy from civil society and international actors is required for the DDR of child soldiers;
- Child soldiers must be specifically included in peace agreements and processes;
- Child soldiers must be separated from military authority and protected during demobilization (establishment of special reception centers is needed);
- Time spent in reception centers must be limited as family reunification and community-based strategies are the most effective;
- Community-based networks are essential for sustainable support to former child soldiers and for reaching those excluded from the formal DDR process (girls and the disabled);
- Planning for DDR should be comprehensive and include preparing staff, establishing partnerships, generating resources, and clarifying policy; and
- Coordination structures must include all actors (U.N., government, NGOs, local social organizations, and child soldiers and their families).⁴

Winrock International. 2004. *Winning Strategies: Trafficking Prevention Project in Ukraine 1998-2004*. Kyiv, Ukraine: Winrock International.

Since the early 1990s, Ukraine has emerged as a country of origin for large-scale trafficking in women. The changes brought on by the fall of communism and the command economy explain the development of this phenomenon. The impact of Ukraine's transition to a market-based

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⁴Taken from USAID. 2004. *Literature Review and Analysis Related to Human Trafficking in Post-Conflict Situations*. Bethesda, Maryland: Development Alternatives, Inc (DAI)

democracy has been devastating for a variety of social groups, in particular women who face high unemployment, discrimination in employment and in the workplace, and unequal pay compared to their male counterparts. Women also are subject to increasing gender-based violence both at work and in the home. To escape this bleak environment of poverty and violence, many women, especially young women, look to opportunities abroad as a solution for their problems, without realizing the dangers and consequences of their decisions.

The turbulent economic situation and the lack of rule of law in the Ukraine have also created an environment easily exploited by organized crime groups and corrupt officials. The inadequate resources available to law enforcement officials makes it exceedingly difficult effectively combat the problem of human trafficking. While progress has been made in generating greater public awareness, the socio-economic and political factors in the Ukraine continue to foster this scourge.

In 1998, Winrock International began implementing one of the first projects in the former Soviet Union to address the underlying causes of trafficking in women. The Trafficking Prevention Project, funded by USAID, addressed two key factors that contribute to the susceptibility of Ukrainian women to trafficking: lack of economic opportunity and violence against women. Project activities were grounded in the assumption that at-risk women—girls and women between the ages of 12 and 40— needed to be trained in recognizing and creating viable opportunities for themselves, and the country needed more prevention centers.

The core strategies of the project rested on empowering women to make well-informed decisions, raising awareness within the general public of human trafficking, capacity building among NGOs working in this area, and developing collaborative partnerships among civil society organizations and government agencies.

The Trafficking Prevention Project addressed the socio-economic factors that lead women to seek work abroad. Building on the capacity of local women NGOs to provide services to women, Winrock International established a network of Women for Women Centers providing economic and crisis prevention assistance to at-risk populations. They also provide assistance to returned trafficking victims, operating in Dnipropetrovsk, Donetsk, Lviv, Chernivtsi, Kherson, Rivne, and Zhytomyr.

To accomplish the objectives of the project, the Women for Women Centers implemented two programs—the Job Skills Program and the Crisis Prevention Program. By combining these two programs, women using the Job Skills Program could discretely avail themselves of the Crisis Prevention Services and vice versa. This strategy took into account the stigma of violence and trafficking, greatly diminishing the cost of visiting both programs and allowed for the subject of trafficking to be addressed in a non-threatening manner.

By 2004, the Centers had delivered free of charge services to over 200,000 women, who have participated in trainings on employment, entrepreneurship, leadership and trafficking prevention, and courses to teach and build marketable skills. In addition to trainings and services provided at the Centers themselves, each Center conducted trainings in rural areas of their region,

reaching an additional 33,000 at-risk women. This outreach is critical to addressing issues of economic opportunity and crisis prevention outside of large urban areas.

In addition to providing direct support to women, the Centers acted as vocal community advocates, conducting conferences, roundtables, and interactive discussions; conducting public awareness campaigns on the issues of human trafficking and violence against women targeted at the general public and local government institutions. An added benefit to this outreach was the opportunity to establish collaborative relationships to ensure that women, through referrals, had access to a complete range of services to meet all their needs.

All of the components that made up the Trafficking Prevention Project were carefully crafted to compliment one another. The holistic approach offered by the Centers was developed in recognition of the need to provide women with the basic services they need to remain out of the reach of traffickers and to become significant contributors to Ukraine's economy. National awareness campaigns, grantees and the national training program ensured broad geographic coverage. This publication shares the best practices and lessons learned by Winrock in implementing such a project.