



# ANTI-TRAFFICKING TECHNICAL ASSISTANCE

## SEVENTEENTH QUARTERLY PROGRESS REPORT OCTOBER 1, 2008–DECEMBER 31, 2008

January 31, 2009

This publication was produced for review by the United States Agency for International Development. It was prepared by Chemonics International Inc.

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## CONTENTS

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Executive Summary	i
SECTION I Background on Anti-Trafficking Task Order	1
SECTION II Project Activities	
A. Technical Assistance to USAID Field Missions and Operating Units	
A1. Significant Quarterly Results	2
A2. Activities Completed	2
A3. Major Activities Planned and Underway	2
B. Support for the Office of Women In Development in its Role as Anti-Trafficking Coordinator	
B1. Significant Quarterly Results	3
B2. Activities Completed	3
B3. Major Activities Planned and Underway	5
C. Activities Addressing Emerging Opportunities	6
Section III Performance Monitoring	7



## EXECUTIVE SUMMARY

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As trafficking touches almost every country in the world, USAID provides a worldwide response. As one part of this response, USAID awarded the Anti-Trafficking Task Order (ATTO) to Chemonics International Inc. and its consortium partners on September 30, 2004. The purpose of the Task Order is to support USAID/Washington and field missions with technical assistance, support the USAID Office of Women in Development (EGAT/WID), and initiate pilot projects in selected missions. This support helps EGAT/WID to coordinate all of USAID's anti-trafficking activities, share knowledge on trafficking issues, and serve as the Agency leader in the fight against trafficking. The Task Order will end on September 30, 2009. This quarterly report details the technical assistance provided from October to December 2008.

ATTO completed two draft reports this quarter. The first is a study of monitoring and evaluation of anti-trafficking programs. The paper discusses constraints related to estimating trends in trafficking incidences worldwide, while noting that, at the level of the individual project, monitoring and evaluation is essential to maintain accountability, improve implementation, determine effectiveness and learn lessons applicable to other programs. It discusses how good performance monitoring systems can measure the impact of programs on trafficking prevention, protection and prosecution, and describes how these systems have been applied by USAID, including a short list of illustrative indicators. With reference to evaluation of anti-trafficking projects, the paper reviews selected USAID evaluations and provides an illustrative list of evaluation questions.

The Task Order also completed the draft version of its desk study of the intersection between trafficking and gender-based violence. Based on a literature review and interviews with experts, the study notes that there is general agreement that violence can be a significant catalyst for trafficking, but the evidence is largely anecdotal. Gender-based violence is just one of many factors that increase women's and girls' vulnerability to being trafficked. Empirical research is needed to address such questions as how gender-based violence factors into actions that lead to a woman's being trafficked and how gender-based violence interacts with other factors influencing a decision to migrate. Programming implications, for example, how and whether anti-violence programs should be included as part of trafficking prevention, is another area that would benefit from additional research.

In addition during the quarter ATTO completed the production phase of its support for USAID's trafficking publication, "Combating Trafficking in Persons in the 21<sup>st</sup> Century," a document published in October 2008 that summarizes USAID's anti-trafficking efforts since 2001 and provides lessons learned and fundamental programming principles for future anti-trafficking programming. ATTO continues to provide a bi-weekly update of anti-trafficking news and events and regularly follows information sources on trafficking trends.

As of the end of the quarter, ATTO was undertaking the research and analysis phase of a synthesis study of USAID's anti-trafficking efforts in Asia, having completed the review of project documents from 8 country programs implemented since 2001. The Task Order will continue to assist USAID in building a comprehensive response to trafficking issues that will strengthen the quality of programming and expand the agency's knowledge. During its final year, ATTO is positioned to undertake field or desk-based work in support of specific field programs and to conduct research in order to consolidate best practices, lessons learned, and programming principles for the anti-trafficking effort.



## SECTION I

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### Background on Anti-Trafficking Task Order

As one of the many U.S. Government efforts to respond to the global trafficking issue from a development perspective, USAID awarded the anti-trafficking Task Order (ATTO), under the Women in Development IQC (WID IQC), to Chemonics International and its subcontractors, Creative Associates, the International Research and Exchanges Board (IREX), Charney Research, and Partners of the Americas on September 30, 2004. On September 25, 2007, the project was extended through September 29, 2009, with IREX as subcontractor. The project has three components:

- technical assistance to USAID field missions and USAID/Washington;
- technical support for the Office of Women in Development (EGAT/WID) in its role as anti-trafficking coordinator; and
- design and implementation of activities addressing emerging opportunities to combat trafficking.

The purpose of the technical assistance provided under this Task Order is to help USAID field missions and USAID/Washington strengthen the quality of their anti-trafficking programs and to expand the Agency's knowledge of trafficking issues. Any USAID operating unit may request technical assistance and EGAT/WID, in consultation with regional bureaus, will determine which requests will take priority. ATTO may conduct as many as ten (10) technical assistance assignments for USAID field missions and USAID/Washington during the extension period. Technical assistance may range from simple research activities to the completion of field assessments that occur over a number of weeks.

EGAT/WID coordinates the anti-trafficking work of USAID. This work includes preparing briefing papers, talking points, and congressional testimony on trafficking for Agency leadership; sharing knowledge on trafficking issues and events throughout the Agency; and compiling and monitoring USAID anti-trafficking activities. Assistance through this Task Order supports EGAT/WID in effectively carrying out these tasks and fulfilling its roles as the anti-trafficking coordinator for USAID. At the request of EGAT/WID, this assistance may include the production of publications on USAID anti-trafficking initiatives and anti-trafficking topics including best practices and lessons learned, production of electronic presentations, and research on trafficking issues.

From time to time USAID may want to undertake anti-trafficking activities that address emerging opportunities to combat trafficking or that arise from U.S. Government policy. Services from this Task Order provide USAID with the capability to respond quickly and to initiate small, time-limited activities that respond to such needs. These could be either field or Washington-based.

## SECTION II

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### Project Activities

#### A. Technical Assistance to USAID Field Missions and USAID/Washington

The purpose of this technical assistance is to assist USAID field missions and USAID Washington operating units to strengthen the quality of their anti-trafficking programs and expand the Agency's knowledge of trafficking issues.

##### A1. Significant Quarterly Results

- √ Completed initial document review and analysis as part of synthesis of USAID's anti-trafficking programs in Asia.

##### A2. Activities Completed

###### Asia Synthesis (Document Review and Analysis)

The Asia Synthesis will provide a country-by-country analysis of anti-trafficking activities in the Asia region and summarize program accomplishments along with lessons learned and best practices. The synthesis will capture activities throughout the spectrum of trafficking prevention, protection and prosecution and highlight the creative approaches taken by USAID in Asia. The final document will include a region-wide presentation of findings that can be used to inform future planning. It will also include individual profiles of anti-trafficking programs undertaken in each country since 2001. Eight USAID missions (Bangladesh, Cambodia, India, Indonesia, Nepal, Philippines, Thailand, and Vietnam) are participating.

Each participating USAID mission provided the ATTO team with documents for its anti-trafficking projects during this quarter. Together their TIP programs include more than 30 projects undertaken or underway since FY 2001, with roughly \$34 million of funding (through FY 2007). The documents include program descriptions; quarterly, semi-annual and annual reports; performance management plans (PMPs) and performance monitoring reports; evaluations; project website references; and special studies. During October and November 2008, the ATTO team, assisted by three researchers engaged for this task, reviewed all of the project documents and prepared project data forms that describe project objectives, component activities, implementing methods, key accomplishments, and challenges. In December ATTO began the second phase of analytical work based on individual phone meetings with each USAID mission. The calls enable each mission to provide its perspective on key program achievements, best practices and lessons learned and to respond to country-specific questions that ATTO developed in the document review. By the end of the quarter, ATTO had held phone meetings with four of the eight participating missions.

##### A3. Major Activities Planned and Underway

During the next quarter, ATTO will complete the data collection and analysis phase of the Asia Synthesis, including the remaining phone meetings with USAID missions. ATTO will then draft the full report and provide it to EGAT/WID for review. The report will include a comparative review and analysis of how programs in the region have addressed the major needs in anti-trafficking programming, including raising awareness, addressing underlying vulnerabilities of

persons at-risk, providing protection and services to victims, and strengthening governance, law enforcement and coordination.

In FY 2008, EGAT/WID contacted ATTO regarding a potential trafficking assessment in Namibia. This was in response to a request from the Government of Namibia to USAID for assistance with a study to assess the existence, extent, nature and impact of human trafficking in the country and make programmatic recommendations. ATTO drafted a scope of work for an initial, focused trafficking assessment that would assemble available information on the scope of trafficking in Namibia and on the efforts of government and civil society to address it; to outline gaps in information and recommend further research needed to fill gaps; and to suggest next steps by concerned government authorities. During the reporting quarter, at the request of EGAT/WID, ATTO revised the scope of work and initiated a search for international and regional consultants. As of the end of the quarter, the assessment was still under discussion within USAID. ATTO will follow up with EGAT/WID regarding the assessment, and if it proceeds will recruit and engage consultants and provide technical direction and logistical support.

## **B. Support for the Office of Women In Development in its Role as Anti-Trafficking Coordinator**

EGAT/WID, as the coordinator for all USAID anti-trafficking efforts, is called upon to provide information and support to Agency leadership and others in the Agency. The technical assistance under this Task Order will provide the tools necessary to ensure seamless coordination and effective dissemination of anti-trafficking materials and information.

### **B1. Significant Quarterly Results**

- √ Completed draft of review of monitoring and evaluation of trafficking programs.
- √ Completed draft of literature review of linkages between gender-based violence and trafficking in persons.
- √ Provided support for USAID publication, “Combating Trafficking in Persons in the 21<sup>st</sup> Century.”
- √ Provided support for December 2008 USAID anti-trafficking event.
- √ Compiled bi-weekly Trafficking Update.

### **B2. Activities Completed.**

#### Monitoring and Evaluating Anti-Trafficking Initiatives: a Review

During the past quarter, ATTO completed and submitted to EGAT/WID the draft of a paper that analyzes monitoring and evaluation of anti-trafficking activities. The paper is based on examination of publicly available documents that discuss methodological issues in monitoring and evaluation of anti-trafficking programs, toolkits and best practice guides on monitoring and evaluation of trafficking programs, and examples of performance management plans and evaluations. Sources included academic literature as well as reports from USAID and its implementing partners, international organizations and other donors.

The paper discusses issues and programming implications related to estimating numbers of trafficking victims worldwide, determining project-level impact, data requirements for monitoring systems, and the uses of project evaluations. Highlights include:

- Global measurement of impact. For several reasons, it has been impossible to reliably estimate trends in numbers of trafficking victims worldwide. These reasons include the hidden nature of trafficking and inconsistencies in data collection and definition among countries. Some promising new research now underway may lead to new estimation methods, but in the near term it will remain difficult to determine the global impact of anti-trafficking programs on statistical incidences of trafficking.
- Project-level impact. At the level of the individual project, monitoring and evaluation is essential to maintain accountability, improve implementation, determine effectiveness and learn lessons applicable to other programs. Some of the key questions to be asked include whether program activities have prevented individuals from being trafficked, helped victims reintegrate into communities after being trafficked, and led to more effective anti-trafficking prevention and law enforcement operations within countries. Although it is difficult to prove that a trafficking incident was averted because of a specific project intervention, good performance monitoring systems can and should measure the impact of programs on trafficking prevention, protection and prosecution.
- Monitoring systems. USAID's concern about the importance of monitoring anti-trafficking programs dates to 2001 when Agency resources for combating trafficking began to increase. USAID measures the progress of anti-trafficking programs by applying long-standing Agency procedures for performance management that include specific project objectives and indicators of progress along with targets at the output and impact levels. The paper provides a list of illustrative indicators used by USAID.
- Evaluations. Although not all programs have been evaluated, a review of a selection of USAID evaluations of anti-trafficking programs shows that they have provided information relevant to improving the performance of ongoing programs and designing new programs. To be most useful to those in the anti-trafficking effort, evaluations should focus on issues related to the best use of resources in a given set of circumstances, and on best practices for prevention, protection and prosecution. The paper provides an illustrative list of evaluation questions.

### Gender-Based Violence and Trafficking: Literature Review

During this quarter, ATTO completed the draft of a study that reviews existing information on gender-based violence as a push factor for trafficking, including implications for anti-trafficking programming. The study includes two parts: a short analytical summary paper and an annotated bibliography of 51 documents.

In many situations where trafficking is rampant, gender-based violence is also prolific. Many of the same root causes of trafficking—endemic and systemic gender discrimination, poverty and lack of equal access to opportunities, situations of crisis, and poor education and health infrastructures—also serve as root causes of gender-based violence. Working with a consultant, ATTO completed a review of written materials that might clarify how these factors interact. Source documents ranged from academic research studies and donor-funded publications to project reports and summaries of databases which house information on trafficking victims. To supplement the literature review, more than thirty leading experts in the field were interviewed regarding the link between GBV and TIP. The interviews offered insights into research the experts had conducted or relevant studies they came across.

The literature review found that very few publications examine the relationship between GBV and TIP uniquely. Most information comes from studies or project reports in which GBV is one aspect of the life experience of trafficking victims. Many experts agreed that anecdotal evidence and implementation experience support the theory that violence is a significant catalyst for some trafficking cases but noted that little has been done to substantially analyze or link the two phenomena in a way that can definitively establish the nature of the relationship. One of the constraints in better understanding the nature of the relationship is the difficulty in collecting data, in particular empirical research on human trafficking, due to lack of access to victims and confidentiality and other ethical concerns. Overall, the literature review and expert consultations suggest that GBV is one of many factors that increases women's and girls' vulnerability to TIP, but more empirical research is needed to separate GBV from among the many factors that motivate women and girls to make decisions such as migrating that would increase the likelihood of being trafficked. In some cases, anti-violence programs should be seen as an extension of activities to prevent trafficking, but the programming implications for anti-TIP and GBV programs is another area that would benefit from additional research. Further research might address such questions as how GBV factors into actions that lead to a woman's being trafficked and how GBV interacts with other factors influencing a decision to migrate.

#### Support for USAID Publication

ATTO completed its technical support to EGAT/WID for the publication "Combating Trafficking in Persons in the 21<sup>st</sup> Century," delivering the final printed version to USAID on October 23, 2008. This publication is a cumulative view of USAID's anti-trafficking activities since 2001, with examples that demonstrate USAID's comparative advantage as a development agency in addressing trafficking across the range of prevention, protection and prosecution programs. ATTO had researched more than 50 projects implemented by USAID missions around the world to provide specific examples and case studies to include in the publication. ATTO assisted EGAT/WID in editing the final text, and provided overall production support including graphics, layout and printing supervision.

#### Anti-Trafficking Event

EGAT/WID sponsored a public anti-trafficking event on December 10, 2008, "Confronting Human Trafficking: Perspectives on the Global Fight against Modern Day Slavery." The keynote speaker was E. Benjamin Skinner, author of the book *A Crime So Monstrous: Face-to-Face with Modern Day Slavery*. ATTO supported this effort by researching and proposing potential keynote speakers from among the many journalists and filmmakers who have examined human trafficking and by providing logistical support.

#### Trafficking Update

ATTO compiles and submits a bi-weekly Trafficking Update to USAID that includes information on upcoming local events, news and recent publications related to trafficking in persons. The purpose of the Update is to provide USAID with timely, relevant information on a regular basis in a format that can be shared widely.

### **B3. Major Activities Planned and Underway**

ATTO will finalize both the Monitoring and Evaluation and the Gender-Based Violence and Trafficking papers based on comments from EGAT/WID.

ATTO will continue to compile and submit the bi-weekly Trafficking Update.

In the project's final year, ATTO is positioned to conduct field work in response to existing or new mission or EGAT/WID requests, to undertake additional research where work to date has identified gaps, and to conduct targeted program reviews in order to consolidate best practices, lessons learned, and programming principles in the anti-trafficking field.

### **C. Activities Addressing Emerging Opportunities to Combat Trafficking**

ATTO will undertake special anti-trafficking activities that allow USAID to respond quickly to emerging priorities to combat trafficking. These activities could be either field or Washington-based.

## SECTION III

### Performance Monitoring

USAID's FY 2007 Operational Plan (OP) included targets and indicators specific to ATTO as an Implementing Mechanism. ATTO has been reporting against the following indicators:

1. Number of sector assessments conducted by the USG
2. Number of evaluations conducted by the USG
3. Number of special studies conducted by the USG

Tables 1 and 2, below, demonstrate ATTO progress. Table 1 is a summary of ATTO activities against the indicators and targets in the FY 2007 OP. Table 2 provides a detailed listing of ATTO activities by OP indicator.

Table 1: ATTO Performance Summary

Indicator	Cumulative as of 9/30/06		FY 2007		FY 2008		FY 2009		
	Target	Actual	Target	Actual	Target	Actual	Target	Actual	Q 17
Number of sector assessments conducted by the USG	8	8	4	3	4	0	N/A	0	0
Number of evaluations conducted by the USG	2	2	2	1	4	0	N/A	0	0
Number of special studies conducted by the USG (published)	5	5	2	3	3	1	N/A	0	0
Number of special studies conducted by the USG (unpublished)	N/A	5	N/A	0	N/A	4	N/A	0	0

**Table 2: Summary of Results as of December 31, 2008**

Indicator	FY05	FY06	FY07	FY08	FY09
<b>Number of sector assessments conducted by the USG</b>	Serbia and Montenegro	Nicaragua	Zambia		
		Jamaica	Egypt (final approval FY08)		
	Nigeria	Dominican Republic	Synthesis of LAC assessments		
	Guatemala	Ecuador			
		Indonesia			
<b>Totals: 11</b>	<b>3</b>	<b>5</b>	<b>3</b>	<b>0</b>	<b>0</b>
<b>Number of evaluations conducted by the USG</b>		Albania	Africa Bureau Desk Review		
		Cambodia			
<b>Totals: 3</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>Number of special studies conducted by the USG (published)</b>	Publication of annual report	Publication of annual report	Literature review - humanitarian emergencies	Support for USAID publication	
	Publication of informational project brochure	Study on shelters in foreign countries	Literature review update - post-conflict		
	Technical assistance for Workshop in Romania		Literature review – shelters		
<b>Totals: 9</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>1</b>	<b>0</b>
<b>Number of special studies conducted by the USG (unpublished)</b>	Bosnia and Herzegovina trafficking briefing paper	Research assistance for USAID Seminar Series		Analysis of trends in USG anti-trafficking funding	
	Participation in WID Office's open house	Study on Trafficking in Post-Conflict and Humanitarian Emergencies		Compilation and analysis of USAID anti-trafficking programming	
	Development of materials for anti-trafficking training			Research on child brides and marriage brokers	
				Compilation of material on codes of conduct	

