



ANTI-TRAFFICKING TECHNICAL ASSISTANCE

NINETEENTH QUARTERLY PROGRESS REPORT APRIL 1, 2009—JUNE 30, 2009

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EXECUTIVE SUMMARY

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 April to June 2009.

ATTO completed a baseline assessment of trafficking in Namibia during the quarter. The assessment assembles available information on trafficking and recommends next steps to be taken by the Namibian government, NGOs and other actors. ATTO tasked a four-person team composed of international, regional and local experts to travel to seven of 13 regions located throughout the country, including border regions, to meet with stakeholders that included government officials, police and customs; private companies; traditional authorities; UN organizations; NGOs and other development and relief organizations; and social workers and social scientists. Key findings are that: (1) with reference to the incidence of trafficking, while some cases of trafficking for labor and sexual exploitation were identified with certainty, in many other cases the evidence was incomplete; (2) a lack of understanding about trafficking on the part of both lay and professional personnel is a key issue preventing identification of cases and actions to address the problem; (3) laws relevant to trafficking in Namibia are fragmented and there is no stand-alone legislation that addresses trafficking in all its forms; and (4) many areas of the country lack adequate facilities to assist victims. Various factors increase trafficking risks within Namibia, including societal beliefs that tolerate violence against women, children, and marginalized groups; lack of educational and employment opportunities; lax security and controls at borders and ports; and lack of trained personnel to identify and handle trafficking cases. Additionally, several regional issues may increase risks of trafficking and exploitation, including the 2010 FIFA World Cup in South Africa. The study includes recommendations related to the need for (1) practical skills training for different stakeholders and front-line professionals; (2) a comprehensive stand-alone law on trafficking in persons; (3) programs to assist victims, including providing accommodations, counseling and reintegration assistance; (4) media and information campaigns that reach rural and urban communities, border posts, transit sites, and tourist spots; and (5) initiatives to reduce vulnerability among those most at risk.

Also during the quarter, EGAT/WID asked ATTO to begin to assist with the technical and logistical aspects of planning for a one-day public event, tentatively scheduled for September 2009. The purpose of the event is to bring attention to USAID's anti-trafficking accomplishments, highlight concrete lessons and provide insight into future program challenges and strategic priorities in combating trafficking. In addition, ATTO's study of gender-based violence as a push factor in trafficking has now been published on EGAT/WID's website and ATTO has begun to assist with developing training for USAID officers in trafficking in persons and gender-based violence.

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 remains 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

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 D.C.-based.

SECTION II

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 field work and draft of Namibia baseline trafficking assessment.

A2. Activities Completed

Baseline Trafficking Assessment in Namibia

During the previous quarter, EGAT/WID requested that ATTO proceed with a baseline trafficking assessment in Namibia in response to a request made by the Government of Namibia to USAID. The Namibian government had requested a study to assess the existence, extent, nature and impact of human trafficking in the country and to make programmatic recommendations consistent with the 2008 Department of State Trafficking in Persons Report that classified Namibia as a special case due to the lack of information about the problem. The final scope of work, as agreed among USAID, the U.S. Embassy in Namibia, and the Government of Namibia, outlined an initial effort to collect available information on trafficking and recommend next steps to be taken by the Namibian government, NGOs and other actors.

ATTO recruited a four-person team to conduct the assessment, composed of one international anti-trafficking expert, one regional expert, and two local experts. During the quarter the team completed the field portion of the assessment and presented a draft of its findings and recommendations to the Namibian government, U. S. Embassy Mission in Namibia, and ATTO for review. The assessment included visits to seven of 13 regions within the country—Ohangwena (Oshikango and Ondangwa), Kavango (Rundu, Kalayi, and Katwitwi), Omaheke (Gobabis and Buitepos/Trans-Kalahari border post), Caprivi (Katima Mulilo, Ngoma, and Wenela), Erongo (Swakopmund and Walvis Bay), Karas (Karasburg, Keetmanshoop, Ariamsvlei, Noordoewer, and Oranjemund) and Khomas (Windhoek). Areas targeted included those bordering Angola, Botswana, South Africa and Zambia as well as selected areas in the interior of the country. The team was assisted in the field by two members of the government's key counterpart, the Ministry of Gender Equality and Child Welfare (MGECW), as well as by one representative from the Ministry of Agriculture, Water and Forestry (MAWF). The team used individual interviews, focus groups and semi-structured interviews to gather information from government officials, including police and customs; private companies; farmers; traditional authorities; UN organizations; NGOs as well as other development and relief organizations; and social workers and social scientists.

The assessment yielded the following findings:

- *Incidence of Trafficking:* A small number of human trafficking cases were identified, including instances of labor and sexual exploitation. However, a larger number of

suspected or possible cases existed. Challenges in determining the exact standing of these suspected or possible cases emerged as a result of two factors:

- Limited time to conduct follow-up investigations in instances where available facts were inadequate to make a definitive evaluation; and
 - The lack of definitional clarity about trafficking on the part of both lay and professional personnel.
- *Understanding of the Problem:* There was no clear, consistent understanding of human trafficking and how it differs from smuggling and illegal migration. The conflation of these terms occurred throughout the country and was identified by many as one of the most pressing issues where more extensive training, awareness raising, and information sharing are needed. Trafficking was better understood within the Women and Child Protection Units (WCPUs) and among social workers and where specific training on trafficking had been previously provided.
 - *Legal Framework for Addressing Trafficking:* Currently, the laws that might be relevant to trafficking in Namibia are fragmented and there is no one, stand-alone piece of legislation that addresses trafficking in all its forms. While some respondents were aware of some of Namibia's current legal instruments, including the Labour Act and the Rape Act, many were unaware of any existing legal framework for dealing with human trafficking. Existing legislation is inadequate to address trafficking because:
 - Namibia's most comprehensive relevant legislation, the Prevention of Organized Crime Act (POCA), has only recently been implemented;
 - This legislation fails to differentiate between child trafficking and trafficking in adults and does not include provisions on prevention initiatives or victim services.
 - *Victim Services:* Many areas of the country lack adequate facilities and staff to provide services and assistance to victims. Other facilities such as hospitals provide ad hoc accommodations for some victims. The WCPUs that currently assist trafficking victims are staffed by a small number of professionals who have received training in handling trafficking cases, but who are often also tasked with handling other labor-intensive cases.
 - *Risk Factors:* Various factors increase trafficking risks within Namibia, including societal beliefs that tolerate violence against women, children, and marginalized groups; lack of educational and employment opportunities; lax security and controls at borders and ports; and lack of trained personnel to identify and handle trafficking cases. Additionally, several regional issues may increase risks of trafficking and exploitation, including Zimbabwe's deteriorating political situation, socio-economic differences among Namibia's neighbors, including those in the Southern African Development Community (SADC), and the 2010 FIFA World Cup in South Africa.

The study included the following recommendations:

- *Training:* Most respondents identified training as the most important need for combating trafficking. Key training needs include practical skills and information on victim identification and assistance, the legal framework, and international cooperation. Front-line professionals such as police, WCPU social workers, immigration, customs officials, prosecutors and members of the tourism industry were identified as needing specialized training. Training should also be provided to the private sector, especially the tourism industry, to help identify and refer cases of trafficking.
- *Legal Framework:* Namibia needs a comprehensive stand-alone law that uniquely and specifically addresses trafficking in persons and that highlights distinctions between

trafficking of adults and children. It also requires prosecution, protection, and prevention components.

- *Protection Programs:* Programs are needed to assist victims, including accommodations, counseling and long-term follow-up to help facilitate successful reintegration and recovery. The special needs of foreign victims also warrant particular attention, including assessing safety for these victims upon their return to ensure that they are not further victimized and/or re-trafficked.
- *Prevention Campaigns:* There is a need for media and information campaigns that reach rural and urban communities, border posts, transit sites, and tourist spots. Additionally, economic growth and education initiatives targeted at those most at-risk are needed to reduce vulnerability.
- *Follow-up Research:* Additional research may be needed to understand trafficking patterns, risk factors, and gaps as they emerge in the course of implementing other recommended counter-trafficking measures. This research should focus on particular needs, problem areas, target groups, and/or parts of the country where additional information is needed to design and effectively target future programs.

A3. Major Activities Planned and Underway

Vietnam Assessment

During this quarter, EGAT/WID requested that ATTO proceed with an assessment to assist USAID/Vietnam with the development of an anti-trafficking strategy to be used in making decisions about the scope, approach, and focus of future anti-trafficking assistance. According to the U. S. Department of State 2009 Trafficking in Persons Report, Vietnam, ranked as a Tier 2 country since 2005, is a source and destination country for men, women and children trafficked for forced labor and commercial sexual exploitation. USAID/Vietnam has asked that the assessment analyze the current trafficking situation in Vietnam including recent trends and vulnerabilities; current program interventions by donors and the Government of Vietnam including gaps in those programs; USAID's comparative advantage in providing anti-trafficking assistance; and potential program mechanisms, including cooperation with related USAID and USG programs. USAID has provided some support for anti-trafficking efforts in Vietnam since 2005. The assessment will develop strategic program recommendations for a 5-10 year period that build on these efforts and those of other donors and the Government of Vietnam. As of the end of the quarter, ATTO was in the process of contracting with two international consultants to conduct the assessment, with work to be undertaken in Vietnam scheduled for August 17 to September 5, 2009. While in Vietnam, the team will meet with stakeholders and key informants at locations around the country and across the Cambodian border, including USAID and other USG officials, Government of Vietnam representatives at national and local levels, organizations implementing programs on behalf of the USG and other donors, and civil society groups and technical experts.

USAID's Anti-Trafficking in Persons Programs in Asia: A Synthesis

ATTO is awaiting comments from EGAT/WID on the draft synthesis study of anti-trafficking programs in Asia that it submitted during the past (eighteenth) quarter. The activity is described in the report for that quarter. No work was conducted on it during the current quarter.

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

- √ Final revision and publication of literature review of linkages between trafficking in persons and gender-based violence;
- √ Final revision of a review of monitoring and evaluation of trafficking programs;
- √ Update of last year's analysis of USAID anti-trafficking program trends (FY 2001 – FY 2008);
- √ Bi-weekly trafficking update.

B2. Activities Completed

Revision and Publication of Gender-Based Violence and Trafficking Literature Review

ATTO completed its support to EGAT/WID for the publication, "Literature Review of Trafficking in Persons and Gender-Based Violence," a study that reviews existing information on gender-based violence as a push factor for trafficking. During the quarter, ATTO assisted EGAT/WID in editing the final text of the draft it had previously prepared and submitted to USAID, and provided overall production support for the publication. The study includes two parts: a one-page analytical summary of findings and an annotated bibliography of 51 documents. The literature review is a summary of select sources that directly or indirectly address gender-based violence and its potential link to human trafficking. Sources ranged from academic research studies and donor-funded publications, including other literature reviews, to project reports and databases which house information on trafficking victims. Overall, the majority of reports cited in this literature review point out that while anecdotal evidence or experience on the ground indicate that gender-based violence is a factor in women's vulnerability to being trafficked, more empirical research is needed before the nature of the relationship between both can be better understood.

Revision of Monitoring and Evaluating Anti-Trafficking Initiatives: A Review

During the quarter, ATTO assisted EGAT/WID with editing and production support for a paper that analyzes monitoring and evaluation of anti-trafficking activities. The paper, previously prepared by ATTO, explores challenges in monitoring and evaluating anti-trafficking programs, including difficulties in estimating numbers of trafficking victims worldwide and determining the impacts of counter-trafficking projects, specific data requirements for project monitoring systems, and best uses of project evaluations.

Update of Program Database and Analysis of USAID Anti-Trafficking Program Trends

EGAT/WID requested that ATTO update its analysis of U.S. Department of State and USAID anti-trafficking assistance since FY 2001, incorporating data for FY 2008. The program trends analysis summarizes the characteristics of each agency's programs, using as the source the information on U.S. government anti-trafficking programs and funding maintained by the G/TIP office and published on its website annually. ATTO added FY 2008 information to its linked

spreadsheet database and updated the comparative review of variables such as cumulative and annual funding; assistance by geographic region and country; number of years of funding; types of activity (prevention, protection, prosecution); and aspect(s) of trafficking (sex, labor) addressed. Results were compiled into a written overview, along with a series of charts, graphs and tables.

The trends analysis shows that, between FY 2001 and FY 2008, USAID provided a total of \$134.8 million for anti-trafficking projects. For USAID and the Department of State combined, the total amount of funding between FY 2001 and FY 2008 was \$321.7 million — USAID's portion was therefore 42 percent of the total for the period. Total FY 2008 anti-trafficking funding was \$32.7 million for USAID and State combined; USAID's portion of the total was \$11.7 million. Looking at USAID's programs more closely, in regional terms, Europe and Eurasia account for 41 percent of USAID's funding, followed by Asia and the Near East (29 percent), Africa (13 percent), and Latin America and the Caribbean (14 percent). Since FY 2001, prevention has been an element of 85 percent of USAID projects; protection, 81 percent; and prosecution, 39 percent. Over time, an increasing percentage of projects have included protection, with more than 95 percent doing so in 2008. Sixty-five percent of USAID's funding since FY 2004 goes to projects that address both sex and labor trafficking.

Trafficking Update

ATTO compiles and submits a bi-weekly Trafficking Update report 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. When relevant, recent scholarly research on emerging trafficking challenges and approaches to tackling these will be included in the bi-weekly Trafficking Update.

B3. Major Activities Planned and Underway

During the quarter, EGAT/WID asked ATTO to assist with planning for a one-day public event, tentatively scheduled for September 2009. The event is intended to bring attention to USAID's anti-trafficking accomplishments, highlight concrete lessons and provide insight into continuing and future program challenges in combating trafficking. Speakers and participants are likely to include key USG leadership, policy makers, representatives from the diplomatic community in Washington D.C. and a range of experts from government and non-government fields. Presentations and panel discussions will address various themes central to the fight against human trafficking worldwide. Four panel discussion themes have been tentatively selected: a) addressing root causes—economic factors; b) legislation and enforcement; c) care standards, shelters, and reintegration services; and d) raising awareness and changing behavior. These thematic panels will allow presenters with first-hand field experience to highlight promising practices that are relevant to a discussion of strategic priorities for future counter-trafficking initiatives. In preparation for the event, ATTO has assisted with the development of a notional agenda and budget; a logistical plan; technical content of the thematic panels; and lists of potential speakers, organizations and projects that might be represented at the event. ATTO will continue to provide technical and logistical support as requested by EGAT/WID.

Also in the next quarter, ATTO anticipates providing assistance to EGAT/WID in developing a course on gender-based violence (GBV) and trafficking (TIP) to be offered in Washington, D. C. for USAID officers worldwide. Course participants would be trained in promising practices in combating GBV and TIP and in providing care and support to those victimized by these;

compliance training and legal updates on current U. S. government policies on funding programs that address GBV and TIP; designing GBV and TIP programs appropriate for changing and diverse environments; and designing and testing outcome and impact indicators for these programs.

In the project's final year, ATTO is positioned to conduct field work in response to 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 19
Number of sector assessments conducted by the USG	8	8	4	3	4	0	N/A	1	1
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	1	0
Number of special studies conducted by the USG (unpublished)	N/A	5	N/A	0	N/A	4	N/A	2	1

Table 2: Summary of Results as of June 30, 2009

Indicator	FY05	FY06	FY07	FY08	FY09
Number of sector assessments conducted by the USG	Serbia and Montenegro	Nicaragua	Zambia		Namibia
		Jamaica	Egypt (final approval FY08)		
	Nigeria	Dominican Republic	Synthesis of LAC assessments		
	Guatemala	Ecuador			
		Indonesia			
Totals: 11	3	5	3	0	1
Number of evaluations conducted by the USG		Albania	Africa Bureau Desk Review		
		Cambodia			
Totals: 3	0	2	1	0	0
Number of special studies conducted by the USG (published)	Publication of annual report	Publication of annual report	Literature review - humanitarian emergencies	Support for USAID publication	Literature Review—Trafficking in Persons and Gender-Based Violence
	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		
Totals: 9	3	2	3	1	1
Number of special studies conducted by the USG (unpublished)	Bosnia and Herzegovina trafficking briefing paper	Research assistance for USAID Seminar Series		Analysis of trends in USG anti-trafficking funding	Monitoring and Evaluating Anti-Trafficking Initiatives: A Review
	Participation in WID Office's open house	Study on Trafficking in Post-Conflict and Humanitarian Emergencies		Compilation and analysis of USAID anti-trafficking programming	Update of USAID program database and analysis of anti-trafficking program trends
	Development of materials for anti-trafficking training			Research on child brides and marriage brokers	
				Compilation of material on codes of conduct	
Totals: 11	3	2	0	4	2

