



ANTI-TRAFFICKING TECHNICAL ASSISTANCE

EIGHTH QUARTERLY PROGRESS REPORT

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2006

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EXECUTIVE SUMMARY

Trafficking in persons is a crosscutting development challenge that affects a variety of issues including rule of law, health, human rights, anti-corruption, and gender. This multi-billion dollar per year travesty exists due to poverty, despair, war, and the prevalence of organized crime throughout the world, among other factors. As one of its many responses to this issue, 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 Office of Women in Development (EGAT/WID), and initiate pilot projects in selected missions. As virtually every nation in the world is touched by this phenomenon, USAID is providing a worldwide response. This Task Order supports that worldwide response with technical assistance and this report details the assistance provided during the eighth quarter, July-September 2006.

During this quarter, ATTO received additional feedback and requests for changes to the final version of the Indonesia assessment submitted during the seventh quarter. The changes were implemented and the final report was disseminated. In addition, ATTO finalized a Scope of Work for an assessment in Zambia to review existing laws and the country's legal system as it pertains to the penalties for Human Trafficking, provide guidance on measures to strengthen the government and institutional responses to trafficking, and to draft anti-trafficking legislation along with a policy framework. ATTO anticipates that the assessment will be conducted during the ninth quarter.

ATTO revised and submitted a draft study on Residential Rehabilitative Facilities for Victims of Trafficking, which was mandated by Congress under the Trafficking Victims Protection Reauthorization Act, 2005. The study is based on a review of the literature addressing residential shelters, protection, and rehabilitation for victims of human trafficking; a review of U.S. Government funded shelter activities from 2001-2005; and interviews with individuals engaged in anti-trafficking work including government officials, scholars, and representatives of non-governmental and international organizations. It addresses the major types of residential shelters, the constraints that affect shelter operations, and a series of issues and challenges to effective shelter care, and includes examples of good practices and recommendations.

ATTO submitted an updated literature review on trafficking in-persons generated by post-conflict situations in foreign countries along with a literature review on trafficking in-persons generated by humanitarian emergencies in foreign countries. Additionally, the Task Order continued preparing a literature review on group residential facilities for foreign victims of trafficking. To ensure that all of the literature included in the study of group residential rehabilitative facilities, which was revised during this quarter, was also included in the review, ATTO held off finalizing the review during this quarter. ATTO anticipates that the review will be submitted early in the ninth quarter.

ATTO assisted the WID Office in preparing for the USAID Summer Seminar Series by researching public service announcements that discuss trafficking. In addition to providing this information to be included in the WID Office's presentation entitled, *USAID Fights Slavery: Trafficking in Persons*, the Task Order also recorded the session, providing a detailed summary of the event to be included on the USAID website.

During this quarter, USAID/Peru approached the Task Order about completing an assessment in the country to identify at risk populations as well as evaluate current efforts to fight trafficking and to protect and care for trafficking victims. USAID/Romania also approached the Task Order

with a request for assistance. ATTO prepared two activity scenarios, along with budgets for each and submitted them to the Mission. Finally, ATTO continued to provide USAID/Russia with the qualifications of qualified US consultants to conduct an assessment to evaluate current USAID anti-trafficking programs in the Russian Far East and other regions where USAID has significant programs

In other support efforts for the EGAT/WID office, ATTO continues to provide a quarterly calendar of events updated bi-weekly and to follow information sources on trafficking trends

SECTION I

Background on Anti-Trafficking Task Order

As one of the many U.S. Government efforts to respond to the global trafficking issue, 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, Charney Research, and Partners of the Americas on September 30, 2004. The Task Order provides technical services to support USAID/Washington and field missions as they pursue anti-trafficking initiatives. The project has three major components:

- technical assistance to USAID field missions and operating units to strengthen the quality of their anti-trafficking programming and expand the agency's knowledge of trafficking issues;
- technical support for the Office of Women in Development (EGAT/WID) in its role as anti-trafficking coordinator; and
- initiation of pilot projects covering path breaking and high priority anti-trafficking issues in selected missions.

Technical assistance may range from simple research activities to the completion of field assessments that occur over a number of weeks.

The technical assistance under this Task Order supports the EGAT Bureau's strategic objective #8: *Gender considerations in USAID's development, humanitarian and transition work better reflected*. The technical services and activities will support both intermediate results in the EGAT/WID results framework:

- IR#1: New knowledge/information on gender issues generated and disseminated; and
- IR#2: Organizational and technical capacity to apply gender-responsive approaches increased.

The purpose of the technical assistance provided under this Task Order is to help field missions and USAID Washington operating units strengthen the quality of their anti-trafficking programs and to expand the Agency's knowledge of trafficking issues. Any USAID mission or other operating unit may request technical assistance and EGAT/WID, in consultation with regional bureaus, will determine which requests will be given priority. ATTO may conduct as many as twenty (20) technical assistance assignments for USAID field missions and operating units during the three-year Task Order period.

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. This assistance includes the production of an annual publication on USAID anti-trafficking initiatives, production of one to three additional publications on anti-trafficking topics including best practices and lessons learned, preparation of a quarterly anti-trafficking events calendar, production of electronic presentations, and research on trafficking issues.

From time to time USAID may want to undertake anti-trafficking activities that go beyond the strategic objectives of individual missions or that arise from emerging U.S. Government policy. Services from this Task Order provide USAID with the capability to initiate pilot projects with selected missions to address those needs. EGAT/WID, in collaboration with USAID/Washington regional bureaus, identifies missions interested in participating in pilot project activities. Chemonics then carries out an assessment mission to that country, prepares an action plan, and then implements that plan. Action plans for pilot projects cannot exceed a two-year time span. Activities for pilot projects may address cross border issues, sex tourism, mapping victim vulnerability factors to provide an early warning system, campaigns to elevate the status of women in society, or other issues that may arise through assessment and implementation of this Task Order.

SECTION II

Project Activities

A. Technical Assistance to USAID Field Missions and Operating Units

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

- √ Finalized and disseminated anti-trafficking assessment for USAID/Indonesia
- √ Finalized SOW for the development of legislation outlawing human trafficking in Zambia

A2. Activities Completed

During the previous quarter, ATTO finalized the Indonesia anti-trafficking assessment and submitted the final report to USAID/Indonesia. During this quarter the WID Office and the Mission approved the final report and it was disseminated. The assessment notes that since 2001, when the U.S. Government 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; the development of a National Plan of Action for the Elimination of Trafficking in Women and Children (NPA), and a substantial increase in funding for anti-trafficking activities by the Government of Indonesia. In addition, although the development of specific anti-trafficking legislation has been slow, the Indonesian government has passed a Migrant Worker Protection bill and a Law on Child Protection, criminalizing the trafficking of children, and international organizations have provided training for law enforcement, especially for the police, resulting in an increase in the number of trafficking investigations and convictions.

There have also been significant efforts made toward prevention and victim assistance, such as awareness-raising activities in at-risk communities. Diverse methodologies have been employed to raise awareness of trafficking and a variety of tools developed. Many of these tools, including documentary films, comic books, and tool kits, have been widely disseminated and used throughout the country. A model for victim assistance has also been recently established by International Organization for Migration (IOM); raising the standard of care for rescued victims of trafficking, and assisting over 600 victims of trafficking during 2005.

However, the study noted that although there has been significant progress to date, 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 both at home and abroad. Additionally, the use of debt bondage is a pervasive element in the trafficking of migrant workers and the commercial sexual exploitation of women and girls. 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. Another problem is that of child domestic workers (CDW) in Indonesia. There are an estimated 700,000 children working as domestics within Indonesia, and there is resistance to regulating this sector due to a general belief that the work is structured to benefit the child, despite significant proof to the contrary.

The assessment also noted that 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. 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.

The country faces 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; 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.

Finally, the assessment noted that the GOI has been playing a more positive role in providing services to victims of trafficking in urban areas. However, they should extend services such as vocational training and victim reintegration to rural and difficult to reach areas. With more victim service support from the GOI and community-based organizations, donor funding could go elsewhere, such as into building up the capacity of these services. Lastly, Indonesia's law enforcement needs to be more aggressive in their search for those who traffic women and children into prostitution. In addition, traffickers should be more stringently punished for trafficking and seen as dangerous to the victim.

During this quarter, USAID/Zambia chose a candidate for the requested trafficking assessment, and ATTO finalized the Scope of Work to review existing laws and the country's legal system as it pertains to the penalties for Human Trafficking, provide guidance on measures to strengthen the government and institutional responses to trafficking, and to draft anti-trafficking legislation along with a policy framework.

The assessment, which is due to begin very early in the ninth quarter will involve three stakeholder consultative meetings in locations throughout the country, which will draw in officials from the border regions. Such meetings will provide important input to the consultant, providing her with a better sense of the concerns and expectations of the different stakeholders.

A3. Major Activities Planned and Underway

ATTO continued to provide USAID/Russia with the qualifications of qualified US consultants to conduct an assessment to evaluate current USAID anti-trafficking programs in the Russian Far East and other regions where USAID has significant programs. It is anticipated that the Mission will choose a consultant, the SOW will be revised based on input from ATTO and the chosen consultant, and that the assessment will begin during the next quarter.

USAID/Peru approached the Task Order about completing an assessment in the country to identify at risk populations as well as evaluate current efforts to fight trafficking and to protect and care for trafficking victims. The assessment will include visits to several trafficking "hot spots" in an effort to understand trafficking trends and flows within and without the country. ATTO has provided USAID/Peru with the qualifications of one consultant whom the Mission has approved. The Mission provided a SOW to ATTO, on which the Task Order commented. It is anticipated that the SOW will be finalized and the assessment will take place during the next quarter.

USAID/Romania also approached the Task Order with a request for assistance. ATTO prepared two activity scenarios, along with budgets for each and submitted them to the Mission. It is anticipated that the Mission will make a choice as to which activity they would like to go forward with during the next 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 all USAID units. 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

- √ Revised and submitted draft of Congressionally-mandated study on the best practices for the rehabilitation of victims of trafficking in group residential facilities in foreign countries
- √ Submitted updated literature review on trafficking in-persons generated by post-conflict situations in foreign countries
- √ Submitted literature review on trafficking in-persons generated by humanitarian emergencies in foreign countries
- √ Revised literature review on the rehabilitation of victims of trafficking in group residential facilities
- √ Provided research assistance for the WID presentation at the USAID Summer Seminar Series, entitled *USAID Fights Slavery: Trafficking in Persons*, and prepared and submitted notes from the seminar
- √ Updated and distributed quarterly events calendar on a bi-weekly basis
- √ Interviewed and hired a new Project Officer

B2. Activities Completed.

During this quarter, ATTO revised and submitted to EGAT/WID a draft of a study on Residential Rehabilitative Facilities for Victims of Trafficking, which was mandated by Congress under the Trafficking Victims Protection Reauthorization Act, 2005. The study is based on a review of the literature addressing residential shelters, protection, and rehabilitation for victims of human trafficking; a review of U.S. Government funded shelter activities from 2001-2005; and interviews with individuals engaged in anti-trafficking work including government officials, scholars, and representatives of non-governmental and international organizations. It addresses the major types of residential shelters, the constraints that affect shelter operations, and a series of issues and challenges to effective shelter care, and includes examples of good practices and recommendations.

The Task Order also submitted an updated literature review on trafficking in-persons generated by post-conflict situations in foreign countries along with a literature review on trafficking in-persons generated by humanitarian emergencies in foreign countries. The literature reviewed in 2006 reflects that human trafficking in post-conflict countries is a complex issue, requiring more rigorous analysis and multidisciplinary perspectives on the development of well-targeted, culturally-appropriate interventions, which focus upon comprehensive prevention strategies and protection programs for at-risk and actual victims of human trafficking, as well as efforts to

promote societal, political, and economic conditions that repel, rather than facilitate, the phenomenon of human trafficking in conflict and post-conflict situations.

The review of literature on humanitarian emergencies found that until the 2004 tsunami, little, if any, research had been conducted examining the role disasters play in increasing human trafficking, and in particular the trafficking of women and children. However, several disturbing and negative trends faced by women, both during and after natural disasters, were relevant throughout the literature. Much of the research examines the increased vulnerabilities of women after disasters, specifically due to cultural norms that place women's needs last, the lack of social safety nets, and the lack of input from women into disaster response and management.

The Task Order also continued preparing a literature review on group residential facilities for foreign victims of trafficking. To ensure that all of the literature included in the study of group residential rehabilitative facilities, which was revised during this quarter, was also included in the review, ATTO held off finalizing the review during this quarter. ATTO anticipates that the review will be submitted early in the ninth quarter.

During August, ATTO assisted the WID Office in preparing for the USAID Summer Seminar Series by researching public service announcements that discuss trafficking. In addition to providing this information to be included in the WID Office's presentation entitled, *USAID Fights Slavery: Trafficking in Persons*, the Task Order also recorded the session, providing a detailed summary of the event to be included on the USAID website.

ATTO continues to update and provide a quarterly events calendar to USAID on a bi-weekly basis. The calendar focuses on specific anti-trafficking activities and reports, including links to website information about events worldwide. This calendar keeps USAID and its partners well informed about anti-trafficking events on a regular basis.

The ATTO Project Officer left her position on the Task Order on September 18, 2006. During the several weeks proceeding her departure, ATTO conducted a search for a new Project Officer, based on a somewhat revised position description. ATTO filled the position, although the new Project Officer will not start work on the Task Order until into the first month of the ninth quarter. The Chief of Party and ATTO Chief Technical Officer continue to meet and talk on a regular basis. These meetings have proven very beneficial to ensuring that project activities flow smoothly. Additionally, ATTO team continues their bi-weekly meetings to monitor project activities and ensure timely completion of all reports and requests for assistance.

B3. Major Activities Planned and Underway

ATTO will finalize and submit a literature review on the rehabilitation of victims of trafficking in group residential facilities.

C. Pilot Projects

ATTO will develop pilot activities to respond to needs that may arise from an assessment or in response to emerging U.S. Government policy. These activities may reach beyond the strategic objectives of individual missions, such as cross border anti-trafficking initiatives. Pilot activities will allow USAID to respond quickly to emerging priorities in the U.S. Government and provide appropriate activities to enhance those priorities.

SECTION III

Performance Monitoring

A. Strategic Framework

ATTO developed the following strategic framework to support the strategic objectives and intermediate results of the EGAT Bureau's results frameworks. ATTO reports achievements for the anti-trafficking Task Order using the following indicators:

► SO #8: Gender Considerations in USAID's Development, Humanitarian and Transition Work Better Reflected

▲ IR #1: New knowledge/information on trafficking issues generated and disseminated

Indicator 1 – number of activities or new sources of information developed to increase the level of knowledge on trafficking issues

Indicator 2 – number of anti-trafficking activities implemented that break new ground, build on other USAID work, have potential regional benefit or make an important contribution to USAID/USG anti-trafficking efforts

▲ IR #2: Organizational and technical capacity to implement anti-trafficking initiatives increased

Indicator 1 – number of changes to national law or ratification/accession to international instruments that help combat trafficking

Indicator 2 – number of missions or USAID operating units that identify and develop activities to fight trafficking

Indicator 3 – number of missions or USAID operating units that develop policies, strategies or indicators on trafficking

Indicator 4 – number of evaluations of existing anti-trafficking activities

During this quarter, ATTO completed three activities that support indicators under the performance-monitoring plan, two under IR #1 and one under IR #2. Under IR #1, which reports on the generation and dissemination of new knowledge or information, ATTO revised and submitted to EGAT/WID a draft Congressionally-mandated study on best practices for the rehabilitation of trafficking victims in group rehabilitation facilities located in foreign countries. The Task Order also provided research assistance for the WID presentation at the USAID Summer Seminar Series, entitled *USAID Fights Slavery: Trafficking in Persons*, and prepared notes from the seminar for dissemination on the USAID website.

ATTO completed one activity that supports IR #2, organizational and technical capacity to implement anti-trafficking initiatives increased. ATTO finalized and disseminated an anti-trafficking assessment for USAID/Indonesia.

Achievements for the seventh quarter include the following:

| Indicator | Number | Activity |
|--|---------------|---|
| IR#1- <i>Indicator 1</i> – number of activities or new sources of information developed to increase the level of knowledge on trafficking issues | Two | Revised and submitted draft of Congressionally-mandated human trafficking study, and provided research assistance for the WID presentation at the USAID Summer Seminar Series, entitled <i>USAID Fights Slavery: Trafficking in Persons</i> . |
| IR#2- <i>Indicator 4</i> Number of evaluations of existing anti-trafficking activities | One | Finalized and submitted anti-trafficking assessment to USAID/Indonesia |

B. Assessment Review

During this quarter, ATTO conducted a review of all of the assessments completed to date as a first step in evaluating the different types of recommendations included in these assessments. Recommendations were grouped into common themes: prevention, protection, and prosecution.

Prevention

The concept of raising awareness of trafficking in persons as a method of prevention was recommended in each assessment. Among the recommendations for raising awareness, public awareness programs focused on different forms of trafficking, as well as the vulnerabilities to trafficking experienced by varied segments of the population, were particularly common. In some countries where strong government programs on public awareness were already in place, such as Ecuador, recommendations built on such programming to include creating networks of anti-trafficking organizations.

In Nicaragua, suggestions for more detailed recommendations included using testimony from survivors of human trafficking, and in Jamaica, the specific youth focus of such programming included calls for a themed music concert—e.g., MTV against TIP.

Protection

On the issue of protection for trafficking victims, the assessments focused on building local capacity in all forms, from enhancing the technical expertise of shelter workers through building the capacity of national level organizations. Tools for building capacity of these organizations included staff training and support, new legislation against gender-based violence, increasing knowledge and capacity of organizations and individuals to assist TIP victims, and improved health services for victims. In countries where a strong capacity for providing protective services is in place, recommendations included standardizing procedures for these services.

Several assessments recommended the creation of a “National Referral Mechanism,” through which NGOs providing victim assistance and protection and governments form a strategic

partnership. Additionally, in Nigeria, the assessment called for the development of a “skills training unit” for victim rehabilitation facilities to provide training specific to trafficking to shelter personnel. Such a training unit could travel among shelters and train management teams.

Prosecution

Recommendations for enhancing prosecution of traffickers included strengthening all levels of law enforcement, through specialized training and awareness raising for relevant police forces, border officials, prosecutors and members of the judicial sector, and other legal professionals. Some recommendations called for the development of a trafficking in persons unit dedicated solely to fighting TIP, while others suggested improving or reforming legislation regarding prosecution of trafficking offenses.

One step in enhancing prosecution, as recommended in Jamaica, is the development of a public prosecutors' association with a focus on networking for anti-trafficking activities. In Serbia, the assessment noted a particularly successful initiative—the development of a CD-rom video for judges on the appropriate response to trafficking victims in the courtroom.

Although some recommendations were particular to the context of the host country, ATTO's review found that many recommendations shared some similarities and could be applied in other contexts. ATTO will continue to review the recommendations made by future assessments in the coming quarters.