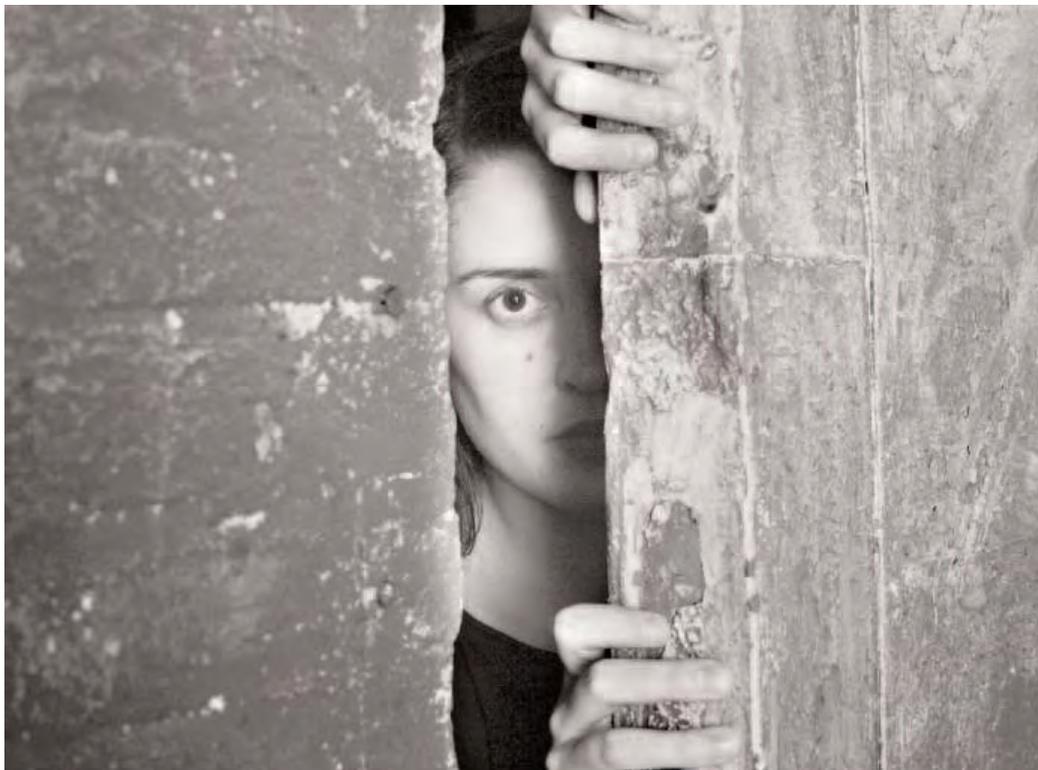




Anti-Trafficking Technical Assistance

Annual 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 reasons. As trafficking touches almost every nation in the world, USAID provides a worldwide response. As one of its 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 USAID Office of Women in Development (EGAT/WID), and initiate pilot projects in selected missions. This report is the second annual update detailing the technical assistance provided from October 2005 - September 2006.

The Anti-Trafficking Task Order completed several assessment activities for field missions during this year. In the first quarter, at the request of USAID/Jamaica, ATTO conducted an anti-trafficking assessment from October 3-15, 2005, analyzing the current situation and recommended the programmatic support necessary to assist the country's efforts at combating human trafficking. ATTO conducted an anti-trafficking assessment for USAID/Dominican Republic from November 6-19, 2005. The purpose of the assessment was to carry out a review of the scope of the trafficking in persons in the Dominican Republic, assess efforts and identify gaps in response to trafficking, and provide recommendations for a possible programmatic response by USAID/Dominican Republic.

From October to December 2005, an evaluation was conducted on USAID's current anti-trafficking programs in Albania. These activities include The Albanian Initiative: Coordinated Action Against Human Trafficking (CAAHT), a three-year contract with Creative Associates International Inc. (CAII) and Transnational Action against Child Trafficking (TACT), a three-year cooperative agreement implemented by the Swiss non-governmental organization (NGO), Terre des hommes (Tdh) with the support of six donors. Also in November, ATTO assisted EGAT/WID in completing an assessment of the International Justice Mission (IJM) in Cambodia.

In the second quarter, USAID/Nicaragua requested an assessment to review the scope of trafficking in persons, assess strengths and weaknesses of activities, and provide programmatic recommendations. USAID/Indonesia requested an assessment in order to identify gaps in programming, identify priority issues, determine whether other types of programming should supplement current United States Government (USG) anti-trafficking programs in Indonesia, and address USG coordination and collaboration. USAID/Ecuador, in close coordination with the USG anti-trafficking working group, is committed to fighting trafficking in persons in Ecuador with an integrated approach based on prevention, protection and assistance for victims, and prosecution of

traffickers. To provide for better coordination, the Mission requested an anti-trafficking assessment to develop further programming.

In the third quarter, ATTO submitted two studies that were Congressionally-mandated by the Trafficking Victims Protection Reauthorization Act, 2005, “Human Trafficking in Post-Conflict and Humanitarian Emergencies” and “Group Residential Rehabilitative Facilities for Victims of Trafficking”. Additionally, ATTO submitted three literature reviews related to these studies: “Trafficking in Post-Conflict Situations”; Humanitarian Emergencies”; and “Group Residential Facilities for Foreign Victims of Trafficking”.

At the end of the task order’s second year, several activities are underway and planned for completion during the next project year. USAID/Zambia requested an assessment to assist in drafting anti-trafficking legislation. This assessment will be undertaken in the first quarter and completed in the second. USAID/Peru has requested an assessment to identify at risk populations as well as to evaluate current efforts to fight trafficking and to protect and care for trafficking victims. Additionally, ATTO will work with the Africa Bureau to complete a desk assessment of fifteen anti-trafficking projects in Africa that have been funded by USAID/Washington and EGAT/WID.

This task order has and will continue to support both USAID/Washington and field missions in building a comprehensive response to trafficking issues that will strengthen the quality of programming and expand the agency’s knowledge. This support allows EGAT/WID to coordinate all of USAID’s anti-trafficking activities, share knowledge on issues and events, provide relevant data and background information, and serve as the agency leader in the fight against trafficking.

SECTION I

Anti-Trafficking Task Order Background

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
- support 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 has included the production of an annual publication on USAID anti-trafficking initiatives, production of 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 could 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, would identify missions interested in participating in pilot project activities. Chemonics then might carry out an assessment mission to that country, prepare an action plan, and implement that plan. Activities for such 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. Major Activities Planned and Underway

At the end of the Task Order's second project year, several activities are underway and planned for completion during the third project year. In the final quarter of the second year, USAID/Zambia requested an assessment to review existing laws on trafficking and the country's legal system as it pertains to the penalties for human trafficking. The Mission also requested guidance on measures to strengthen the government and institutional responses to trafficking, and to draft anti-trafficking legislation along with a policy framework.

During the first quarter of the third project year, a consultant, Jill Thompson, took several trips to Zambia in order to conduct consultations with stakeholders and develop the anti-trafficking legislation. During these trips, Ms. Thompson met with the Ministry of Home Affairs, the Department of Immigration, the Drug Enforcement Commission, the Anti-Corruption Commission, the Department of Police's Victim Support Unit and Prosecutions, the Zambia Prisons Service, the Department of National Registration, Passport and Citizenship, the Ministry of Youth, Sport and Child Development, the Ministry of Education, the Ministry of Labor and Social Security, the Ministry of Foreign Affairs, the Ministry of Community Development and Social Welfare, the Ministry of Information and Broadcasting Services, the Office of the President, and the Gender in Development Division (Cabinet Office). Ms. Thompson also held three stakeholder consultative meetings throughout the country to draw in officials from border regions. In addition to these meetings, the consultant completed a literature and code review. She is currently completing a report on legal system issues related to trafficking and the trafficking legislation and policy framework.

At the beginning of the third project year, ATTO began working with the USAID/Africa Bureau to complete a desk assessment of fifteen anti-trafficking projects in Africa that have been funded by USAID/Washington and EGAT/WID. The objective of this activity is to conduct a country by country analysis of each anti-trafficking activity funded by the Trafficking in Persons (TIP) Fund in Africa and by the WID Office in that region and to identify best practices and lessons learned on the basis of this analysis. The result of this analysis will contribute to the planning of the United States Government (USG) in Africa concerning the scope and focus of future anti-trafficking activities. ATTO, with the assistance of the USAID/Africa Bureau, collected project documents from Benin, the Democratic Republic of the Congo (DRC), Ethiopia, Guinea, Madagascar, Mali, Mozambique, Nigeria, South Africa, Sudan, Uganda, and West Africa. ATTO drafted a questionnaire that was sent to these USAID missions in order to gather further information on programming success and lessons learned. Throughout the first two quarters of the third project year, ATTO will continue to review these documents, analyze the results of the questionnaire and conduct phone interviews with program and USAID mission staff. The result of the assessment will be a compilation of success stories and lessons learned in a summary document for USAID/AFR/SD/CPG.

In the second quarter of project year three, 2007, ATTO will conduct an assessment for USAID/Peru to identify at risk populations and evaluate current efforts to fight trafficking and 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.

During the third project year, ATTO will submit a literature review on group residential facilities for foreign victims of trafficking. The literature review reveals that shelters for trafficked victims play a necessary part in a comprehensive effort to address human trafficking that includes prevention, protection, and prosecution. The essential services that shelters provide can help trafficking victims recover and move toward reintegration into society. However, as the literature review notes, it is important to emphasize that no two shelters are alike. Location, size, cost, length of stay, and the population that the shelter serves differ from place to place and from shelter to shelter.

The literature review identifies several “types” of shelters that are designed to meet the range of trafficking victim needs and circumstances, including emergency shelters, transit shelters, short-term shelters, and long-term shelters including transition homes and reintegration centers. The review gives concrete examples found in the literature of each type of shelter. The review also identifies a set of good practices from the literature for the provision of shelter care to victims of trafficking. They include standard operating procedures; linkages among networks of shelters; appropriate training for staff; individualized attention for shelter residents; meaningful economic opportunities for residents, particularly as they prepare to begin life on their own; and sustainability in all recovery activities.

B. Significant Results to Date

ATTO achieved notable success in its second year, including the completion of several field assessments and the drafting of two studies on trafficking for Congress as mandated by the Trafficking Victims Protection Reauthorization Act of 2005. Technical assistance from the task order continues to support the EGAT/WID office and field missions in their worldwide anti-trafficking efforts. Some of the most significant results to date include the following:

Technical assistance to field mission and operating units

- √ Completion of assessment for USAID/Serbia and Montenegro
- √ Completion of assessment for USAID/Nigeria
- √ Completion of assessment for USAID/Guatemala in coordination with WLR/Guatemala
- √ Completion of Europe & Eurasia (E&E) Bureau Anti-trafficking workshop
- √ E & E Workshop report finalized
- √ Completion of assessment for USAID/Jamaica
- √ Completion of assessment for USAID/Dominican Republic
- √ Completion of evaluation for USAID/Albania
- √ Completion of assessment for USAID/Nicaragua

- √ Completion of assessment for USAID/Indonesia
- √ Completion of assessment for USAID/Ecuador

Technical support for EGAT/WID

- √ Completed 2005 Annual report “Trafficking in Persons: USAID’s Response”
- √ Completed 2006 Annual report “Trafficking in Persons: USAID’s Response”
- √ Presented a debriefing at USAID Washington on Serbia and Montenegro assessment
- √ Presented a debriefing at USAID Washington on Nigeria Assessment
- √ Participated in EGAT/WID office open house
- √ Developed Bosnia briefing paper for the USAID Administrator
- √ Completed Research on correlation between disasters and increased vulnerabilities for trafficking
- √ Conducted and submitted drafts of a Congressionally-mandated study assessing the threat and practice of trafficking-in persons generated by post-conflict and humanitarian emergencies in foreign countries
- √ Conducted and submitted drafts of a 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
- √ 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
- √ Quarterly events calendar updated and distributed on a bi-weekly basis

Technical assistance to field mission and operating units

1. Assessment in Jamaica

During the first quarter of its second year, ATTO conducted an anti-trafficking assessment as requested by USAID/Jamaica. This assessment analyzed the current situation and recommended the programmatic support necessary to assist the country’s efforts at combating human trafficking. The assessment team, consisting of Gerry Ramos Bjallerstedt and Betty Blaine, conducted field work from October 3-15, 2005. The team based their analysis on general background information and research from prior informational sources and interviews conducted during a two-week time span with over 30 persons.

Based on an analysis of current programming and future needs, the assessment team made a number of recommendations including the support of civil society efforts with at-risks youths, vulnerable communities, parents and relevant professionals; support of efforts to combat gender based violence and provide gender equality; facilitation and establishment of an appropriate shelter; and strengthening the capacity of anti-trafficking state and NGO partners through regional professional networks and

management skills training. Other recommendations included building the capacity of law enforcement and legal professionals through specialized trainings and the development of a National Referral Mechanism.

The assessment recommended raising awareness of sexual slavery and child labor in government ministries and with other USAID Mission partners. This new awareness would then translate into policy, guidelines and programs to improve education and the health of poor youth and other vulnerable groups in Jamaica. Possibilities recommended for cross-cutting rule of law projects include anti-trafficking legal reform; training of prosecutors, judges and lawyers; capacity building of advocacy groups and human rights organizations; sensitization of the police and parliamentarians; and technical assistance to the Ministry of Justice, Ministry of National Security and the National Taskforce. The Mission's range of development activities and partners provide an added opportunity to further mainstream counter trafficking activities throughout the various disciplines.

2. Assessment in Dominican Republic

USAID/Dominican Republic also requested an anti-trafficking assessment in the first quarter of year two. This assessment was conducted by consultants Gerry Ramos Bjallerstedt and Gladys Pinyero, with field work occurring November 6 - 19, 2005. The purpose of the assessment was to determine the scope of trafficking in persons in the Dominican Republic, assess efforts and identify gaps in response to trafficking, and provide recommendations for a possible programmatic response by USAID/Dominican Republic.

The assessment team conducted a literature review, followed by two weeks of field work in the Dominican Republic, conducting 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 the assessment team proposed the following responses:

- Support continued efforts by key CSOs to provide at-risk groups and vulnerable communities with anti-trafficking awareness raising
- Promote anti-trafficking public awareness campaigns
- Strengthen the national committee on trafficking (CIPROM) by developing 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
- Address root causes by integrating anti-trafficking awareness raising into the strategic objective activities of the USAID Mission
- Ensure greater allocation of state funds for anti-trafficking responses

3. Evaluation in Albania

At the request of USAID/Albania, an evaluation was conducted on the Mission's current anti-trafficking programs in Albania. These activities include The Albanian Initiative: Coordinated Action Against Human Trafficking (CAAHT), a three-year contract with Creative Associates International Inc. (CAII); and Transnational Action against Child Trafficking (TACT), a three-year cooperative agreement implemented by the Swiss NGO, Terre des hommes (Tdh) with the support of six donors. The evaluation was comprised of three stages: 1) literature review and fieldwork preparation; 2) fieldwork in-country; 3) report preparation.

The main program impacts of USAID/Albania's anti-trafficking programs have been the focus and infusion of funds in support of anti-trafficking efforts, government involvement in anti-trafficking work at the national and local level, capacity building for civil society on anti-trafficking and associated issues, and strengthened monitoring and evaluation (M&E) on program work. Program impact has been limited by weak M&E systems and gaps in the strategic coordination among TACT, CAAHT and existing networks.

Some of the issues that remain to be addressed by USAID/Albania and recommendations for future programming included:

- Addressing trafficking within the framework of social protection
- Assuring the sustainability of anti-trafficking efforts and effective exit strategies
- Develop case management protocols as well as standards of care
- Strengthen M&E efforts
- Increase coordination between anti-trafficking organizations and programs
- Increase attention to Roma and Egyptian minorities in anti-trafficking efforts

Additionally, Wendy Blanpied, project officer, assisted the EGAT/WID Director, Katherine Blakeslee, in completing an assessment of the International Justice Mission (IJM) anti-trafficking program in Cambodia from November 1-11, 2005.

4. Assessment in Nicaragua

Nicaraguan society remains apathetic to the plight of victims, and to its negative social-economic consequences. An aggressive, public information campaign could focus on the negative impact human trafficking has on crime and corruption, public health and safety; human capital and economic development, as well as human rights and children's rights.

Nicaragua Anti-Trafficking Assessment, May 2006

In the second quarter, USAID/Nicaragua requested an assessment to review the scope of trafficking in persons in Nicaragua, assess the strengths and weaknesses of USAID activities, and provide programmatic recommendations. The assessment team, consisting of Gerry Ramos Bjallerstedt and Violeta Ortero, conducted fieldwork from January 17-February 1, 2006. The team based their analysis on general background information and research from prior informational sources and interviews conducted during a two-week time span with over fifty persons.

The assessment's recommendations are:

- Empower media professionals through specialized trainings on investigative journalism and appropriate reporting of human trafficking cases.
- Empower the public to support Nicaragua's anti-trafficking efforts through aggressive awareness-raising campaigns and targeted public education.
- Improve the operational capacity of anti-trafficking partners to address continuously evolving trafficking trends.
- Foster reform and implementation of protective legislation against gender-based violence to include witness protection.
- Establish strategic partnerships, domestic and regional, between state actors and non-governmental organizations
- Build the capacity of the National Coalition to Combat Trafficking in Persons.
- Strengthen law enforcement, legal professionals, and the rule of law.

5. Assessment in Indonesia

In October 2005, USAID/Indonesia requested an anti-trafficking assessment. In June 2005, the U.S. State Department ranked Indonesia on the Tier Two Watch List of countries, as a major sending country for international trafficking in persons. The report recognized that while the Government of Indonesia is not in full compliance with the minimum standards for the elimination of trafficking, it is making significant efforts to do so. The assessment was designed to strategically pinpoint gaps in programming, identify priority issues, determine whether current USG funded anti-trafficking programs in Indonesia suffice or whether other types of programming might also be appropriate, and address USG coordination and collaboration with others working in anti-trafficking.

The assessment team, Ruth Rosenberg, an international consultant and Nori Andriyani, a local consultant, conducted the assessment from February 6–22, 2006. Prior to arrival, the team devised the assessment's methodology; developed a list of organizations, government officials, and others; determined the pertinent data to collect in the field. Upon arrival in Indonesia, the two locations of Surabaya and West Kalimantan were identified as areas where the USG has a large number and diversity of counter trafficking programs. Based on the information the team obtained and an analysis of the situation, the following programmatic responses were proposed:

- Eradicate debt bondage
- Reform migrant worker placement processes
- Reform labor laws to include domestic work
- Reduce demand for child domestic workers
- Address trafficking for prostitution within

A large portion of the domestic worker positions is filled by underage girls (estimates range from 25 percent–50 percent of all in-country domestic workers are under 18, and in many cases under the legal minimum working age of 15). The ILO estimates that there are nearly 700,000 child domestic workers in Indonesia. Government officials continue to expound a romanticized notion of child domestic work, with the employer acting as a surrogate family, providing an education, and good home and food for a child from a poor family who would otherwise not be able to afford it. The reality is far different than this widely held perception. In truth, child domestic workers in Indonesia are particularly vulnerable to ill treatment, exploitation and trafficking.

Indonesia Anti-Trafficking Assessment, July 2006

Indonesia

- Expand and evaluate awareness-raising activities
- Expand victim assistance programs
- Formalize the victim referral network
- Improve law enforcement actions

6. Assessment in Ecuador

USAID/Ecuador, in close coordination with the USG anti-trafficking working group, is committed to fighting trafficking in persons in Ecuador through an integrated approach based on prevention, protection and assistance for victims, and prosecution of traffickers. To provide for better coordination, the Mission requested an anti-trafficking assessment, which was conducted from February 28-March 15, 2006 by Geraldine Ramos Bjallerstedt and Maria-Elena Pesantez. Prior to arrival, a desk review of the relevant literature and available research was conducted. Once in country, the assessment team met with over forty interviewees comprised of government representatives, civil society organizations, and international donors.

Based on the information obtained and an analysis of the situation, the following programmatic responses were proposed:

- Sensitize policy-makers, political parties, congress and the judiciary, local gender commission offices, and local councils on child protection
- Establish a team comprised of a judicial police officer, child welfare police officer, and specialized prosecutor in each local police station
- Foster partnerships between government and NGOs and provide skills training
- Build expertise in NGO-administered shelters
- Strengthen legislation to include the establishment of a specialized anti-trafficking police unit
- Enhance the justice system, with an emphasis on witness protection and legislation making specific reference to the state's obligation to protect and assist trafficked victims
- Support focused public awareness-raising, vocational skills training, and employment opportunities
- Monitor efficiency of regulatory state agencies to combat state-sponsored corruption

7. Assessment in Zambia

In the fourth quarter, USAID/Zambia chose a candidate for the trafficking assessment the Mission had requested. The ATTO staff finalized the Scope of Work to review existing laws and the country's legal system as it pertains to the penalties for Human Trafficking. The SOW also was to 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 began early in the ninth quarter, involves 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.

Technical support for EGAT/WID

In the third quarter, ATTO worked on drafts of two studies that were Congressionally mandated under the Trafficking Victims Protection Reauthorization Act, 2005, “Human Trafficking in Post-Conflict and Humanitarian Emergencies” and “Group Residential Rehabilitative Facilities for Victims of Trafficking”, and developed three literature reviews to accompany this research. ATTO hired a consultant to conduct research and write the study addressing trafficking in post-conflict and humanitarian emergencies. The second study focusing on residential rehabilitative facilities was researched and written internally by the ATTO staff.

1. “Human Trafficking in Post-Conflict and Humanitarian Emergencies” study

The “Human Trafficking in Post-Conflict and Humanitarian Emergencies” study described the different forms of trafficking within and across borders for both labor and sexual exploitation. It analyzed human trafficking within different contexts, discussing the economic, political, and social factors affecting the vulnerability level of children and adults in humanitarian emergency and post-conflict settings. The study examined interventions employed during these situations and reported on good practices that have been implemented. Finally, the author provided recommendations to enhance efforts to combat trafficking in these contexts.

2. “Residential Rehabilitative Facilities for Victims of Trafficking” study

During this quarter, ATTO submitted a study, “Residential Rehabilitative Facilities for Victims of Trafficking,” 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 presents a series of challenges to effective shelter care. Finally, the document includes examples of good practices and recommendations.

3. Literature review on trafficking in post-conflict situations

The literature review on trafficking in post-conflict situations, first conducted in 2004 and updated in July 2006, uncovered a significant body of work on conflict and its effects on women, children, and gender-based violence; the gender aspects of peacekeeping; and human trafficking in countries that once were in conflict. However, very few of these works deal directly with the interrelationship of conflict and human trafficking. Even fewer works contain in-depth descriptions and analyses of conditions which particularly contribute to the emergence of human trafficking in post-conflict countries and their

neighbors. The exception is the growing body of work on child soldiers and women associated with the fighting forces (WAFF), recent works on human trafficking of women and girls for sexual exploitation in and around areas with peacekeeping missions, and the evolving links between post-conflict trafficking in persons and organized crime.

However, the literature reviewed in both 2004 and 2006 reflects the limited programming that exists aimed at the prevention of human trafficking during conflict and post-conflict periods; interventions targeting health risks; comparative strategies and longitudinal studies related to poverty-alleviation; and the successful integration of trafficked victims within immediate families or alternative community settings. Overall, the literature underscores the idea that human trafficking in post-conflict countries is a complex issue, requiring rigorous analysis and multidisciplinary perspectives on the development of well-targeted, culturally appropriate interventions. Although many works refer to the need for more information and analysis, most works are descriptive and few delve deeply into the multidimensional aspects and conditions that lead to the growth of human trafficking within conflict and post-conflict situations.

4. Literature review on trafficking in humanitarian emergencies

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. Much of the research examines the increased vulnerabilities of women after disasters, 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. Natural disasters lead to far more deaths of women than men as it is the women who are more often at home when disaster hits and are more encumbered by child and elder care. In the chaos and social breakdown that accompany natural disaster, women also are more vulnerable to sexual violence, a situation that is even worse in countries with prior histories of armed civil and social conflict. Disaster relief efforts often fail to give specific attention to the basic needs of women, including particular health needs. In the long-term aftermath, women experience ongoing vulnerability. Women are more vulnerable to impoverishment, forced marriage, labor exploitation, and trafficking because of their lower education and literacy levels and the social expectations that women will remain home to care for children and to nurse the wounded. Women also often have a skill set heavily dependent on informal economies often devastated by natural disasters. In documenting the extreme difficulties faced by women during and after natural disasters, several of the publications sought to place their discussions within the larger context of human rights violations and gender-based violence. In addition, many of the publications take the form of manuals, for example, codes of conduct for international personnel working in humanitarian emergencies and guidelines for how to prevent exploitation of vulnerable groups.

5. General assistance to EGAT/WID

During the fourth quarter, ATTO assisted EGAT/WID 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 EGAT/WID's

presentation, *USAID Fights Slavery: Trafficking in Persons*, the ATTO team 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 schedule of regular bi-weekly meetings continued between the ATTO Chief of Party and the ATTO Chief Technical Officer at USAID. These meetings have proven very beneficial in ensuring that project activities flow smoothly. Additionally, the ATTO team continues their weekly meetings to monitor project activities and ensure timely completion of all reports and requests for assistance.

C. Success Stories

Two major success stories during the second year of the Task Order were the anti-trafficking assessments conducted in Indonesia and Ecuador. Indonesia remains a major sending country for international trafficking in persons and faces a very significant internal trafficking problem. In June of 2005, the United States Department of State ranked Indonesia on the Tier Two Watch List of countries. USAID/Indonesia requested an anti-trafficking assessment to strategically pinpoint gaps in programming, identify priority issues and determine whether current USG funded anti-trafficking programs in Indonesia suffice or whether other types of programming might also be appropriate. They also requested that the assessment address coordination and collaboration among donors. Based on the information obtained and an analysis of the situation, the following programmatic responses were proposed:

- Eradication of debt bondage
- Reform of the migrant worker placement processes
- Reform of labor laws to include domestic work
- Reduction in the demand for child domestic workers
- Reduction in trafficking for prostitution
- Expansion and evaluation of awareness-raising activities
- Expansion of victim assistance programs
- Formalization of a victim referral network
- Improvement of law enforcement actions

As a result of the assessment, USAID/Indonesia released a Request for Applications (RFA) in October 2006, to expand and strengthen necessary interventions and responses to reduce trafficking in persons in Indonesia. The RFA was designed to strengthen the institutional capacity of the Government of Indonesia to develop and implement policies and procedures to fight trafficking in persons, and to support the active involvement of community-based and faith-based organizations in the prevention of trafficking and protection of trafficking victims. The RFA utilized recommendations from the assessment report as potential program activities.

USAID/Ecuador also requested an anti-trafficking assessment, which was conducted from February 28-March 15, 2006. Based on interviews with government representatives, civil society organizations, and international donors, the following programmatic responses were proposed:

- Sensitize policy-makers, political parties, congress and the judiciary, local gender commission offices, and local child protection councils on trafficking
- Establish a trafficking team comprised of a judicial police officer, child welfare police officer, and specialized prosecutor in each local police station
- Foster partnerships between government and NGOs and provide skills training
- Build expertise in NGO-administered shelters
- Strengthen legislation to include the establishment of a specialized anti-trafficking police unit
- Enhance the justice system, with an emphasis on witness protection and legislation making specific reference to the state's obligation to protect and assist trafficked victims
- Support focused public awareness-raising, vocational skills training, and employment opportunities
- Monitor the efficiency of regulatory state agencies to combat state-sponsored corruption

The Government of Ecuador was enthusiastic about the results of the assessment and has begun implementing the recommendations.

Several success stories of activities completed in the first year of the project were submitted in the project's second year. These are attached as Annex B to this report.

D. Challenges

In many countries, women are not valued as equal members of society but rather as property to be bought and sold. This attitude, combined with other socio-economic factors, lends itself to the perpetuation of one of the greatest human rights challenges we are facing in the 21st century. Trafficking in persons is a worldwide phenomenon that has continued to grow, both in numbers of persons affected and in earnings for perpetrators, over the past ten years. Recent United States Government figures estimate that 600,000 to 800,000 people are trafficked across borders annually, with 80% of the victims being women and 50% children.

Available data also indicates that the majority of transnational victims are trafficked into commercial sexual exploitation. However, this data fails to include millions of victims around the world who are trafficked within their own national borders. The enslavement of people for labor exploitation, often in their own countries, is a form of human trafficking that is difficult to track. Typically, individuals enslave a domestic servant or hundreds of unpaid factory workers. While the facts present a discouraging and disturbing picture of this global phenomenon, there is much reason to hope that the

trends can be reversed. The challenge of combating trafficking is a serious and daunting task, requiring a response filled with determination and perseverance.

The gendered dimensions of trafficking present a specific challenge to any anti-trafficking intervention. The perception of women and children as property, frequent in many developing nations, hampers protection mechanisms. Many societies view the trafficking of women and children, particularly for labor purposes, as “normal” and therefore, there is a correlating lack of willingness to stop it. Discrimination against women and lack of legal rights prevents them from providing for themselves and their families financially, making them more vulnerable to traffickers.

Specific challenges to this Task Order include its demand driven nature. Missions must request assistance from the task order. Mission personnel are sometimes unaware of the services or too busy with other programs to seek assistance. Few missions have personnel devoted full-time to anti-trafficking efforts. Rather, Mission Focal Points complete this work as one of many other tasks. Funding limitations for follow-on programming is also a disincentive for missions to request task order assistance.

The type of activities conducted by the Task Order also make monitoring and evaluation problematic. Beyond counting assessments and research requests, useful quantifiable information on trafficking is difficult to find with the limited resources available to the ATTO. Due to the underground nature of trafficking, the collection of accurate data is difficult. While a significant body of research exists on trafficking issues, data on numbers of persons, reasons for being trafficked, re-trafficking rates, and other information necessary to tailor programming is not readily available.

E. Adjustments to Plan

The ATTO task order has and will continue to support both USAID/Washington and field missions in building a comprehensive response to trafficking issues that will strengthen the quality of programming and expand the agency’s knowledge. EGAT/WID coordinates USAID’s anti-trafficking activities, shares knowledge on trafficking issues and events, provides relevant data and background information, and serves as the agency leader in the fight against trafficking. The task order supports them in these efforts. Merely combating the symptoms of trafficking is inadequate. The Task Order provides a cooperative front to tackle the root causes, including poverty, gender discrimination, and lack of education. ATTO’s approach focuses on the connection between gender relations and trafficking, which is powered by demand and depends on the absence of basic rights for women. This focus supports the work of USAID as a development agency that recognizes and addresses gender-related issues that hinder progress in developing countries.

The anti-trafficking Task Order team will continue to complete technical assistance assignments for USAID upon request. Length and complexity of assignments will range from the production of short documents to field-based activities completed over a number of weeks. ATTO will continue their close cooperation with USAID/Washington Bureau personnel as well as making specific contacts with field missions to encourage the use of technical services where appropriate.

ATTO will continue to support the EGAT/WID office as the coordinator for all USAID anti-trafficking efforts. This technical assistance will provide the tools necessary to ensure seamless coordination and effective dissemination of anti-trafficking materials and information.

Pilot activities may be developed in response to an assessment need or an emerging U.S. government policy. Pilot activities will allow USAID to respond quickly to emerging priorities in the U.S. Government and provide appropriate activities to enhance those priorities. The technical services under the task order will provide EGAT/WID with the capability to initiate up to four pilot projects over the life of this task order. Based on a determination of need by the EGAT/WID office, the ATTO would carry out an assessment mission to that country; prepare an action plan; and implement the action plan.

ATTO remains flexible to respond to the needs of the EGAT/WID office and the various USAID field missions and Washington bureaus. ATTO's services thus far have proven its ability to respond rapidly and efficiently to the daily needs of the EGAT/WID office as well as to longer-term objectives. Using short-term consultants, coupled with long-term staff expertise, ATTO is able to respond effectively to support USAID's anti-trafficking work worldwide.

ANNEX A – TIMELINE OF EVENTS, 2006-2007

Timeline of Events	<i>Oct</i>	<i>Nov</i>	<i>Dec</i>	<i>Jan</i>	<i>Feb</i>	<i>March</i>	<i>April</i>	<i>May</i>	<i>June</i>	<i>July</i>	<i>Aug</i>	<i>Sept</i>
Conduct Zambia Assessment	■	■	■	■	■							
Conduct Peru Assessment						■	■					
Conduct desk audit for Africa Bureau		■	■	■	■	■	■					
Maintain quarterly events calendar	■	■	■	■	■	■	■	■	■	■	■	■
Identify missions to receive assistance, in consultation with CTO	■	■	■	■	■	■	■	■	■	■	■	■
Prepare quarterly and annual reports	■			■			■			■		
Provide Technical Support to WID office	■	■	■	■	■	■	■	■	■	■	■	■
Implement communications strategy for project activities and with USAID	■	■	■	■	■	■	■	■	■	■	■	■
Ensure compliance with USAID financial regulations and Chemonics home-office accounting procedures	■	■	■	■	■	■	■	■	■	■	■	■
Monitor and track project funds	■	■	■	■	■	■	■	■	■	■	■	■
Maintain communication with EGAT/WID (CTO and CO) and missions	■	■	■	■	■	■	■	■	■	■	■	■
Review program implementation progress against work plan			■			■			■			■
Maintain M & E Systems	■	■	■	■	■	■	■	■	■	■	■	■
Collect information and examples for best practices report	■	■	■	■	■	■	■	■	■	■	■	■