



# ANTI-TRAFFICKING TECHNICAL ASSISTANCE

## SEVENTH QUARTERLY PROGRESS REPORT APRIL 1, 2006–JUNE 30, 2006

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## CONTENTS

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Executive Summary	i
SECTION I Background on Anti-Trafficking Task Order	1
SECTION II Project Activities	
A. Technical Assistance to USAID field missions and Operating units	
A1. Significant Quarterly Results	3
A2. Activities Completed	3
A3. Major Activities Planned and Underway	4
B. Support for the Office of Women In Development in its Role as Anti-Trafficking Coordinator	
B1. Significant Quarterly Results	5
B2. Activities Completed	5
B3. Major Activities Planned and Underway	7
C. Pilot Projects	8
Section III Performance Monitoring	9



## EXECUTIVE SUMMARY

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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 seventh quarter, April-June 2006.

During this quarter, ATTO received feedback and requests for changes to the draft version of the Nicaragua assessment submitted during the sixth quarter. The changes were implemented and the final report was submitted to USAID/Nicaragua. In addition, the Indonesia anti-trafficking assessment was finalized and submitted to USAID/Indonesia. ATTO sent in a draft version of the Ecuador anti-trafficking assessment and began making changes and edits requested by the Ecuador Mission. ATTO anticipates that the final version of the Ecuador anti-trafficking assessment will be sent to the Mission early in the eighth quarter.

ATTO completed and delivered drafts of the two studies mandated by the Trafficking Victim Protection Reauthorization Act 2005: a study on Human Trafficking in Post-Conflict and Humanitarian Emergencies and a study on Group Residential Rehabilitative Facilities for Victims of Trafficking. The Task Order hired a consultant to conduct and draft the first study on trafficking in post-conflict and humanitarian emergencies. The second study, focusing on residential rehabilitative facilities, was conducted and drafted internally by ATTO.

To accompany these two studies, ATTO updated a literature review on Human Trafficking in Post-Conflict situations, which had been conducted by DAI during the previous task order. In addition, ATTO conducted new literature reviews on Human Trafficking during Humanitarian Emergencies and on Group Residential Rehabilitative Facilities for Victims of Trafficking. These literature reviews included annotated bibliographies of the available resources.

During this quarter, USAID/Zambia requested the technical assistance of ATTO in developing an anti-trafficking bill and policy framework. ATTO recommended a candidate to the WID office; subsequently, USAID/Zambia suggested three candidates for the Zambia activity. ATTO also received a revised SOW from USAID/Russia and continued the search for qualified US consultants. ATTO recommended a candidate to conduct the assessment to both the WID office and USAID/Russia.

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

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### Background on Anti-Trafficking Task Order

As one of the many U.S. Government efforts to respond to the global trafficking issue, 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

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### 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

- √ Revised SOW for the development of legislation outlawing human trafficking in Zambia
- √ Revised SOW for anti-trafficking assessment in Russia
- √ Finalized anti-trafficking assessment for USAID/Indonesia
- √ Submitted final anti-trafficking assessment report to USAID/Nicaragua

##### A2. Activities Completed

In 2005, the Government of Nicaragua was placed on the Tier Two Watch List due to their failure to show evidence of increasing efforts to eliminate trafficking. In 2006, they moved up to Tier Two due to their increased efforts to prosecute traffickers and work with foreign governments and NGOs to assist victims. During this quarter, ATTO received feedback and some requests for changes to the draft version of the Nicaragua assessment submitted during the sixth quarter. The changes were implemented and the final report was submitted to USAID/Nicaragua. The final assessment's recommendations are the following:

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

In June 2006, subsequent to the completion of ATTO's anti-trafficking assessment in Indonesia, the U.S. State Department ranked Indonesia on the Tier Two Watch List of countries, down from 2005, when they were on the Tier Two List. Indonesia was placed on Tier Two Watch List for its minimal efforts to combat human trafficking, such as their failure to pass a critically needed anti-trafficking law that has been under consideration for the last three years. During this quarter, the Indonesia anti-trafficking assessment was finalized and the final report submitted to USAID/Indonesia. It fulfilled USAID/Indonesia's request for an anti-trafficking assessment from the ATTO to pinpoint gaps in programming, determine whether USG-funded anti-trafficking activities were meeting their objectives, and identify important priority areas in need of programming.

During this quarter, USAID/Zambia requested the technical assistance of ATTO in developing an anti-trafficking bill and policy framework. The hired consultant will be responsible for conducting an in-depth analysis of Zambia's legal system and legislation as it pertains to human trafficking, and reviewing all relevant literature on counter trafficking laws and policies within Africa by means of a literature review and stakeholder meetings. The consultant will be expected to identify gaps and develop recommendations for human trafficking legal reform in prevention, prosecution, and victim assistance, and with the assistance of a legal liaison from the Ministry of Justice, draft an anti-trafficking bill and policy framework for the Ministry of Justice.

ATTO recommended a candidate to the WID office; subsequently, USAID/Zambia suggested three candidates for the Zambia activity. As of the end of the quarter, the candidate selection process has not been finalized. The assessment dates have not been established, but should occur during the next quarter.

ATTO received a revised SOW from USAID/Russia and continued the search for qualified US consultants. ATTO recommended a candidate to conduct the assessment to both the WID office and USAID/Russia. The Mission in Russia appreciated the suggestion, but requested the CVs of other possible candidates before making a final selection. Because of the previous postponement of the assessment, the Mission did not propose a start date, but asked that the assessment be completed by November 2006.

The primary purpose of the anti-trafficking assessment in Russia is to evaluate current USAID anti-trafficking programs in the Russian Far East and other regions where USAID has significant programs. Composed of a US consultant, a Russian consultant with trafficking experience, and a Russian administrator who will serve as a logistics coordinator and translator, the team will be expected to evaluate how USAID programs interact with activities conducted by other donors and international and Russian organizations within the country. Upon completing the assessment, the team will identify needed anti-trafficking programmatic work, toward which USAID/Russia can consider targeting some resources.

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

ATTO will potentially complete assessments in Russia and Zambia 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**

- √ Conducted and submitted draft of the 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 draft of the Congressionally-mandated study on the best practices for the rehabilitation of victims of trafficking in group residential facilities in foreign countries
- √ Updated literature review on trafficking in-persons generated by post-conflict situations in foreign countries
- √ Developed literature review on trafficking in-persons generated by humanitarian emergencies in foreign countries
- √ Began developing literature review on the rehabilitation of victims of trafficking in group residential facilities
- √ Attended congressional hearings at Capitol Hill (*The Endangered Children of Northern Uganda* and *Germany's World Cup Brothels: Women and Children at Risk of Exploitation through Trafficking*)
- √ Updated and distributed quarterly events calendar on a bi-weekly basis

## **B2. Activities Completed.**

During this quarter, ATTO worked on two studies that were Congressionally-mandated by the Trafficking Victims Protection Reauthorization Act, 2005: a study on Human Trafficking in Post-Conflict and Humanitarian Emergencies and a study on Group Residential Rehabilitative Facilities for Victims of Trafficking. 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 ATTO.

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. The study on Group Residential Rehabilitative Facilities for Victims of Trafficking sought to identify good practices of rehabilitation for victims of human trafficking outside of the United States. Drafts of these two studies were researched and completed by ATTO and submitted to EGAT/WID.

The literature review on trafficking in post-conflict situations, first conducted in 2004 and updated in July 2006, found a great deal of work on the subject of 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 issues of conflict, human trafficking, and their interrelationships; even fewer works contain in-depth descriptions and analyses of conditions present in conflict and post-conflict situations, which particularly contribute to the emergence of human trafficking in post-conflict and neighboring countries. The exception is the growing body of work on child soldiers and women associated with the fighting forces (WAFF), recent works on human trafficking in 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, just as when the review was first completed in 2004, the literature reviewed in 2006 reflects the limited programming that exists that is aimed at prevention of human trafficking during conflict and post-conflict periods; interventions targeting health risks; comparative strategies and longitudinal studies related to poverty-alleviation; and successful integration of

trafficked victims within immediate families or alternative community settings. Overall, the literature 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. 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 forming a nexus between the growth of human trafficking within 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. Several became apparent 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. 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/or 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. Lower education and literacy levels, social expectations that women will remain home to care for children and to nurse the wounded, and a skill set heavily dependent on informal economies—often most devastated by natural disasters—leave women more vulnerable to impoverishment, forced marriage, labor exploitation, and trafficking.

Beyond, documenting the extreme difficulties faced by women during and after natural disasters, several of the publications reviewed here sought to place their discussions within a larger context of human rights violations as well as the issue of gender-based violence. In addition, many of the publications take the forms of manuals, including both codes of conduct for international personnel working in humanitarian emergencies and guidelines for how to prevent exploitation of vulnerable groups by other communities.

ATTO staff attended two Congressional hearings during this quarter, including *The Endangered Children of Northern Uganda* and *Germany's World Cup Brothels: Women and Children at Risk of Exploitation through Trafficking*. The hearing on the children of Northern Uganda was held to report on the ongoing fighting and recruitment of child soldiers by the Lords Resistance Army in Uganda. During the hearing, Committee Chairman, Congressman Smith announced his intention to introduce legislation to address the issue of child soldiers by condemning the conscription, forced recruitment, or use of children by government or paramilitaries in conflict situations. If approved, the legislation would deny U.S. military assistance to at least seven of the 26 nations suspected of using children in their military forces. The hearing's witnesses included Mr. Jeffery Krilla, the Deputy Assistant Secretary of the Bureau of Democracy, Human Rights and Labor at the U.S. Department of State, Mr. Leonard Rogers, Senior Deputy Assistant Administrator of U.S. Agency for International Development, Ms. Grace Grall Akallo, former Abducted Child Soldier for the LRA of World Vision, Mr. Ronald Waldman, M.D., Professor of Clinical, Population and Family Health at Columbia University's Mailman School of Public Health, and Ms. Michelle Brown, U.N. Advocate of Refugees International.

The hearing on the risk of exploitation through trafficking during the World Cup reported on the suspected rise in sexual exploitation in the form of sex trafficking during the World Cup in Germany, where prostitution is legal. On March 15, 2006, the European Parliament, also worried about the potential increase in prostitution and trafficking during the World Cup, passed a resolution outlining actions that should be undertaken by Germany and its neighbors, as well as by the sports association involved. These actions include warning potential victims and assisting those who are trafficked, condemning trafficking in persons, and informing and educating the general public and potential clients to curb the demand for prostitutes during this sporting event. The witnesses reported on the incidence and characteristics of sex trafficking considered likely to occur during the World Cup, potential actions to prevent the trafficking of women during the World Cup, and trafficking trends during previous sporting events. The witnesses included Mr. Michael Horowitz, Senior Fellow of the Hudson Institute, Ms. Ashley Garret, Program Manager for Trafficking in Persons in North America and the Caribbean for the International Organization for Migration, Ms. Jennifer Roemhildt, Executive Director of Lost Coin in Athens, Greece, Ms. Katherine Chon, Co-Founder and Co-Executive Director of Polaris Project, and Ms. Maureen Greenwood-Basken, Advocacy Director for Europe and Eurasia of Amnesty International.

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 new Chief of Party and the ATTO Chief Technical Officer. These meetings have proven very beneficial to ensuring that project activities flow smoothly. Additionally, the 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 complete 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

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### Performance Monitoring

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 four activities that support indicators under the performance-monitoring plan, two under IR #1 and two under IR #2. Under IR #1, which reports on the generation and dissemination of new knowledge or information, ATTO completed and delivered two congressionally-mandated studies on human trafficking. One study assessed the threat and practice of human trafficking generated by post-conflict and humanitarian emergencies in foreign countries, and the second study reported on the best practices for the rehabilitation of trafficking victims in group rehabilitation facilities located in foreign countries.

ATTO completed two activities that support IR #2, organizational and technical capacity to implement anti-trafficking initiatives increased. ATTO finalized one of the three anti-trafficking assessments conducted during the sixth quarter, the Indonesia assessment for USAID/Indonesia. ATTO also submitted the final anti-trafficking assessment to USAID/Nicaragua, and is awaiting word from the Mission.

Achievements for the seventh quarter include the following:

<b>Indicator</b>	<b>Number</b>	<b>Activity</b>
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	Conducted and submitted drafts of two Congressionally-mandated human trafficking studies
IR#2- <i>Indicator 4</i> Number of evaluations of existing anti-trafficking activities	Two	Finalized one anti-trafficking assessment–Indonesia and submitted final anti-trafficking assessment–Nicaragua

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