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LITERATURE REVIEW: TRAFFICKING IN HUMANITARIAN EMERGENCIES

JULY 2006

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

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ACRONYMS

DCOF	USAID's Displaced Children and Orphans Fund
DfID	British Department for International Development
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
GBV	Gender-Based Violence
IDP	Internally Displaced Person
IASC	Inter-Agency Standing Committee
ILO	International Labor Organization
IOM	International Organization for Migration
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Assistance
OHCHR	United Nations Office of the High Commissioner for Human Rights
UNDPKO	United National Department of Peacekeeping Operations
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USG	United States Government
WID	Office of Women in Development

EXECUTIVE SUMMARY

Existing literature on humanitarian emergencies and disasters is vast and covers many aspects of disaster prevention, relief, and reconstruction. Much of this work has documented and catalogued the effects of disasters on women. However, 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.

In the immediate aftermath of the tsunami, international non-governmental organizations raised the alarm and brought a heightened awareness to the dangers of trafficking in such situations. Since then, several groups have undertaken research targeted specifically at the Asian tsunami and the potential for an increase in trafficking to and from the region. Several studies, although directed primarily toward conflict, have included discussions of humanitarian emergencies and provide tsunami researchers with a broader lens through which to view trafficking in disasters. Additionally, the literature on displacement has addressed the effects of disaster on women more generally, which can be applied to humanitarian emergencies.

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. 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.

The recommendations provided by the literature also were very similar. Taken as a whole, the publications emphasize the need for greater public awareness campaigns, primarily aimed at reaching vulnerable populations to warn of the risks of trafficking. Moreover, the literature calls for efforts to be made to reduce root vulnerabilities to trafficking, including keeping women safe, advancing education, targeting health needs of vulnerable groups, and developing programs aimed at generating new livelihoods for vulnerable populations. Most studies describe the benefits of increased inclusion of women and vulnerable groups in decision making processes during all stages of disaster prevention, relief, and reconstruction. Several reports provide case

studies on good practices, particularly from the tsunami, in which donor relief efforts are focused on the most vulnerable, are complimentary, and do not replicate other efforts.

Attempts to understand the impact that humanitarian emergencies can have on the problem of human trafficking are still in a nascent stage. Continued attention is necessary to understand the long-term effects of natural disasters and their implications for human trafficking, as well as the long-term effectiveness of donor intervention programs and the role that donor countries can play within the human trafficking phenomena. In addition, this review revealed that further research is necessary to document the impact of humanitarian emergencies on trafficking and uncover good practices from previous interventions. Existing frameworks for the prevention of exploitation, such as those documented by several NGOs after the tsunami, could be used to set up model programs in post-disaster situations. Lastly, organizations working in post-conflict settings could adapt guidelines and best practices developed to prevent exploitation in all its forms in conflict settings to humanitarian emergency operations, regardless of whether these programs are directed explicitly at trafficking prevention and protection.

LITERATURE REVIEW

INTRODUCTION

This literature review and analysis related to human trafficking was commissioned by the Office of Women in Development (EGAT/WID) in USAID. The purpose of the review was to identify, annotate, and synthesize research studies, projects, and interventions related to trafficking in humanitarian emergency situations in order to serve as a tool for future USAID planning.

The review was done under EGAT/WID's Women in Development Indefinite Quantity Contract through the Anti-Trafficking Task Order (GEW-I-00-02-00016-00, Task Order 2) managed by Chemonics International Inc.¹

A literature search was done of available publications in English from 1995 to the present. These were both published and unpublished materials and included articles, reports, research studies, surveys, and programmatic interventions related to trafficking in humanitarian emergencies.

For the purposes of this review, *trafficking* was defined as the following:²

- (a) *“Trafficking in persons” shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments of benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of prostitution of others or other forms of sexual exploitation, forced labor or services, slavery, servitude, or the removal of organs;*
- (b) *The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;*
- (c) *The recruitment, transportation, transfer, harboring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’ even if this does not involve any of the means set forth in subparagraph (a) of this article; and*
- (d) *“Child” shall mean any person under eighteen years of age.*

Humanitarian emergency was defined as any naturally occurring disaster.

The report provides an analysis of the available literature in areas related to trafficking in humanitarian emergencies. An annotated bibliography of available literature on the subject was prepared as Annex One and a list of resources for working on trafficking in humanitarian emergencies is provided in Annex Two.

¹ This literature review was prepared by Katie Sheketoff and Tracy Pilar Johnson of Chemonics International Inc.

² United Nations (2000): Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime, Art. 3.

GENERAL OVERVIEW OF THE HUMANITARIAN EMERGENCY LITERATURE

Much has been written on gender and disasters; a wealth of annotated bibliographies cataloguing studies and papers that document the effects of disasters on women and the role women play in disaster management can be found on the internet. Within this context, many reports and studies cover women's increasing vulnerability in disasters, specifically to sexual exploitation. However, few studies focus on trafficking in persons, and even fewer address types of trafficking other than for commercial sexual exploitation.

The literature reviewed here 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. As *Caught in the Storm: The Impact of Natural Disasters on Women* (Chew and Ramdas 2005) documents, 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 particular health needs of women. Moreover, when essential aid such as blankets, food, and water, are distributed based on the needs of single adults, mothers are forced to share meager rations with their children. In cases where women are not recognized as heads of households, obtaining these vital necessities becomes even more difficult. Finally, 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.

Several studies—*The Needs of Women in Disasters and Emergencies* (Wiest 1994) and *Gender, Emergencies, and Humanitarian Assistance* (Byrne and Baden 1995) in particular—discuss the importance of incorporating women into decision making processes to ensure that their increased vulnerabilities are considered. Consulting women and giving them decision-making power during such critical periods is perhaps the key element to ensuring that gender issues receive the consideration they deserve during disasters, in their aftermath, and during the recovery period. Consultation of women is likely to lead to the identification of needs not conventionally provided for in emergency programs—family planning services, sanitary products and other non-food items, training and income-generating opportunities, or protection against sexual or domestic violence, including the risk of falling victim to human trafficking.

Beyond, documenting the extreme difficulties faced by women during and after natural disasters, much of the literature reviewed here takes the form of manuals or guidelines on how to prevent exploitation of vulnerable groups by other communities. For example, a manual that pertains to all disaster victims is the Interagency Standing Committee's (IASC) *Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention and Response to Sexual Violence* (IASC 2005), which provides practitioners with "action sheets" detailing key activities that are necessary for responding to the needs of individuals in post-disaster situations—ensuring the safe provision of water and sanitation, food security and nutrition, shelter, health services, and education. Each action sheet provides guidance on who

is responsible for the key activities outlined in the sheets and the resources that are available for implementing them.

Children too are especially vulnerable after disasters. ECPAT's (End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes) guide, *Protecting Children from Sexual Exploitation and Sexual Violence in Disaster and Emergency Situations: A Guide for Local and Community Based Organizations* (Delaney 2006), discusses how specific groups of children can be vulnerable, including those without parental care, mentally and physically disabled children, and children from marginalized groups, such as ethnic and religious minorities. ECPAT's guide provides a manual for local practitioners in preventing the trafficking and sexual exploitation of children and protecting child victims. The manual advocates adopting a rights-based approach as a means to ensure the survival, protection, and development of children in post-disaster situations. Such an approach demands that when developing child-focused programming the "best interests" of the child are taken into consideration, ensures that the principles of equality, non-discrimination, and inclusion form the backdrop for all interventions, and provides mechanisms for fulfilling each child's right to survival, protection, development, information, expression, and association. Within this context, the manual establishes a framework for action in working in disaster and emergency situations, which involves programming aimed at preventing, ending, and alleviating the immediate effects of a trafficking and exploitation. The manual also includes detailed plans of action and recommendations for all practitioners working with children in humanitarian emergencies.

Most of the literature reviewed here provides similar recommendations; many works comment on the need to address root vulnerabilities to prevent exploitation—keeping women safe, advancing education, targeting health needs of vulnerable groups, and developing livelihood generating programs for vulnerable populations. *Women and Child Trafficking in Bangladesh: A Social Disaster in the Backdrop to Natural Calamities* (Ahsan and Hossain 2000) also advocates addressing the prevention side of trafficking through greater public awareness campaigns. Another prevalent theme was the inclusion of women and vulnerable groups in post-disaster reconstruction and recovery, especially in the design of refugee camps. The 2004 report from the Gender Equality and Disaster Risk Reduction Workshop advocates building capacity in local women's groups and community-based organizations as a means to involve the community in post-disaster reconstruction at all levels. Incorporating women and vulnerable groups, and building capacity of these organizations, helps ensure that women are safe and the needs of vulnerable groups are attended to in reconstruction programming.

TSUNAMI LITERATURE

After the tsunami, many organizations conducted research on the impact the tsunami had on women's rights and on trafficking. However, few of resulting publications focused directly on trafficking. An important exception is "Mafia on Move: Trafficking of Tsunami Children" (Haider 2005), an article that examines the disappearance of children in the immediate aftermath of the tsunami and provides recommendations to increase the security of those children who have survived the disaster.

Several articles and studies examined the increase in vulnerability of certain populations after the tsunami. The Asia Pacific Forum on Women, Law and Development published a study entitled "Why are Women More Vulnerable During Disasters?," examining the vulnerabilities of

women and children in Burma, India, Indonesia, Maldives, Sri Lanka, and Thailand. In many of these locations where the tsunami was particularly devastating, women are unable to own land, and those whose husbands or male relatives died in the tsunami were left without property or possessions. In Aceh and Sri Lanka, it was found that relief camps did not take measures to provide for women's personal safety. In Sri Lanka, where ongoing political conflict continues unabated, the Liberation Tigers of Tamil Eelam increased their abductions of children into their forces. Finally, throughout all of these tsunami affected countries, a general lack of information has left poorer populations extremely vulnerable.

Many reports and studies have addressed the effects of the tsunami on human rights. For example, the Human Rights Center at the University of California, Berkeley conducted a study entitled *After the Tsunami* (2005), which suggests that the preventative actions taken by international organizations immediately after the tsunami may have precluded an increase in the incidences of human trafficking. However, vulnerabilities to trafficking remain, especially in displacement camps. In addition, the study makes special mention of increased human rights abuses in countries—Sri Lanka and Aceh—where ongoing conflict has had an effect on how people have experienced the tsunami and its aftermath. The Asia Pacific Forum on Women, Law and Development's article, *Women's Human Rights Concerns in Tsunami Affected Countries* also addresses the issue of human rights in its discussion of women's lack of safety in IDP camps and relocated communities, as well as women's lack of access to relief assistance.

Several studies have evaluated the increase in gender-based violence in tsunami-affected countries. Sarah Fisher's study, *Gender Based Violence in Sri Lanka in the Aftermath of the 2004 Tsunami Crisis* (2005), discusses increased gender-based violence in Sri Lanka after the tsunami and the response to this problem by international organizations on the ground. The study found that increased frustration and stress stemming from communal living and insecurity in the camps led to a rise in the incidences of gender-based violence. However, the study also found that international organizations implemented few gender-based violence activities within the tsunami-affected communities. An Oxfam Briefing Note, *The Tsunami's Impact on Women* (2005), also addresses increased vulnerability to gender-based violence. Although neither of these studies focuses specifically on trafficking, gender-based violence is frequently linked to trafficking of women, often as a motivating factor for women to undertake unsafe migrations.

The studies particular to the tsunami offered common recommendations: enhanced prevention, public awareness programs, and increasing women's safety in camps. Kate Burns, of the U.N. Office for the Coordination of Humanitarian Affairs (OCHA), advocated greater coordination and the formation of a gender working group on the tsunami in her speech at the Tsunami Health Conference in Thailand (2005). SouthAsiaDisasters.net, in their report entitled *Tsunami, Gender, and Recovery* (2005), emphasizes being sensitive to the social relations between men and women in humanitarian recovery, as well as in camp and recovery planning, so as to better accommodate women's security needs. The report mentions best practices developed in post-tsunami India, including the need for response programs to be organized and coordinated immediately after the emergency strikes, an emphasis on the weakest and most vulnerable populations as the primary recipients of relief, the development of a relief and development plan that distinguishes among short, medium, and long-term needs of affected populations, and the provision of ongoing psychological counseling and support.

LITERATURE ON DISPLACEMENT

Displacement and migration were themes throughout the literature. Displacement increases preexisting vulnerabilities—children are separated from families and women are separated from their community networks. Moreover, those displaced and found homeless by disasters are frequently compelled to stay in refugee camps, where the safety of women and children is not necessarily emphasized. Although a great deal of research has been conducted on displacement and trafficking, there has been less attention paid to the issue of displacement resulting from disasters.

Two important studies, which have looked at the particular nexus between migration and gender issues, are Susie Jolly's *Gender and Migration: An Overview Report* (2005) and a U.N. High Commissioner for Refugees study, *Sexual and Gender-based Violence against Refugees, Returnees, and Internally Displaced Persons* (2003). Jolly's work examines the gendered causes and impacts of forced and voluntary migration, both within and between borders. The report recommends shifting to an approach focused on increasing human security to address the root causes of trafficking. Complementing this work, UNHCR provides guidelines and framework for preventing and responding to sexual exploitation and gender-based violence.

RESOURCES

There are many organizations working in gender and disasters, several of which specifically address human trafficking. Two of these, the Gender and Disaster Network and BRIDGE (at the University of Sussex's Institute of Development Studies), are both excellent resources for compilations of studies on these issues. The Gender and Disaster Network, an online network of practitioners working in the field, publishes practical guides and maintains links to organizations and sources, bibliographies, papers, and reports dealing with issues pertaining to gender and disaster. The Network also has recently developed the Gender and Disaster Sourcebook—a comprehensive listing of studies on gender and disaster including annotated bibliographies and internet locations of sources. BRIDGE is a research arm of the Institute of Development Studies at the University of Sussex, funded by the U.K. Department for International Development, the Swedish International Development Cooperation Agency, the Swiss Agency for Development and Cooperation, and Development Cooperation Ireland. BRIDGE publishes reports and studies, and catalogues bibliographies and studies conducted by experts worldwide. These publications focus on gender in conflict and emergencies, economics, and governance.

There are several U.N. and other international agencies that deal with disaster and humanitarian assistance. The U.N. Office for the Coordination of Humanitarian Affairs (OCHA) oversees all humanitarian assistance worldwide, particularly in emergency relief. OCHA also maintains a gender desk with the responsibility of coordinating the U.N.'s role in trafficking and methods of prevention and protection. The U.N. Office of the High Commissioner for Human Rights (OHCHR) works to protect the human rights and safety of refugees and migrants. Similarly, the International Organization for Migration (IOM) deals with refugee and migration issues and runs programs worldwide that focus on trafficking prevention and prosecution, as well as victim protection. Often one of the first groups on the ground, IOM has provided assistance in the aftermath of several recent disasters—particularly the Asian tsunami and the earthquake in Pakistan—to immediately mobilize counter-trafficking teams.

Donor organizations play a significant role in the prevention of trafficking. The U.S. Agency for International Development (USAID), through the Women in Development IQC, has funded several trafficking assessments, as well as anti-trafficking programs worldwide. Additionally, through the innovative programming of the Displaced Children and Orphans Fund (DCOF), USAID recognizes that children separated from their caregivers after the 2004 tsunami will remain vulnerable to trafficking throughout the extensive post-disaster reconstruction period, and is committed to reuniting unaccompanied child victims of the tsunami with legitimate caregivers. The British Department for International Development (DfID) has conducted studies and assessments of increased vulnerabilities to trafficking and prevention of this scourge. Other bilateral and multilateral donors have conducted extensive work and funded programs designed to prevent trafficking in disaster contexts.

The work of several international non-governmental organizations (NGOs) is focused on preventing trafficking and protecting individual's human rights. ECPAT International, or End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes, operates a network of organizations and professionals working against the trafficking of children. Based in Thailand, ECPAT draws attention to potential threats for trafficking—such as the Asian tsunami, the Pakistan earthquake, and the 2006 Yogyakarta, Indonesia earthquake—and researches and writes reports and action alerts. The Asia Pacific Forum on Women, Law and Development has conducted several studies on women in disasters and serves as a watchdog agency. Similarly, Amnesty International and Human Rights Watch conduct research and publish reports on trafficking in all its various forms of exploitation. Anti-Slavery International works with partners to compile information of trafficking, conduct education and public awareness campaigns, and publish reports, such as the Protocol for Identification and Assistance of Trafficked Persons, and other guidelines for action.

Several organizations have a programmatic focus. Save the Children is an NGO with an emphasis on humanitarian assistance that works in trafficking. After the tsunami, Save the Children integrated concerns for trafficking of children into their recovery and reconstruction programs by issuing alerts for staff to be alert to trafficking, setting up safe areas for children separated from parents, registering and monitoring separated children, and developing long-term solutions for those whose families could not be located. Several faith-based organizations, such as International Catholic Migration Commission, work in disaster settings and several of their programs emphasize slavery and trafficking as they work with local NGOs and religious institutions to identify victims and prevent trafficking.

CONCLUSION

Based on this review of existing literature, there are several recommendations for future action. First, more research needs to be done to determine how the vulnerability of women and children increases during disasters and to document best practices in methods for protecting these vulnerable populations and preventing them from being exploited. Recent disasters, from the tsunami and the Pakistan earthquake to the floods in central America, provide an opportunity for researchers to observe the work of organizations conducting relief and reconstruction operations. All programs—regardless of whether these programs explicitly focus on vulnerabilities to human trafficking—could be studied as sources of good practices for how to combat this global scourge. Moreover, this would provide an opportunity to further examine the

root causes of increased vulnerability during disasters and what steps could be taken at all stages of disasters to mitigate these causes.

Additionally, existing frameworks for preventing exploitation could be used to set up model programs in post-disaster situations. IASC and ECPAT have both put together useful guidelines for anti-trafficking operations in post-disaster situations. Additionally, several interventions in conflict and post-conflict situations have had tremendous results that could be adapted for disaster settings. For example, in Nepal, the Asia Foundation has been conducting trainings on safe migration that could be adapted to post-disaster situations. These guidelines and good practices should be further tested and adapted for future disaster recovery and reconstruction programming.

Lastly, organizations working in post-conflict settings would benefit from incorporating the available guidelines and manuals, such as those of IASC and ECPAT, into their operations, regardless of whether these programs are directed at trafficking prevention and protection. As in post-conflict operations, the demand for sexual exploitation can increase with the influx of international personnel after disasters. In response to this issue, several NGOs joined together after the tsunami and created a code of conduct for staff operating in Aceh. The adoption of such codes of conduct by all organizations working in humanitarian relief would be an important step. Additionally, the use of the guidelines developed would allow for programs not explicitly directed at trafficking to incorporate provisions of prevention and protection into their scope of work.

Attempts to understand the impact that humanitarian emergencies can have on the problem of human trafficking are still in a nascent stage. Although the Asian tsunami and the Pakistan earthquake have brought the issue into the public eye, it is imperative that the relief community not lose sight of the problem. Continued attention is necessary to understand the long-term effects of natural disasters and their implications for human trafficking, as well as the long-term effectiveness of donor intervention programs and the role that donor countries can play within the human trafficking phenomena.

ANNEX ONE: ANNOTATED BIBLIOGRAPHY

GENERAL LITERATURE ON GENDER AND DISASTERS

Rosie Majid Ahsan and Mohammad Kamal Hossain. 2000. "Woman and child trafficking in Bangladesh: a social disaster in the backdrop of natural calamities." *Disaster: Issues and Gender Perspectives—Conference Proceedings, Bangladesh Geographical Society, Department of Geography and Environment. June 23 and 24. Dhaka, Bangladesh: University of Dhaka.*

UNICEF has estimated that there are at least one million child prostitutes in Asia. Throughout the region poverty stricken women and men are traded for sexual exploitation and slavery. In Bangladesh, in particular, the trafficking of women has become an alarming trend. To understand the reasons behind this trend, this paper draws linkages between poverty, social problems, and Bangladesh's geographical location on one of the world's largest deltas. It describes how every year natural disasters lead to the loss of livelihood, and resulting pauperization for thousands of people. Analysis of the socio-economic background of trafficked victims reveals that many come from areas that are particularly vulnerable to suffering the worst consequences of the naturally occurring environmental hazards that commonly plague the country. This paper calls for greater awareness of this increasing phenomenon, better understanding of its causes, along with urgent action to protect those most at risk for labor and sexual exploitation.³

Madhavi Malalgoda Ariyabandu. 2000. "The Impact of Hazards on Women and Children: Situation in South Asia." Paper presented at *Reaching Women and Children in Disasters, Laboratory for Social and Behavioural Research. Miami, Florida: Florida International University. http://gdnonline.org/resources/ariyabandu_paper.doc*

This paper discusses the impact of disasters on women and children in South Asia. Factors such as gender, class, caste, ethnicity, age, and disability make already vulnerable groups even more vulnerable, increasing their risk to experiencing the most direct impact of any natural or economic disaster. Indeed, after disasters, women and children often suffer from the "double edged" vulnerability of poverty combined with other social disadvantages that are particular to the South Asian context—seclusion, limited mobility, low social status, limited ownership of assets, and presumed dependence on men.

The paper recommends using a livelihoods perspective to address the root causes of vulnerability and build capacities of people vulnerable to suffering the worst consequences of disasters. By identifying risks and vulnerabilities within the daily livelihoods of the poor, particularly poor women, those guiding relief efforts will be more aware of what the potential effects a disaster may have on a community's way of life. Perhaps more importantly, such a perspective will allow relief efforts to draw on the existing strengths and capacities of people who have lived through disaster as they plan their recovery.

³ Taken from the *Gender and Disaster Sourcebook*, Gender and Disaster Network, and rewritten for style and consistency. www.gdnonline.org

Madhavi Malalgoda Ariyabandu. 2005. *Gender Dimensions in Disaster Management: A Guide for South Asia*. UK: Conflict and Humanitarian Affairs Department, Department for International Development (DfID).

This book examines gender concerns in disaster management and provides a guide for managing vulnerabilities and identifying capacities of women and other actors in disasters in a South Asian context. South Asia is particularly prone to disasters, from earthquakes and cyclones in India to floods and droughts in Bangladesh. High levels of poverty and vast social inequalities make many people in South Asia extremely vulnerable to disasters. Impoverished people and disadvantaged groups lack resources to prepare for and respond to disasters, and are thus more vulnerable to disasters and their aftermath—including trafficking. This is especially true for South Asian women. However, the book notes that current disaster management practices lack an understanding of, and a sensitivity to gender. The book provides a list of recommendations, including greater planning for disaster management, shifting the focus of disaster management to managing risks rather than emergencies, understanding gender concerns in disaster mitigation planning, recognizing women’s capacity in disaster management and planning, including women in all stages of disaster planning, and paying special attention to all vulnerable groups.

The book provides several frameworks for addressing women’s increased vulnerability during disasters. The first framework discusses incorporating women during disaster preparation, including understanding how the division of labor occurs along gender lines during disaster preparation, while disasters are ongoing, and during post-disaster rehabilitation; measuring skills and capacities to respond to disasters; and disaggregating vulnerabilities based on age and gender. A second framework illuminates the recommendations provided in the book with associated good practices; for example, a policy recommendation of “ensure policy commitment to equitable gender representation” is accompanied by the practice of “special mechanisms and forums to ensure women’s participation are created.” A third framework provides guidelines for disaster management practitioners in planning, implementation, and monitoring and evaluation of disaster programs, with the same delineation of actions required and suggested good practices, as well as checklists for assessments and specific tips to ensure women’s participation.

Bridget Byrne and Sally Baden. 1995. *Gender, Emergencies and Humanitarian Assistance*. Brighton, U.K.: BRIDGE, Institute of Development Studies, University of Sussex. <http://www.bridge.ids.ac.uk/reports/re33c.pdf>

This report discusses the importance of taking gender issues into consideration when responding to emergencies and providing humanitarian assistance. It is commonly believed that in the aftermath of disaster, the particular vulnerabilities of women often force them to take dangerous and undesirable actions to sustain themselves. In contrast, men are believed to have greater access to the resources necessary to facilitate recovery from disasters, such as banking and credit, more transparent job markets, and the like. Yet, as the authors note, there has been limited analysis of the role that social relations play in determining who suffers in emergencies and what options are available to affected individuals and communities.

To better understand the effect of gender relations on how women and children experience disasters, and to remedy such inequities, this report calls for the development of a planning

framework for introducing gender analysis into emergency response situations. The authors note that this is a long-term project, and rather than suggest a comprehensive set of guidelines, which may never be adhered to, they seek to establish a loose set of minimum standards emergency practice that if omitted from emergency relief plans would result in women being negatively affected in costly and irrevocable ways. Such a minimum set of standards would include:

- Development of a gender analysis from the beginning of any response to an emergency situation. This will require the employment of staff with gender training, or the training of existing staff.
- Registration of refugee women.
- Attention to security issues.
- Gender should be a prime consideration in methods chosen to distribute resources.
- Early in the consultation process, means should be sought to ensure that women are represented.

Consulting women and giving them decision-making power during such critical periods is perhaps the key element to ensuring that gender issues receive the consideration they deserve during disasters, in their aftermath, and during the recovery period. Consultation of women is likely to lead to the identification of needs not conventionally provided for in emergency programs—family planning services, sanitary products and other non-food items, training and income-generating opportunities, or protection against sexual or domestic violence, including the risk of falling victim to human trafficking.

Lin Chew and Kavita N. Ramdas. 2005. *Caught in the Storm: The Impact of Natural Disasters on Women*. The Global Fund for Women.
<http://www.globalfundforwomen.org/downloads/disaster-report.pdf>

This report describes the dangers that women face in disasters and their immediate aftermath. After disaster, as chaos ensues and social institutions such as the government and law enforcement break down, women are at an increased risk of violence. Problems of violence can be even worse in regions with prior histories of armed civil and/or social conflict. Disaster relief efforts often fail to include attention to specifically female health needs such as obstetrical care, sanitary supplies, and they may be unable to access adequate relief aid because essentials are geared toward the need of a single adult or because they are intimidated to go to distribution areas controlled by men. Additionally, disaster often devastates the informal economy, leaving women, vulnerable to impoverishment, forced marriage, labor exploitation, and trafficking. Finally, although women are often the first to mobilize local relief efforts, they are rarely included in policy and decision making, leaving the critical roles they play unrecognized.

The Global Fund for Women has provided assistance internationally to local women's groups during the Asian Tsunamis, the Kashmir Earthquake, and Hurricanes Stan and Mitch. Based on what they learned from the groups as they respond to these disasters, the Fund recommends including women in pre-and post-disaster planning, keeping women safe, protecting girls' education, targeting women's health needs, helping women become self-sufficient, ensuring equal aid distribution, and bringing women into all decision-making processes.

Patricia L. Delaney and Elizabeth Shrader. January 2000. *Gender and Post-Disaster Reconstruction: The Case of Hurricane Mitch in Honduras and Nicaragua*. Decision Review Draft, LCSPG/LAC Gender Team. Washington, D.C.: The World Bank.

This report discusses gender concerns at all stages of disaster management in Honduras and Nicaragua. Prior to the hurricane, women lacked full equality in economic participation, health, and inclusion in governance. Moreover, relatively little preparation for disaster existed, particularly in homes and communities, where women are most affected. After the hurricane, women were forced to take on extra duties to compensate for lost assets and were not engaged in the reconstruction decision-making. The report recommends:

- Generating additional data, disaggregated by sex, on reconstruction projects after disasters.
- Developing capacity-building in gender and disasters among donors and international NGOs implementing reconstruction programs.
- Adapting tools and policy instruments to incorporate gender and disaster concerns.
- Increasing women's participation in disaster and development programming.
- Coordinating planning and implementation of disaster reconstruction among local government, civil society, international NGOs, and international donors.
- Including social and physical vulnerabilities in mitigation planning.

Stephanie Delaney. 2006. *Protecting Children from Sexual Exploitation and Sexual Violence in Disaster and Emergency Situations: A Guide for Local and Community Based Organizations*. Bangkok, Thailand: End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes (ECPAT) International.
http://www.ecpat.net/eng/pdf/Protecting_Children_from_CSEC_in_Disaster.pdf

This manual serves as a practical guide to those working to protect children from sexual exploitation and violence in disasters and emergencies. The authors differentiate among what should be done before disasters (mitigation), in the immediate aftermath (response), and over the course of longer term reconstruction (recovery).

Although both boys and girls are sexually exploited, the means of exploitation are often varied. For girls, sexual exploitation is often linked to gender-based violence and related to their powerlessness in society. For boys, especially in conflict zones, sexual violence is frequently used as a method of intimidation. Children who are especially vulnerable to sexual exploitation or violence are those who lack parental care, are mentally and physically disabled, or belong to marginalized ethnic and religious minority groups. However, as the authors note, because of the pressures resulting from crises all children are at risk.

Violence and exploitation have long-lasting effects on children, leading to physical, emotional, and social consequences. These consequences also increase the likelihood that victims will be re-exploited. The manual advocates adopting a rights-based approach when dealing with children who have suffered from violence and exploitation. Such an approach would include ensuring equality, non-discrimination, and inclusion; considering the 'best interests' of the child; fulfilling their right to survival, protection, development, information, and expression;; and teaching children to be accountable for their own actions while holding others accountable for their action.

In addition to this rights-based approach, the manual promotes a framework for action in disaster and emergency situations that involves preventing, ending, and alleviating the immediate effects of the sexual exploitation that often accompanies such situations; restoring dignified living conditions, providing for restitution, and repatriation; and creating and protecting environments—political, legal, social, cultural, economic—that respect the rights of the individual. The manual also advocates adopting universal codes of conduct for humanitarian workers and peacekeepers, including training and implementation support.

As the manual suggests, it may be most effective to mount emergency relief operations through local organizations, who have a deeper understanding of the cultural context and often are the first on the ground during a disaster or emergency, but may lack the funding necessary for prioritizing children's needs. Moreover, the manual recommends working with all relief organizations to create a child protection policy, including training on the policy, before an emergency strikes. Once the emergency has occurred, and throughout reconstruction, the manual recommends that organizations emphasize their commitment to child protection policies and review reporting and decision making procedures already in place. The authors make special note of the need for organizations to examine all offers of help and assistance, particularly in terms of background checks for new staff and volunteers, and establish strong networks, including developing protocols, with other agencies and organizations involved in relief efforts. In providing emergency relief, organizations must be cognizant of risks inherent in relief, such as in camp design and layout, and distribution of relief and services. Finally, the manual recommends consulting with vulnerable communities to create protection committees and safe spaces.

Gender Equality and Disaster Risk Reduction Workshop: Call to Action. 2004. Honolulu, Hawaii. <http://www.gdnonline.org/resources/Action%20Recommendations.doc>

This workshop, featuring participants from governments, NGOs, and academic and research institutions, convened to discuss methods for integrating gender and addressing women's vulnerabilities in disaster management. The workshop stressed the importance of building capacity in women's groups and community-based organizations to involve the community at all levels, guarantee equitable power in partnerships, ensure resources and funding, and address root causes of vulnerability. The workshop also addressed communications, training and education, science and technological development, challenges in addressing gender concerns in complex emergencies revising organizational structures, and establishing participatory action research and participatory approaches to disaster risk reduction.

The document that formed the platform for this meeting brought together recommendations from several previous conferences, including the 46th session on the Commission on the Status of Women, the Miami conference addressing steps to reach women and children in disasters, the Vancouver conference exploring the needs of women in disasters, Pakistan's Duryog Nivaran workshop on gender and disasters, the community symposium in Australia, and the strategic recommendations of the Pan American Health Organization. The focus for this conference was not on issue identification but on prioritizing needed changes and strategizing about the implementation of such actions in the coming decade.

Interagency Standing Committee (IASC). 2005. *Guidelines for Gender-based Violence Interventions in Humanitarian Settings: Focusing on Prevention and Response to Sexual Violence*. Geneva, Switzerland: IASC, 2005. <http://www.gdnonline.org/resources/iasc-gbv-guidelines09-11-05.pdf>

This report discusses gender-based violence in post-crisis situations and provides tools for practitioners to effectively respond to such violence. Because they are separated from family and community following disasters and during and after conflicts, women and children are exceptionally vulnerable to sexual assault and physical abuse at the hands of armed forces. It is the premise of the authors that regardless of the presence or absence of concrete and reliable evidence, all humanitarian personnel should in fact assume and believe that gender-based violence, and in particular sexual violence, is taking place during the post-crisis period and is a serious and life-threatening protection issue.

The report outlines a set of guidelines, the primary purpose of which is to enable humanitarian actors and communities to plan, establish, and coordinate a set of minimum multisectoral interventions to prevent and respond to sexual violence during the early phase of an emergency. Although the guidelines primarily focus on the detailed implementation of minimum prevention and response during the early stages of the emergency, they also provide an overview of activities to be undertaken in the preparedness phase, in the more established phases, and during recovery and rehabilitation.

For each of the interventions detailed in the early stages, an action sheet is provided that provides guidance on specific key actions, responsibility for those actions, and key resources available to support implementation of the key actions. The Action Sheets are organized by cross-cutting functions requiring action from multiple organizations—coordination, assessment and monitoring, protection, human resources, and information education communication—and sectors—water and sanitation, food security and nutrition, shelter and non-food items, health and community services, and education. The guidelines emphasize the importance of multisectoral coordinated action and community involvement, and each Action Sheet is linked to related Sheets in other sectors and addressing other functions.

These guidelines were developed from a thorough review of tools, standards, research and background materials, and other resources developed by UN, NGO, and academic sources to address gender-based violence in post-conflict situations. Each Action Sheet lists a set of key recommendations making this a very valuable toolkit for all those intervening in post-crisis contexts.

Andrew Johnson. 2005. *Protecting Children in Emergencies: Escalating Threats to Children Must Be Addressed*. Westport, Connecticut: Save the Children. <http://www.rb.se/NR/rdonlyres/4312DF68-06B5-41AA-89FA-79CA4861C3FE/0/newsletter3.pdf>

This policy brief outlines the threats faced by children in disasters and conflicts and provides suggestions for how the international community can best mitigate these threats. Economic desperation, poor camp security, and lack of income-earning opportunities result in children being left alone after a crisis and can lead to an increase in exploitation, child trafficking, and forced conscription of children. It is estimated that 300,000 children worldwide have been abducted by armed forces at gunpoint or forced to enlist by economic necessity. In response to

this situation, Save the Children has identified several critical types of protection for children, including protection from exploitation and gender-based violence and protection from recruitment into armed groups.

Beyond integrating child protection into all its emergency response programs, at every stage of the crisis, Save the Children also calls upon the international community to take the following steps to better protect children in emergencies and reduce their physical and emotional risks: make child protection an integral part of all humanitarian responses, Ratify, enforce, monitor and report on international treaties created to protect children, provide adequate short-term and long-term resources for child protection activities, implement a systematic and comprehensive monitoring and reporting mechanism for incidents of violence against children, and ensure that states recognize that children are central to the peace and security agenda. Finally, noting that current information about children in crisis remains unreliable, Save the Children recommends establishing a systematic global monitoring and reporting system to track children affected by conflict and disaster.

South Asian Regional Initiative/Equity Support Program. n.d. *South Asian Resource Book on Livelihood Options for Survivors of Trafficking and Other Forms of Violence*. Washington, D.C.: U.S. Agency for International Development. [http://www.sariq.org/downloads/download.asp?file=10_29_59Resoucre_Final\(3\).pdf](http://www.sariq.org/downloads/download.asp?file=10_29_59Resoucre_Final(3).pdf)

SARI/Equity, a Regional Program on Equity for Women and Children funded by USAID and implemented by AED, focuses on reducing trafficking and other forms of violence against women and children, fostering safe migration, strengthening the care of survivors/victims, and improving the implementation of laws and policies. Within these broad objectives SARI/Equity brings together experts from government, the judiciary, civil society and academia from the countries of Bangladesh, India, Nepal and Sri Lanka to participate in Regional Action Forums (RAFTs) for policy change and action.

The RAFT addressing “Strengthening the Care of Survivors/ Victims of Trafficking and Other Forms of Violence” had as its priority the development of initiatives that would enable survivors to make the transition from rescue to personal, social, and economic rehabilitation. This Resource Book is the result of that RAFT, and is a compilation of sustainable livelihood programs implemented in the region, which, with appropriate modifications and adaptations, could be used as a guide for organizations, government units and corporate businesses who assist survivors in their rehabilitation and reintegration.

The guide provides comprehensive descriptions of case studies from Bangladesh, India, Nepal, and Sri Lanka of sustainable livelihood programs that have proven successful as a means of economic rehabilitation leading to economic empowerment. The case studies illuminated in the guide had contributed to at least one or all of the three basic developmental needs of survivors: economic—increased income, financial self-reliance, and improvement in standard of living, social—acceptance in the family and society, participation in social and political activities, and personal—increased level of confidence, capacity-building, decision-making skills, negotiation skills.

Exemplary programs include training in tailoring, handicraft design, and garment making; agricultural, horticultural, and livestock development and improvement; microcredit and group savings; and training in entrepreneurship and market development. The guide also lists guidelines for the replication of these projects in other regions and under different

circumstances, providing approaches that can be adapted to different target groups, geographic areas, market linkages, as well as the varied demands of different communities.

Raymond E. Wiest, Ph.D. 1994. *The Needs of Women in Disasters and Emergencies*. Winnipeg, Manitoba: Disaster Management Training Programme, U.N. Development Programme and Office of the U.N. Disaster Relief Coordinator.
<http://www.radixonline.org/resources/women-in-disaster-emergency.pdf>

This report describes the difficulties women, in particular, face in disasters and how to build on existing mechanisms to protect and empower women in emergency situations. The disruption of social relations brought on by emergency displacement often leads to a loss of security and protection for women. The absence of employment opportunities and the increase in woman-headed households among displaced populations also forces increasing numbers of women and girls into situations where they are exploited into prostitution or slave labor. In addition, the widespread subordination of women has led to women experiencing more stress than men, including concern over the care of dependent children.

Noting that more needs to be done to assess the extent of women's specific vulnerabilities—and the cultural norms that produce them—the report recommends implementing emergency relief programs that distinguish between women in different social situations and in different phases of the emergency; maintain a sensitivity to differences in age, education, social class, and rural or urban background; enhance opportunities for gainful employment available to women; and seek to further understand the links between refugees and sexual exploitation. Recognizing that strong indigenous associations provide an organizational base for emergency response, the report also stresses the need to enhance women's associations in developing economies to ensure sustainable recoveries from disasters and emergencies.

TSUNAMI LITERATURE

Asia Pacific Forum on Women, Law and Development. 2005. *Why are Women More Vulnerable During Disasters? Violations of Women's Human Rights in the Tsunami Aftermath*. http://apwld.org/pdf/tsunami_report_Oct2005.pdf

This report is the outcome of the Asian Civil Society Consultation on Post Tsunami Challenges held in Bangkok in early 2005. Women's organizations involved in relief, rehabilitation, and reconstruction efforts from India, Indonesia, Thailand, Burma, Sri Lanka, and Maldives came together to produce this comprehensive report, which focuses on human rights violations suffered by women in the aftermath of the Asian tsunami. Such a document is timely given the gravity of the violations and the extent to which women were excluded from the rehabilitation process.

The report seeks to draw attention to the fact that although it is generally believed that everyone, men, women, and other vulnerable groups, suffered equally from the Asian tsunami, statistics indicate that in Aceh, India, and Sri Lanka more women died in the tsunami than men and almost 80 percent of the total dead are women. Not only did it kill more women, but the tsunami also produced some very gender-specific after shocks, ranging from women giving birth in unsafe conditions to increased cases of rape and abuse, which are documented in this report.

In Aceh and parts of India where women are unable to own land, those who have lost male relatives have lost their homes and in many cases have been forced into economic despair. In India, the greater numbers of women dead have resulted in widowers and young men kidnapping young girls for what are now being called “tsunami marriages.” In Aceh, international humanitarian assistance personnel were required to remain in major city centers, and were unable to adequately patrol the countryside. In Sri Lanka, recruitment of child soldiers has increased, particularly the abduction of children by the LTTE. In Thailand, there has been a lack of access to information, leaving women especially vulnerable to trafficking. Finally, throughout the region, internally displaced persons camps have been built without taking the needs of women into consideration, and women have been excluded from the process of rebuilding their countries so that they remain unable to advocate for their safety and their rights.

In addition to documenting these atrocities, the report makes a series of recommendations for addressing women’s concerns in the countries affected by the Asian tsunami. These include:

- Consult and involve affected communities in the planning, design, and implementation of relief projects and in the process of reconstruction and rebuilding.
- Demand transparency and accountability in the spending of foreign assistance funds received by the governments of the affected countries as well as international and national NGOs.
- Recognize and address the gender-specific and special needs of women.
- Recognize the needs and rights of children, elderly, and the disabled.
- Ensure long-term medical and psychological treatment and assistance for HIV/AIDS-affected women.
- Provide gender disaggregated data regarding the tsunami affected areas.
- Promote peace building efforts as part of the reconstruction in Sri Lanka and Aceh.
- Ensure that relief and reconstruction activities are implemented without discrimination based on gender, caste, class, ethnicity, religion, age, migration, citizenship and other factors.
- Provide legal and financial assistance to women who have to fight for their right to land in disputes with business corporations.
- Recognize the rights of the fishing communities and ensure that business interests in the rebuilding process do not negatively affect livelihoods of the seashore people.

Asia Pacific Forum on Women, Law and Development. 2005. “Women’s Human Rights Concerns in Tsunami Affected Countries.” *Tsunami Aftermath*.

This article discusses impact of the tsunami on women’s human rights, broken down by country. Post-disaster, women are susceptible to trafficking because of their socio-economic status, barriers to choice, and lack of resources. Additionally, relief efforts are based on pre-existing structures of resource distribution reflecting the patriarchal society. In Aceh and Sri Lanka, women are threatened by camps designed without thought to safety, leaving women and children vulnerable to gender based violence or kidnapping. In Thailand, marginalized women lack access to relief assistance and are therefore vulnerable to sexual exploitation and forced labor. Recommendations include ensuring the safety of women in camps and relocated communities and ensuring the protection of women during military violence.

Kate Burns. 2005. *Gender Dimensions of the Response to the Tsunami*. Speech at the Tsunami Health Conference, Phuket, Thailand.
http://www.who.int/hac/events/tsunamiconf/presentations/2_3_gender_human_rights_burns_doc.pdf

This speech discusses the role of the U.N. and the Office for the Coordination of Humanitarian Affairs (OCHA) in post-tsunami recovery and reconstruction. In 2004, OCHA launched a new policy on gender equality, which has four main components that work in line with OCHA's mandate in humanitarian action: gender information management and analysis, humanitarian response and coordination recognition of the needs of women and girls, incorporation of gender equality and perspectives into humanitarian policy and evaluation, and humanitarian advocacy of the rights of women and girls.

Accompanying this was a tool to analyze whether gender was being considered in rehabilitation, including measuring vulnerabilities, changes of gender roles post-crisis, the availability of sex and age disaggregated data, access to resources for humanitarian assistance and reconstruction, and participation in the response processes. The speech notes that trafficking was recognized as a potential problem in the post-tsunami phase, and donor and international organizations worked with local women's NGOs and governments to support and provide care and safety to unaccompanied minors and orphans. The speech concluded with a series of recommendations that focused on greater coordination among experts in gender and emergencies, particularly within the health sector, and the formation of a gender working group on the tsunami to support integrating gender into all sectors.

Sarah Fisher. 2005. *Gender Based Violence in Sri Lanka in the aftermath of the 2004 Tsunami Crisis: The Role of International Organizations and International NGOs in Prevention and Response to Gender Based Violence*. Leeds, U.K: University of Leeds.
<http://www.gdnonline.org/resources/fisher-post-tsunami-gbv-srilanka.doc>

This paper examines the role that International Organizations (IOs) and Non-Governmental Organizations (I/NGOs) played in preventing and responding to gender-based violence (GBV) after the 2004 tsunami in Sri Lanka. Gender based violence has long been a problem in Sri Lanka, and although the tsunami heightened their vulnerability to such violence, little attention is often given to the issue of gender-based violence in disaster management. Given the frustration, stress, and depression brought on by long-term communal living, rates of gender-based violence have increased. In addition, women and children living in displacement camps were especially vulnerable to attacks and kidnapping by rebels and other armed forces.

The author of this study found that few gender-based violence activities were implemented during the post-tsunami period, and those that were, were mainly continuations of pre-existing activities. In general the work of International Organizations working in Sri Lanka after the tsunami can be classified as follows: (1) conducting advocacy work on behalf of tsunami-affected women, (2) building capacity of service providers and local organizations involved in relief to reinforce gender "sensitization," (3) establishing awareness-raising campaigns, (4) researching and documenting incidents of gender-based violence, and (5) providing support services for victims of gender-based violence. UNHCR, UNICEF, UNIFEM, UNFPA, CARE, and Oxfam all provided post-tsunami gender-based violence support. The study recommended integrating gender into all relief and reconstruction programming; strengthening programs in the five focus areas discussed above; and addressing livelihood options for vulnerable women.

Noreen Haider. 2005. "Mafia on Move: Trafficking of Tsunami Children." *Disaster Dispatch Special Issue on Tsunami, Issue (4)*. Colombo, Sri Lanka.

Children are one of the worst affected populations in the Asian tsunami. It is estimated that one third of the victims were children. Among the survivors there are millions of children who have lost one or both parents. It is also reported that there is an untold number of children of all nationalities that have disappeared in the chaos of the disaster, who are feared to have fallen into the hands of traffickers. The article raises the issues of security and the well-being of these children, and the need to give space to children who have seen death and misery to express emotions. The article provides some visuals of artworks by tsunami affected children in Sri Lanka, and provides information on initiatives by the government of Thailand and the TVE Asia Pacific program on "Children of Tsunami", which capture how affected families are rebuilding and returning to normalcy through children's eyes.⁴

Human Rights Center, University of California—Berkeley. 2005. *After the Tsunami*. Honolulu, Hawaii: East West Center.
<http://www.eastwestcenter.org/stored/misc/AfterTsunami14FullReport.pdf>

This report documents the result of a study undertaken in five countries affected by the disaster—India, Indonesia, the Maldives, Sri Lanka, and Thailand—to assess the nature and extent of pre-existing human rights problems and their impact on vulnerable groups prior to the tsunami, to investigate violations of human rights in the post-tsunami period, to examine the response of governments and aid agencies to reports of human rights abuses, and to identify human rights violations that likely may develop or persist during the reconstruction phase. Several themes emerged from surveys post-tsunami: there was an exacerbation of pre-existing human rights violations, inequality in aid distribution, impunity and lack of accountability, poor coordination of relief aid, low public confidence in coastal redevelopment, and lack of community participation.

It is commonly understood that natural disasters exacerbate vulnerabilities: those living in substandard housing are often those hardest hit by disaster; ethnic, religious, class, and gender discriminations lead to lack of access to resources; and civil wars interfere with aid distribution and reconstruction. Immediately post-tsunami, international organizations worried that human traffickers might take advantage of the opportunity to compel those made vulnerable into forced labor. Despite these fears and because of preventative actions adopted by these organizations, this report documented very few instances of trafficking.

However, each of the country studies documented particular issues related to the particular vulnerabilities faced by women and children. In India, the researchers found that public and private relief agencies failed to meet women's essential needs for food, shelter, health, and security, and that women were excluded from relief and reconstruction assistance. In Indonesia, women were the majority of casualties during the tsunami. This is in part because women were not trained to swim or climb trees and because they were more commonly home at the time the wave hit, charged with the care of elderly parents and children. For those women that did survive, during the aftermath of the disaster their needs have been largely ignored. In Sri Lanka, a "legacy of violations"—ethnic rivalries and violence, the war between the LTTE and the

⁴ Taken from the *Gender and Disaster Sourcebook*, Gender and Disaster Network, and rewritten for style and consistency. www.gdnonline.org

government of Sri Lanka, a long history of government repression and human rights abuses including torture, murder, and unlawful detentions, the totalitarian methods of the LTTE, and the abduction of children by the LTTE to serve as child soldiers—was worsened by the tsunami. Displacement camps were not made safe and police have been known to have engaged in human rights violations. Trafficking, especially of children, has proliferated because of existing criminal networks into Singapore and Southeast Asia. In Thailand, camps are also unsafe, and fail to provide more than cramped living conditions, idleness and despair, and a lack of meaningful work to the female survivors residing in them. Of particular concerns for the women interviewed as part of this study was the failure of the skills training programs to provide meaningful jobs for women that would assist them in rebuilding their lives.

The study concluded with a series of recommendations that include taking into account the prior human rights context of a country in need of aid and reconstruction, increasing accountability and transparency of all aid providers, improving community participation in reconstruction planning and implementation, strengthening coordination with the UN and NGOs during the reconstruction phase, and paying particular attention by ongoing armed conflict.

The Tsunami's Impact on Women. 2005. Oxfam Briefing Note. [http://oxfam.intelli-direct.com/e/d.dll?m=234&url=http://www.oxfam.org.uk/what we do/issues/conflict disasters/downloads/bn tsunami women.pdf](http://oxfam.intelli-direct.com/e/d.dll?m=234&url=http://www.oxfam.org.uk/what_we_do/issues/conflict_disasters/downloads/bn_tsunami_women.pdf)

This briefing seeks to promote debate and awareness of the gender effects of the tsunami, and the effects of the disaster on women in particular. Its intent is to ensure that the recovery phase of the relief effort integrates gender issues within the context of three countries—Indonesia, India, and Sri Lanka. In Indonesia, women were the hardest hit by the tsunami. When the wave hit, women were at home with children, while their husbands were out working in the fields. Because of the drastic gender imbalance that resulted from these events, women are being forcibly sold into early marriages and forced to have many children to replace those lost in the tsunami. Oxfam has worked to address these concerns by building women's shelters and ensuring women's consultation and participation in livelihood rebuilding programs. In India, a similar gender-disruption occurred, causing similar forced marriages and vulnerable situations. Oxfam is working with government agencies to ensure protection and equal participation of women in community reconstruction. In Sri Lanka, this same gender imbalance has caused greater rates of domestic violence and sexual assaults, specifically directed toward those women living in camps. In particular, the report notes that the conflicts in Aceh and Sri Lanka have increased the rates of violence against women.

The report concludes by providing a set of guidelines for actions that can be taken to ensure that the needs of women and men are adequately addressed, and that the disproportionate impact on women is accounted for when planning for the recovery of communities. These guidelines include:

- All those involved in humanitarian assistance and policy making must collect and use sex-disaggregated information.
- The protection of women from sexual violence and exploitation must be a priority.
- Aid must be delivered in a manner that abides by the highest standards for protection and accountability.
- It must be ensured that earning opportunities are accessible to both men and women.

- Genuine participation, at all levels, implies talking to women and men when assessing needs, delivering aid, or evaluating the effectiveness of interventions in camps, villages, and cities that are on the road to recovery, and developing creative strategies to overcome the limitations of the proliferation of men in leadership structures in the countries affected.
- Participation implies a change of mindset: from perceiving women as “vulnerable victims” to respecting their rights as citizens with specific perspectives and capacities.
- Serious consideration must be given to the demographic changes (as well as cultural values) in the countries affected, so that the rights of women as well as men, in property, education, family formation, and reproductive health, are protected and promoted in all policies and interventions.
- Provision of relief aid and long-term policies must be based on awareness of current and emergent patterns of family and household formation.
- Provision of support to meet the gender-specific Millennium Development Goals as one of the best forms of disaster-preparedness for the future.

Tsunami, Gender and Recovery. 2005. Southasiadisasters.net.
<http://www.gdnonline.org/resources/tsunami%20-genderandrecovery.pdf>

This newsletter contains a series of articles devoted to describing the unequal impact of the tsunami on women, including women’s increased vulnerability post-tsunami in many traditionalist societies of South Asia.

The articles include:

- *Gender Issues in Tsunami Recovery Planning*

This article argues that the main actors of tsunami recovery, including key government agencies, UN agencies and international NGOs, while maintaining a commitment to the importance of gender, do not have the capacity and skills to consult and engage women, nor to incorporate gender issues, into the rebuilding process. In this context, the article calls for certain issues to receive immediate attention, including reaching agreement on a minimum set of gender-based issues that need to be part of every recovery program, re-emphasizing the gender gap in policy decision making and planning, addressing the issue of gaps in the available skills and capacities for gender integration at the conceptual, planning, implementation, and monitoring levels.

- *Unequal Impact of Tsunami on Women*

This article documents the greater vulnerability of women in the aftermath of the tsunami, not only as a result of their physical vulnerability but because of the gender inequality present in most South Asian communities. Women have less access to resources, are victims of the gendered division of labor, and they are the primary caregivers of children, the elderly, and the disabled. Such factors lead to situations in which women are less able to mobilize the resources necessary for recovery and have less freedom to pursue economic opportunities. Evidence emerging from the tsunami affected areas indicates that girls who have lost their assets, homes, and family members are being forced into hastily arranged marriages, widows and single women are being overlooked in aid distribution, and special healthcare services are not being made available. The article calls for those involved in relief efforts to recognize that women have borne the brunt of suffering in the aftermath of the tsunami.

- *The Unbreakable Spirit of Women: Believe in Change Makers*

This article presents a personal account of a development worker from the Siyath Foundation in Sri Lanka and her efforts to emotionally recover from the devastation of the tsunami.

- *Recovery of Women: Issues and Plans*

This article documents the lessons learned from the 2001 Gujarat, India earthquake reconstruction project, with a particular focus on the appropriateness of construction projects for the local community and their sensitivity to the role of women in their communities. The construction projects in question involve “anganwadis,” or centers where pregnant women, lactating mothers, and children under six receive social services. One of the first lessons coming out of the Gujarat reconstruction is that mapping exercise should be undertaken to determine which communities are most vulnerable with an eye toward building new anganwadies in these communities. A second concern that was identified revolves around the need for better sanitation facilities for reconstructed anganwadis. Thirdly, a greater effort to recruit suitable anganwadi workers and helpers from lower castes needs to be made so that women and children from these castes can avail themselves of services at the anganwadi as well.

- *Addressing Gender Issues in Humanitarian Practice: Tsunami Recovery*

This article identifies the primary vulnerabilities experienced by women in the aftermath of the tsunami recovery. These include a greater risk of domestic and sexual violence as a result of high levels of stress and trauma, severe gaps in the women’s access to relief as a result of distribution systems that bypass female needs, intensified female roles resulting in women finding themselves responsible for dependents and the needy, the failure to take into account women’s knowledge about family nutritional, emotional, and other basic needs when planning camps, the failure to collect disaggregated data, and the difficulties that young men face in raising families and being forced into non-normative gender roles. Recommendations suggested include institutionalizing gender concerns in humanitarian practices, enabling humanitarian workers to work in a gender sensitive manner, researching gender concerns in different cultural and social contexts, developing indicators to monitor and evaluate the gender sensitivity of humanitarian programs, and conducting gender audits of relief operations.

- *Lessons from Earthquake Affected Women: Inputs to Tsunami Recovery Planning*

Using examples from the 2001 Gujarat, India earthquake this article documents the creativity of women throughout the disaster recovery cycle. Much of this creative determination can be seen in the way that women took the lead in learning new skills, such as building safe houses, water harvesting, village planning, business recovery, computer and mobile phone use, effective interaction with NGOs and government. Women took on learning these new skills while shouldering the weight of multiple roles; in addition to their domestic work, women became central to the rebuilding and recovery process.

- *Preparedness, Risk, Mitigation, and Women*

This article documents the successes of the Livelihood Security Project for Earthquake Affected Rural Households in Gujarat. Good practices that have been derived from the project focus on targeting the poorest of the poor, moving away from a singular focus on women’s equality to a more broader view regarding risk management in their program planning, defining capacity building as an ongoing, dynamic, and endless process of

realization, working with local government through capacity building programs, ensuring transparency, sustainability, and effectiveness of relief projects through participatory micro-planning (extensive community involvement at all levels), and assisting women to develop alternative livelihoods and strengthen their existing livelihoods through improving their skill base.

- *Emerging Good Practices*

This article documents more good practices emerging from AID-India's tsunami relief, rehabilitation, and community rebuilding programs. AID-India has acknowledged that one of the keys to its success has been a well organized relief coordination and planning system that addresses the gaps that other NGOs and government bodies leave open. In addition, AID-India is committed to searching out the most vulnerable populations and focusing on their needs, as it ensures the continued provision of information and schooling as well as psychological counseling and mental support. AID-India also recognizes the different phases of recovery and adapts their programs to short, medium, and long term needs.

- *Greater Role of Women in Recovery and Reconstruction Efforts: UNIFEM Efforts*

This article argues that international agencies involved in recovery and reconstruction efforts must prioritize the mobilization and support of women's networks as it is these systems that are crucial for emotional, social, and economic recovery. It builds on the work of UNIFEM, which concentrated its efforts in the tsunami-affected areas on leadership, livelihoods, and protection. UNIFEM activities included identifying and advocating for the specific needs of female-headed households, supporting women's organizations in their efforts to engage in the reconstruction process, and building capacity of all relief actors to include a gender perspective in program design and implementation.

- *How Do We Support Women's Capacities?*

This article documents the shift that development programs have taken from developing a culture of prevention to developing the capacity of women to cope with disasters. Drawing on the work of the All India Disaster Mitigation Institute (AIDMI), the article advocates for helping vulnerable women and women-headed households to become more stable, through jobs less prone to disaster risks, disaster insurance programs, and micro-finance scheme, which results in an increased capacity for coping with disasters.

- *Gender in Sphere Standards*

This article argues that humanitarian response are more effective when they are based on an understanding of the differing vulnerabilities, needs, and capacities of affected groups, all of which are affected by specific factors such as gender, age, disability, and HIV/AIDS status. The authors advocate for gender analysis as a means toward understanding these differences, as well as the inequalities in women's and men's roles and workloads, access to and control of resources, decision-making power, and opportunities for skills development.

- *Women, Work, and Recovery Process*

This visual presentation documents the following six activities: (1) using local materials and local markets to jump start recovery processes, (2) reducing psychosocial trauma through productive group work, (3) providing women with appropriate tools and technologies, (4) increasing the purchasing power of women, (5) giving women the role of supervisor in community infrastructure repairs, and (6) empowering women by providing them with the ability to decide money matters.

LITERATURE ON DISPLACEMENT

Dale Buscher. 2006. *Displaced Women and Girls at Risk: Risk Factors, Protection Solutions and Resource Tools*. New York: Women's Commission for Refugee Women and Children. <http://www.womenscommission.org/pdf/WomRisk.pdf>

This study discussed the risk factors leading to the displacement of women and girls and solutions to protect them. Displaced girls, elderly women, urban refugee women and girls, physically and mentally disabled women and girls, and internally displaced girls are particularly at risk of trafficking and gender based violence, as they generally face greater poverty and less familial and community support. Push factors leading to displacement include armed conflict, poverty, human rights violation and persecution, inequality/social exclusion, and gender-based violence.

Once at camps, women are susceptible to trafficking because of physical insecurity, food insecurity, lack of documentation, the need to collect firewood, lack of educational opportunities, the loss of the traditional male role, and family separation. In order to increase the protection of women and girls at refugee camps, the study recommends including women and girls in identifying risks and proposed solutions. These proposed solutions include implementing community based activities and rules such as community watch programs, camp rules and codes of conduct, and male accompaniment of women collecting firewood; an increased presence of female staff; improved camp layout and access to services; establishment of safe houses and protected areas; access to health care, education and training programs, and income generating activities; prosecution of perpetrators; codes of conduct for humanitarian staff; and the adaptation of asylum law to recognize gender persecution.

The study draws attention to the risks are attendant to the early withdraw of the international community and recommends programs and funding that target host communities. Host states have a critical but overlooked role to play in prevention and response to sexual and gender-based violence, including punishing national perpetrators (police, army, host community members) in accordance with domestic laws, ensuring displaced women and girls are given unrestricted access to domestic legal systems, including legal aid, and including refugee protection in awareness campaigns. During return and reintegration, the study advocates cross-border analysis and information sharing, returnee monitoring, community participation in determining solutions, engagement of civil society groups, rehabilitation programs for ex-combatants, and education opportunities for children and youth. The study also includes a check list for facilitating the identification of at-risk women and girls and good practices in protecting these groups. Some of these practices include:

- Interviewing women asylum seekers separately using same sex interviewers and interpreters.
- Train all peacekeeping and security enforcement personnel in international human rights laws, gender awareness, prevention of gender-based violence, and children's rights.
- Strive for gender balance among UN and NGO field-based staff, including female protection offers.

- Ensure access to legal assistance and judicial mechanisms, mobilize camp women, men, and youth to identify, map, and monitor risk areas and engage in services that reduce sexual exploitation.
- Ensure that women are individually registered and provided with proper documentation.
- Establish tracing and reunification mechanisms for unaccompanied and separated children, as well as a monitored foster family system.
- Provide equal access to education for displaced girls and confirm that schools provide safe environments for girls
- Include displaced women on an equal basis as men for vocational and skills training programs, micro-credit loans, and self-reliance activities and ensure that these activities meet real market needs.
- Develop comprehensive strategies involving men to address the widespread problem of sexual and gender-based violence, including domestic violence and HIV/AIDS.

Susie Jolly. *Gender and Migration: An Overview Report*. BRIDGE, Institute of Development Studies, University of Sussex, Brighton, UK, 2005. <http://www.bridge.ids.ac.uk/reports/CEP-Mig-OR.pdf>

This report studies the gendered causes and impacts of forced and voluntary migration, both within and between borders. Regardless of cause, migration—especially forced migration—hinders long-term development goals. Current efforts focus either on stemming migration and eliminating forced migration or on advancing women’s rights. Few efforts center around combining the two. The report recommends shifting to a gendered human rights approach, which would include immigration and emigration policies designed to enable women to take advantage of safe, regulated channels; support for international rights frameworks offering protection to women migrants and trafficked people; and advancing migrant rights throughout the process. The report recommends shifting to a rights-based approach centered on human security and insecurity to address the root causes of trafficking.

United Nations High Commissioner for Refugees. *Sexual and Gender-based Violence against Refugees, Returnees, and Internally Displaced Persons: Guidelines for Prevention and Response*. Geneva, 2003. http://www.rhrc.org/pdf/gl_sgbv03_00.pdf

The UNHCR Guidelines provide an updated framework for developing effective prevention and response strategies for sexual and gender-based violence in complex emergencies for refugees and internally displaced populations. This manual is intended for use by UNHCR staff, other U.N. agencies, and their partners. It is an update of UNCHR’s 1995 guidelines and incorporates the lessons learned from implementing these earlier guidelines. It was the result of an ongoing evaluation process that culminated in the Inter-Agency Lessons Learned Conference on Prevention and Response to Sexual and Gender-Based Violence in Refugee Situations held in Geneva in March 2001.

Participants at the conference identified areas for improvement and highlighted the importance of revising the 1995 Guidelines to reflect progress made over the years and to refine an inter-agency, multisectoral approach to addressing sexual and gender-based violence against refugees, returnees, and internally displaced persons. Recommendations from the conference included strengthening institutional commitment by developing a code of conduct for humanitarian workers, setting common minimum standards for addressing sexual and gender-

based violence, supporting the allocation and management of adequate funding and staff, and integrating a gender-equality perspective in institutional practices.

The Guidelines discuss the root causes of sexual and gender-based violence in and outside of camps. It also discusses the special needs of refugee children, identifying child soldiers and girl mothers as those at particular risk. It provides standard forms for reporting (incident, medical, and monthly reports) and a code of conduct for aid workers.⁵

United States Agency for International Development (USAID). 2006. *Displaced Children and Orphans Fund. Portfolio Synopsis 2005-2006*. Washington, D.C.: USAID.

This publication provides an overview of the work that USAID's Displaced Children and Orphans Fund (DCOF) has been doing to improve the well-being of children, families, and communities across the globe. DCOF emphasizes the need for projects that are developed in close collaboration with local organizations, and community members, and target the specific needs and strengths of the regions and populations they serve. These child-focused programs must demonstrate measurable improvements in the social, psychological, education, and economic well-being of beneficiaries, build capacity, and strengthen institutions. Projects focus on three key areas: (1) re-integrating children into families or family-like situations and ensuring community inclusion, (2) strengthening systems of support, including networks of social services, community resources, and policies, and (3) economic strengthening for families, adolescents, and communities. During 2004, DCOF operated projects in 19 countries, working to address issues such as the demobilization and social re-integration of child soldiers, addressing family and community dissolution, encouraging innovative micro-finance programs to alleviate poverty, and countering child trafficking.

DCOF's programming is innovative and responsive to changing environments. The 2004 tsunami devastated families and communities throughout Indonesia, and separated children from caregivers. In the months following the disaster, trafficking of children was essentially halted as the region entered the global spotlight and humanitarian efforts sought to identify and reunite unaccompanied child victims of the tsunami with legitimate caregivers. However, DCOF recognizes that children and young people will remain vulnerable to trafficking throughout the extensive post-disaster reconstruction period.

Ward, Jeanne. *If Not Now, When? Addressing Gender-based Violence in Refugee, Internally Displaced, and Post-Conflict Settings: A Global Overview*. The Reproductive Health for Refugees Consortium. New York, 2002. <http://www.icva.ch/cgi-bin/browse.pl?doc=doc00000768>

This report is an outcome of a two-year global Gender-based Violence Initiative spearheaded by the Reproductive Health for Refugees Consortium. The overall objective of the report is to provide a baseline narrative account of some of the major issues, programming efforts, and gaps in programming related to the prevention of and response to gender-based violence among conflict-affected populations worldwide. The report contains nine profiles (the Republic of Congo, Rwanda, Sierra Leone, Afghanistan/Pakistan, Burma/Thailand, East Timor, Azerbaijan, Bosnia, and Herzegovina and Kosovo) divided into sections including background

⁵ Taken from Sue Nelson, *Literature Review and Analysis Related to Human Trafficking in Post-Conflict Situations*. Office of Women in Development, Bureau for Economic Growth, Agriculture and Trade, (EGAT/WID) USAID, through Development Alternatives, Inc. Washington, 2004.

information, GBV issues, GBV programming, and recommendations. Human trafficking and other forms of sexual violence against women and girl refugees, IDPs, and other conflict-affected persons are addressed throughout most of the sections.

Regarding trafficking of women and girls, the report notes that this kind of sexual violence can be systemic, for the purposes of destabilizing populations and destroying bonds within communities and families, and expressing hatred for the enemy or supplying combatants with sexual services. In East Timor, some women were forced into prostitution servicing Indonesian troops, while others were raped because of their assumed link to East Timorese resistance. In Sierra Leone and Burma, rebel, paramilitary, and military contingents force women and girls into sexual slavery and, in some cases, marriage. These sexual crimes also occur in flight from conflict and during civilian displacement, committed by bandits, insurgency groups, military, border guards, host communities, humanitarian aid workers, security and peacekeeping forces, and fellow refugees.

The report notes that sexual violence is only one variation of gender-based violence that periods of armed conflict and consequent social disruption exacerbate. Other forms of violence that may increase during war and its aftermath include early or forced marriage; prostitution or other forms of sexual exploitation, often an impact of war-related poverty on women and girls; and trafficking in women and girls, to which the black markets that invariably attend conflict appear to give rise.

The report found that protections for survivors of all forms of gender-based violence are weak in each country profiled in the report. Donors, humanitarian institutions, and organizations tend to focus on sexual crimes (particularly rape) committed during conflict, but these and other violent acts are also endemic in post-conflict societies and must be addressed accordingly. The report also recommends that donor initiatives should be conducted on a more realistic and long-term basis, recognizing that self-sustainability for GBV programming is not realistic in many post-conflict settings.⁶

⁶ Taken from Sue Nelson, *Literature Review and Analysis Related to Human Trafficking in Post-Conflict Situations*. Office of Women in Development, Bureau for Economic Growth, Agriculture and Trade, (EGAT/WID) USAID, through Development Alternatives, Inc. Washington, 2004.

ANNEX TWO: RELEVANT ORGANIZATIONS

Anti-Slavery International

www.antislavery.org

www.stophumantrafficking.org

Anti-Slavery International is working to raise awareness of and combat slavery and related abuses worldwide. Anti-Slavery works locally, nationally and internationally. Activities include:

- Research on procedures to protect victims of trafficking and prosecute traffickers in 10 countries: Belgium, Colombia, Italy, Netherlands, Nigeria, Poland, Thailand, United Kingdom and United States
- Research into the trafficking of children for domestic work in Togo, Benin, Ghana, Niger, Gabon and Burkina Faso
- Campaigning at a UK, EU and international level for the ratification and implementation of the UN Protocol on trafficking into domestic legislation
- Awareness raising
- Information exchange through electronic network of UK and international organizations

BRIDGE - Institute of Development Studies, University of Sussex

www.bridge.ids.ac.uk

BRIDGE is a research and information service through the Institute of Development Studies at University of Sussex for materials on gender. BRIDGE publishes reports and studies, as well as cataloguing annotated bibliographies and external studies. They focus on gender in conflict and emergencies, economics, and governance.

CARE International

www.care.org

CARE works worldwide on emergency relief and humanitarian assistance to help communities create plans to deal with emergencies and ensure they receive food, water, shelter, healthcare and other emergency relief supplies when they need them most. In addition, CARE helps communities recover and rebuild after disasters.

Gender and Disaster Network

www.gdnonline.org

The Gender and Disaster Network was created by women and men interested in gender relations in disaster contexts as a forum for discussion, networking, and information exchange. Located on the Gender and Disaster Network is the Gender and Disaster Sourcebook, a vast online annotated bibliography of resources on gender and disaster. Also included are practical guides and checklists, reports, book reviews, current information about relevant conferences and other events, a bulletin board for employment, scholarship or funding opportunities, and contact information for other network members.

Human Rights Watch
www.hrw.org

Human Rights Watch is a human rights monitoring organization that conducts investigations into human rights abuses worldwide. Human Rights Watch conducts research into trafficking in persons, disseminates information through publications and the media, and conducts advocacy campaigns worldwide to end trafficking in persons.

International Catholic Migration Commission
www.icmc.net

The International Catholic Migration Commission serves and protects the needs of uprooted people, refugees, internally displaced persons and migrants worldwide through a network of 172 member organizations. ICMC's expertise and core programming consists of refugee resettlement, return and reintegration, local integration, work with extremely vulnerable individuals, counter-trafficking and rescue, NGO capacity-building, technical cooperation and government institution-building and emergency response.

International Organization for Migration
www.iom.int

The International Organization of Migration (IOM) works worldwide with migrants and governments to provide humane responses to migration challenges. With offices and operations on every continent, IOM helps governments and civil society through:

- rapid humanitarian responses to sudden migration flows,
- post-emergency return and reintegration programs,
- assistance to migrants on their way to new homes and lives,
- facilitation of labor migration,
- assisted voluntary return for irregular migrants,
- recruitment of highly qualified nationals for return to their countries of origin,
- aid to migrants in distress,
- training and capacity-building of officials,
- measures to counter trafficking in persons,
- migration medical and public health programs,
- mass information and education on migration,
- research related to migration management and other services for migrants.

IOM has worldwide counter-trafficking programs, focusing on:

- Carrying out information campaigns.
- Providing counseling services.
- Conducting research on migrant trafficking.
- Providing safe and dignified return and reintegration assistance to victims of trafficking.
- Helping governments to improve their legal systems and technical capacities to counter trafficking.

Save the Children International

www.savethechildren.org

Save the Children works world-wide in disasters and emergencies to ensure protection of children. To address vulnerabilities inherent in post-disaster situations, Save the Children works to protect children from family separation and promote reunification, protect children's rights to education, and protect children's rights to adequate shelter, food, and financial opportunities. In this context, Save the Children has adopted a three-pronged approach to their protection programming:

- Create an environment conducive to the prevention of abuse, including supporting effective legal and government structures that respect human rights.
- Recognize and uphold dignified conditions of life, specifically through the delivery of assistance in a sustainable and appropriate manner.
- Promote respect for children's rights. Citizens and leaders must be educated about rights so that they may be effectively pursued.

U.N. High Commissioner for Human Rights

www.unhchr.ch

The Office of the High Commissioner for Human Rights (OHCHR) is mandated to promote and protect the enjoyment and full realization, by all people, of all rights established in the Charter of the United Nations and in international human rights laws and treaties. The mandate includes preventing human rights violations, securing respect for all human rights, promoting international cooperation to protect human rights, coordinating related activities throughout the United Nations, and strengthening and streamlining the United Nations system in the field of human rights. In addition to its mandated responsibilities, the Office leads efforts to integrate a human rights approach within all work carried out by United Nations agencies. OHCHR has appointed a Special Rapporteur on trafficking in persons, especially women and children, to focus on the human rights aspects of the victims of trafficking in persons. The role of the Special Rapporteur is to:

- Take action on violations committed against trafficked persons and on situations in which there has been a failure to protect their human rights (See Individual complaints)
- Undertake country visits in order to study the situation in situ and formulate recommendations to prevent and or combat trafficking and protect the human rights of its victims in specific countries and/or regions
- Submit annual reports on the activities of the mandate

U.N. High Commissioner for Refugees

www.unhcr.org

The Office of the United Nations High Commissioner for Refugees (UNHCR) leads and coordinates international action to protect refugees and resolve refugee problems worldwide. Its primary purpose is to safeguard the rights and well-being of refugees. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another state, with the option to return home voluntarily, integrate locally or to resettle in a third country.

U.N. Office for the Coordination of Humanitarian Assistance
ochaonline.un.org

The U.N. Office for the Coordination of Humanitarian Assistance (OCHA) carries out its coordination function primarily through the Inter-Agency Standing Committee (IASC). Participants include all humanitarian partners, from UN agencies, funds and programs to the Red Cross Movement and NGOs. The IASC ensures inter-agency decision-making in response to complex emergencies. These responses include needs assessments, consolidated appeals, field coordination arrangements and the development of humanitarian policies. OCHA works to promote gender equality, including through the attention to the protection of women and vulnerable groups during disasters.