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TOOLKIT FOR INTEGRATING COMBATTING TRAFFICKING IN PERSONS (CTIP) INTO CROSS-SECTORAL PROGRAMMING IN EUROPE AND EURASIA

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LIST OF ACRONYMS AND ABBREVIATIONS

ADS	Automated Directives System
AT	Anti-trafficking
ATTO	Anti-Trafficking Task Order
BiH	Bosnia and Herzegovina
CDCS	Country Development Cooperation Strategy
COTR	Contracting Officer's Technical Representative
CPUs	Child protection units
CRS	Catholic Relief Services
CSR	Corporate social responsibility
CSW	Centres of Social Work
CT	Counter-trafficking
CTIP	Combating trafficking in persons
DCHA	Bureau for Democracy, Conflict and Humanitarian Assistance
DOJ	U.S. Department of Justice
DOL	U.S. Department of Labor
DOS	U.S. Department of State
DV	Domestic violence
E&E	Europe and Eurasia
GBV	Gender-based violence
GCC	Global climate change
GRETA	Group of Experts on Action against Trafficking in Human Beings
G/TIP	Global Trafficking in Persons
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome
ICITAP	International Criminal Investigative Training Assistance Program
IDU	Injecting drug user
INL	Bureau of International Narcotics and Law Enforcement Affairs
IOM	International Organization for Migration
IP	Implementing Partner
IR	Intermediate Result
M&E	Monitoring and evaluation
MCH	Maternal and child health
MFA	Ministry of Foreign Affairs
MLSP	Ministry of Labor and Social Planning
MOEd	Ministry of Education
MOH	Ministry of Health
MOI	Ministry of the Interior
MSM	Men who have sex with men
NAP	National Action Plan
NGO	Nongovernmental organization
NRM	National Referral Mechanism
OSCE	Organization for Security and Co-operation in Europe
PLWA	People living with AIDS
RH	Reproductive health
RMG	Regional monitoring group
ROL	Rule of law
SOPs	Standard operating procedures

SUSTAIN	Sustainable Interventions to Combat Trafficking in Persons in Bosnia and Herzegovina
TIP	Trafficking in persons
TRM	Transnational referral mechanism
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government
VOTs	Victims of trafficking

EXECUTIVE SUMMARY

Trafficking in persons (TIP) is a global crime. It is a human rights violation whereby women, men, girls, and boys are enslaved and exploited. TIP is a complex and cross-cutting development issue that requires a comprehensive, multisectoral approach to address its roots, impacts, and purveyors. This Toolkit is intended to assist Europe and Eurasia (E&E) Missions with integrating activities designed to combat trafficking in persons (CTIP) into ongoing and new project designs, in accordance with the first programming objective of USAID's CTIP Policy (2012), by providing concrete suggestions and examples of how to do so across the sectors in which E&E Missions most commonly fund programming. This Toolkit does not focus on CTIP legislation or CTIP program development or evaluation; rather, it provides analytical tools and practical guidance for development practitioners on how to integrate CTIP activities into existing and new activities in a wide variety of sectors. The report is designed to be generally applicable to the E&E region, but it is also expected that many of the programming recommendations will be broadly applicable in other regions.

Integrating CTIP Activities in Program Design in the E&E Region

Guiding Principles and Strategies. Trafficking in persons is a complex and varied crime. Great sensitivity is required to adequately address the needs of the victims without running the risk of retraumatizing them. Thus, **technical expertise, multi-stakeholder collaboration, and donor coordination** can be as important to an “integrated” CTIP program as it is to a standalone program to avoid the potential pitfalls of what could become an unsustainable piecemeal approach. To avoid this, it is possible to tap into existing projects and build on current activities to increase the breadth of influence, especially if coordinated with effective activities already established by other funders, international nongovernmental organizations (NGOs), local governments, and civil society. The guiding principles and strategies for integrating CTIP activities have been culled from available research, program reports, and interviews with stakeholders in the E&E region from Albania, Bosnia and Herzegovina, and Ukraine:

1. Ensure the compatibility of the CTIP intervention to be integrated with the objectives, results, and approach of existing project.
2. Consider timing, resources and expertise necessary to “add on” the CTIP intervention.
3. Whenever possible, conduct a rapid assessment of CTIP capacities, needs, resources, and opportunities specific to the activity or activities being considered.
4. Anticipate unintended consequences as CTIP resources are dwindling and the planning for integrated activities is limited by the smaller scope of the intended projects.
5. Be sensitive to the needs of survivors, and inclusive of VOTs in project planning.
6. Consider the gender dimensions specific to the trafficking problem in a given country or region and the integrated CTIP programming being considered.
7. Seek out capable local CTIP expertise and utilize local leadership for assessment, program planning, and implementation.

8. Coordinate with other donors who currently fund, or plan future funding for, CTIP programming to maximize synergies and avoid duplicating previous efforts.
9. Design integrated CTIP prevention activities with attention to avoiding harmful stereotyping and services that are available to support victims and those at risk.
10. Use inclusive processes for designing (or adapting) technical protocols, training curricula, awareness-raising materials, etc. that match institutional stakeholders with local CTIP expertise.
11. Integrate ethical principles about working with TIP victims into every program design.
12. Include adequate monitoring and flexibility in program design to respond to changing TIP trends relevant to the integrated activity being planned.
13. Ensure that a responsible person in the Mission and at the Implementing Partner (IP) has the technical knowledge of CTIP, relevant regional knowledge, and dedication to the issue to help guide any integrated program.
14. Leverage USAID efforts to integrate CTIP by coordinating with other USG agencies and supplementing other donors' investments with complementary add-on activities.
15. Look for opportunities to integrate and institutionalize CTIP in sectors not adequately represented among stakeholders and responsible parties in prevention and protection.
16. Consider the value of ongoing funding for smaller integrated CTIP activities where long-term CTIP program investments have already been made and results achieved.

Data Collection and Research. Reliable data on trafficking in persons in the E&E region is limited and often difficult to obtain. Nevertheless, trends can be observed even in unreliable data, and improvements can be made in reporting accuracy with the help of on-the-ground stakeholders. Integrated CTIP programming could work with on-the-ground stakeholders (e.g., NGO and state service providers) to improve reporting accuracy through existing data quality activities. Some opportunities to gather and analyze useful CTIP information include: CTIP program monitoring and other types of data collection; targeted TIP research; and data collected from other projects that can be relevant or reveal trends that affect TIP.

Responding to a Complex Challenge. To combat TIP, programs need to address the push and pull factors specific to a given country or region that feed the problem. Push factors are the negative conditions in a country of origin that increase vulnerability, while pull factors are the perceived positive conditions in a country of destination that entice victims to go abroad. Vulnerability to trafficking has been linked to economic, social, cultural, political, and environmental factors. Trafficking could be included in the analysis required by the USAID Country Development Cooperation Strategy (CDCS) process, and opportunities to address various aspects of TIP through integrated programming could be identified in the project-level gender analysis required by Automated Directive System (ADS) 205. The USAID CTIP Policy delineates a four-part response to trafficking: prevention, protection, prosecution, and partnership (the 4Ps).

Illustrative Examples. The range of possible CTIP interventions includes a stand-alone activity that can be integrated into a large sectoral program and smaller CTIP components integrated within existing activities. CTIP is a complex challenge that requires a multifaceted, multisectoral response. Thus, the individual examples are not intended to constitute a "CTIP program;" rather, they are categorized by

sector to reflect the typical USAID Mission structure whereby technical expertise is thus divided. The connection between each development sector and potential CTIP interventions is discussed below. The report contains numerous examples of CTIP integration within typical sector activities and sector-specific CTIP indicators for:

The **agriculture** sector has been both a recruiting ground and a destination for trafficking victims. Agriculture activities mostly take place in rural communities, many of which are economically depressed due to a combination of limited economic productivity, lack of technological upgrades, low commodity prices, weak infrastructure (roads, etc.), and a shrinking population. As a result, young people and adults who are struggling to provide for themselves and their families are particularly vulnerable to trafficking. Moreover, in some countries with still active agricultural sectors, trafficking may be used to supply low-cost laborers at the bottom of the value chain who work excessive hours, have little or no access to protective equipment, and reside in substandard housing. Thus, CTIP-related education and targeted economic opportunities could be integrated into many agricultural activities.

The **energy and environment** sector has no real connection to CTIP issues with respect to the more structural activities in the sector, such as development of energy grids or technical regulations (e.g., for carbon emissions). Nevertheless, in more population-focused activities such as energy conservation, assessment of climate change impacts, or land use planning (e.g., limiting forest or other natural resource degradation), the issue of CTIP can and should be integrated. For assessments, it is important to take the opportunity both to raise awareness of TIP as well as to collect relevant data to identify particularly vulnerable groups within affected populations (e.g., those whose livelihoods are or likely will be threatened by climate change). CTIP information should be integrated in community education programs as well.

TIP awareness could be addressed within any **political process** activity focused on policy development or issue advocacy, such as political party development, women's political participation, parliamentary/legislative strengthening, or constituency services. Also, when a country is developing legislation and regulations in compliance with a national CTIP strategy, National Action Plan (NAP), or National Referral Mechanism (NRM), a key opportunity for a CTIP integration activity would be the development of inclusive processes to engage a wide range of stakeholders.

There are several areas of opportunity to integrate CTIP into **transparent and accountable governance** activities. All E&E countries have signed and ratified trafficking protocols that require laws and regulations to be adopted and implemented to combat trafficking. Monitoring systems are critical to meeting those CTIP obligations, and both government and civil society have a role to play. Implementation of NAPs and NRMs require intensive coordination among a wide range of government and NGO stakeholders. Social contracting with NGO service providers can be a useful mechanism for national and local governments to meet the needs of victims of trafficking (VOTs), especially in the area of reintegration.

CTIP activities have already been integrated into many **rule of law** (ROL) programs. Training for lawyers and judges on CTIP and the relevant laws, as well as on reducing stigma for VOTs in both criminal and civil cases, is important to ensure VOTs' access to justice. Other areas of collaboration for USAID include coordination with the U.S. Department of State (DOS) Bureau of International Narcotics and Law Enforcement Affairs (INL) on similar training programs for police and prosecutors. Legal clinics can provide critical free or low-cost services to VOTs and potential VOTs in a variety of areas, from representation in TIP cases, to addressing family issues, to reviewing employment contracts for overseas work. Social advocates can play a supportive role for VOTs who are witnesses in criminal cases against traffickers or are defending themselves from inappropriate prosecution in criminal or related civil cases.

Court monitoring should include a category for TIP cases and monitor treatment of VOTs by the court system.

CTIP can be integrated into **civil society** programming not only by focusing on strengthening existing CTIP-specialized NGOs, but also by encouraging coalition building between CTIP NGOs and NGOs working in other sectors, including disability rights, human rights, gender-based violence (GBV) and domestic violence (DV), legal associations, and even business associations, on raising awareness about trafficking and efforts to provide services and other support to VOTs and their families.

The **media** sector is ripe with opportunities to integrate CTIP activities, especially in the area of prevention through improving the quality of media coverage of the problem and monitoring the government on meeting its obligations in TIP prevention, prosecution, and protection. It is important that the media have a solid and sensitive understanding of the situation in order to inform the public adequately. In this context the media could be involved in the development of CTIP prevention strategies, or at least be informed of already established CTIP strategies that they can help disseminate widely to the public through traditional and new media channels.

Business-sector programs can integrate CTIP activities directly through providing opportunities for economic empowerment of VOTs and vulnerable populations at risk for TIP. The business sector has a role to play as a provider of jobs and entrepreneurship opportunities. A key issue for integrating CTIP into income generation activities is risk analysis for programs to realistically assess the vulnerabilities of VOTs, such as whether a microcredit loan would mimic their experiences of debt bondage. Care should be taken to ensure that USAID **entrepreneurship and competitiveness** programs do not inadvertently support businesses that engage in abusive labor practices that might feed trafficking recruitment. Special care should be taken to assess businesses that could be directly engaged in TIP as recruiters (e.g., under the guise of marriage broker services), conduits (e.g., a travel agency or job placement agency that facilitates transportation or placement of trafficking victims-to-be), or destination workplaces.

Programs that focus on development of various **labor markets** need to integrate CTIP education for industry groups, workers, and government labor market regulators/inspectors. TIP prevention requires employers to understand what trafficking is, how to identify VOTs, and penalties for participating in trafficking schemes. It requires workers to understand TIP, the risks associated with being a VOT, and how to migrate safely for work. Data specific to a country's typical trafficking industries (e.g., agriculture, fishing, tourism, matchmaking, factory production, construction) should be readily available within economic-sector programs to provide targeted training that is most relevant to at-risk populations and to those who regulate or inspect workplaces that are most likely to engage in TIP.

CTIP activities within the **education** sector usually focus on integrating TIP awareness both in teacher training and student curricula. Formal education could be available to TIP victims within mainstream education programs. The education sector may also have obligations with respect to the NRM in identifying and referring VOTs to appropriate services. The education system may not be adequately prepared to assist child VOTs (and children of VOTs who have experienced school disruption) with reintegration in a sensitive way, without stigmatizing the affected children. Similarly, vocational training programs may not be adequately prepared to provide non-stigmatizing education and job placement services as part of reintegration of VOTs into their home or a new community. Additionally, vocational programs may miss opportunities to provide assistance to vulnerable groups at risk of being trafficked. The provision of non-formal education and vocational opportunities can be mixed with services for socially vulnerable groups in general. The skills that are of value for trafficked persons are consistent with those for a wide range of clients. The integration of these services into state programs and social

services—whether provided by NGOs or government organizations—has the added advantage of mitigating the risk of stigma and discrimination, because individuals are not identified as victims of trafficking. In many countries in the E&E region, psychologists, who provide critical counseling services to VOTs and even at-risk individuals, are connected to the educational system.

The Ministry of Health (MOH) typically has obligations to identify and provide **health** services to VOTs under national TIP strategies, NAPs, and NRMs. These obligations require development and implementation of standard operating procedures (SOPs) for staff of hospitals and medical clinics, including admissions personnel, nurses, doctors, and other medical professionals who treat physical and mental health issues. VOTs have a range of medical needs that can be provided by health professionals who are sensitized and trained in how to work with TIP victims and maintain confidentiality and safety. When properly trained, medical personnel can play an important role in identifying victims and referring them to other services. Appropriately trained psychologists and psychiatrists who already work with survivors (such as from domestic violence, sexual assault or other traumatizing events) can also provide needed services for VOTs. However, care may be needed in choosing techniques; group counseling and peer support groups that work with DV victims, for example, may not be constructive for some VOTs. Among other CTIP challenges in the health area are training large cadres of medical staff, and integrating CTIP training (including SOPs, sensitivity, and confidentiality protocols) into pre-service and in-service education. In countries where USAID health programming is limited to maternal and child health (MCH) and reproductive health (RH), integrating CTIP activities may be biased toward health services for women. However, increasingly, reproductive health programs have not only included men as partners, but they have also addressed serious issues of men's reproductive health in the region (especially with STDs and male infertility, and the introduction of andrologists at community health clinics to address a wide range of men's health issues) that could similarly integrate CTIP activities for male VOTs.

HIV/AIDS programs typically engage with some of the most vulnerable populations in a given country (e.g., prostitutes, injecting drug users [IDUs], men who have sex with men [MSM], HIV-infected children, people living with AIDS [PLWA], etc.). Thus, integrating CTIP into these activities is a good opportunity to reach potential victims and to identify actual VOTs.

Cross-cutting areas. The implications of **disability** for TIP vulnerability varies by country and community and may depend on the type of disability. In many countries people with certain types of disabilities are seldom able to leave their homes due to lack of equipment or accessibility (e.g., lack of curb cuts and sidewalks, wheelchair-accessible buildings, etc.) or stigma, and may be subject to different types of abuse (e.g., used for begging). The treatment, economic opportunities, and safety net provided to those living with disabilities, as well as the freedom of movement afforded them, can be relevant vulnerability factors. Integration of CTIP awareness and identification of VOTs should be built into any disability program, including those working directly with people with disabilities, their families, and disability rights groups.

Which groups are considered vulnerable to trafficking depends on a given country and even community within the country. Typically, **vulnerable groups** include women who are single mothers and/or are in abusive relationships; orphans and abandoned, neglected, or abused children and youth; street children and out-of-school youth; economically disadvantaged or discriminated-against minorities; certain categories of people with disabilities who face discrimination; LGBT people, especially youth; traumatized ex-military personnel; ex-prisoners; and substance abusers, HIV-positive individuals, or PLWA. Assistance programs for VOTs in the E&E region comprise a comprehensive range of services, similar to, and in many cases the same as, those within rehabilitation and safety net services for a wide variety of vulnerable people. Care should be taken in mixing services for TIP victims with those for

other vulnerable populations. Social workers and others providing services to VOTs need CTIP curricula integrated into their educational training, in pre-service and in-service learning programs.

In most countries in the E&E region, **youth** are particularly vulnerable to the economic pressures that are considered TIP push factors, including high unemployment rates, low levels of workplace skills, and a lack of career counseling and job placement services for students completing educational programs. Thus, youth may be considered as a whole to be a vulnerable group in need of TIP prevention programs. Special categories of youth have increased vulnerabilities, as noted above, and should be considered when identifying target groups for integrated CTIP activities.

Gender-based violence (GBV) has been recognized as a push factor for trafficking, especially the impact of DV on women and children who may feel the only way out of a situation is to flee. Already vulnerable economically and psychologically, DV victims can easily fall prey to traffickers offering an opportunity to leave quickly and anonymously. Specialized physical and mental health services, legal services, and educational support for survivors of GBV are discussed in earlier sections.

Conflict/crisis/disaster zones create vulnerabilities that increase the likelihood of TIP. A desperate and traumatized population with limited economic means or opportunities, coupled with the physical vulnerability of family separation, potentially creates opportunities for TIP recruitment and exploitation. Traffickers feed on the instability of the situation which may have several dimensions: trafficking of combatants, laborers and “wives” by armed groups; TIP during peacekeeping operations; and post-conflict TIP related to out-migration. TIP awareness and education for the affected population and those engaging with the population (e.g., government, NGOs, relief specialists, etc.) is a critical starting place for prevention awareness-raising. However, information alone will not reduce the extreme vulnerabilities of target populations. In the area of VOT protection, SOPs for identification and shelter for VOTs are needed, as well as other survivor services. Recent experience such as in Kosovo has shown that the presence of peacekeepers can create a trafficking problem where one previously barely existed (Smith & Miller-de-la Cuesta, 2011; Mendelson, 2005). Training, codes of conduct, and sanctions are CTIP interventions that have been used in peacekeeping situations with varying degrees of success.

I. INTRODUCTION

A. PURPOSE OF THE TOOLKIT

This Toolkit is intended to assist Europe and Eurasia (E&E) Missions integrate activities designed to combat trafficking in persons (CTIP) into ongoing and new project designs, in accordance with the first programming objective of USAID's CTIP Policy (2012). It provides concrete suggestions and examples of how to do so across the sectors in which E&E Missions most commonly fund programming. It is critical for Missions to review current projects to determine opportunities to fit CTIP into ongoing activities and also to integrate new CTIP support into future programs. As discussed in this Toolkit, many windows exist to intervene in current activities in different sectors, and to build on successful initiatives from the E&E and other regions. Given limited resources and a move toward integration versus stand-alone projects, it is important to look for opportunities to unite stakeholders and coordinate anti-trafficking efforts for a leveraged response that comports with the USAID CTIP Policy.

The primary target audience for this Toolkit is E&E Missions, USAID/Washington personnel, and project implementers. Other audiences comprise anyone with an interest in integrating CTIP activities into a Mission's portfolio, including other USAID Regional and Pillar Bureaus or operating units (especially the Bureau for Democracy, Conflict, and Humanitarian Assistance [DCHA]), the U.S. Department of State (DOS) (especially the Office to Monitor and Combat Trafficking in Persons [G/TIP]), and other U.S. Government (USG) Agencies, nongovernmental organizations (NGOs) that work in the region, and other donors. Additional help can be found in the DCHA Counter-Trafficking in Persons Field Guide (April 2013).

The Toolkit is designed to be generally applicable to the E&E region, in particular to the countries in which USAID maintains a presence, including: Albania, Armenia, Azerbaijan, Belarus, Bosnia and Herzegovina (BiH), Georgia, Kosovo, Republic of Macedonia, Moldova, Serbia, and Ukraine. It is also expected that many of the programming recommendations will be broadly applicable beyond the E&E region.

B. SCOPE OF THE TOOLKIT AND METHODOLOGY

This Toolkit references and builds on prior analytic and other reports and toolkits by USAID, including the reports produced on trafficking in persons (TIP) in the E&E region by the E&E Bureau and the Toolkit for Integrating Domestic Violence Activities into Programming in Europe & Eurasia (2009), as well as materials produced by other organizations (see Appendix B). This Toolkit is designed to provide assistance for E&E missions to implement the USAID CTIP Policy Objective requiring CTIP activities to be "integrated into relevant Agency initiatives and programs", moving away from stand-alone programs (USAID 2012a). It does not focus on CTIP legislation or CTIP program development or evaluation; rather the Toolkit provides analytical tools and practical guidance for development practitioners on how to integrate CTIP activities into existing and new activities in a wide variety of sectors.

Guidance to program planners and implementers is provided through illustrative examples of how to integrate CTIP activities into different sector programs and recommended approaches and priorities for future integrated CTIP programming. The Toolkit also contains textboxes highlighting an illustrative TIP results framework, considerations in mixing services for victims of trafficking (VOTs) and other beneficiaries, and comprehensive services for VOTs.

The research for this Toolkit included a review of existing materials available publicly over the internet and phone interviews with USAID staff, implementing partners, and local experts. Materials were

reviewed primarily to draw on specific examples of integrated CTIP programming, especially those in the E&E region, and principles for successful integrated approaches to addressing TIP.

The countries of Albania, BiH, and Ukraine were selected for a limited number of in-depth phone interviews to reflect different circumstances under which some successful results were achieved in integrating CTIP activities into more than one sector, albeit within the context of larger CTIP programs from the past. The telephone interviews were limited to English speakers and included individuals representing local expert, local NGO, international NGO, and USAID Mission perspectives.

II. COMBATting TRAFFICKING IN PERSONS: RESPONDING TO A COMPLEX CHALLENGE

A. TIP AS A CROSS-CUTTING ISSUE

TIP is a global crime. It is a human rights violation whereby women, men, girls, and boys are enslaved and exploited. To combat TIP, programs need to address the push and pull factors specific to a given country or region that feed the problem. Push factors are the negative conditions in a country of origin that increase vulnerability, while pull factors are the perceived positive conditions in a country of destination that entice victims to go abroad (e.g., demand for cheap labor, social mobility, glorified portrayals of life in movies or TV shows, etc.). Vulnerability to trafficking has been linked to economic, social, cultural, political, and environmental factors, including (USAID/DCHA, 2013):

- Poverty;
- Corruption;
- Weak rule of law;
- Political oppression;
- Lack of social and political opportunities;
- Lack of human rights and/or discrimination based on ethnicity, gender, religious affiliation, and other biases;
- Lack of access to education and jobs;
- Gender inequality;
- Family disruptions;
- Family dysfunction that leaves children outside of parental care;
- Domestic violence;
- Dislocation and/or danger caused by civil unrest, internal armed conflict, war, or militarism;
- Economic disruptions to family finances caused by natural disasters or environmental degradation;
- Institutional factors (such as failure of the state to register the children of the poor, minorities, or those without regularized immigration status); and
- The presence of traffickers, recruiters, loan sharks, and other predatory individuals within a community.

Women and girls can be especially vulnerable due to inequalities in education and employment opportunities, as can men and boys desperate to provide for their families in difficult economic times. Seasonal workers, widows, informal sector laborers, refugees, and internally displaced persons are also particularly vulnerable to exploitation and abuse through forced labor and trafficking (ILO, 2006; UNODC, 2008).

Shutting down the demand side for labor or sex requires adequate controls, punishments, and other disincentives for (1) employers, (2) consumers—for example clients, buyers, and household members, and (3) third-party enablers—recruiters, agents, transporters, and others who knowingly participate in the movement of persons for the purpose of exploitation (ILO, 2006; UNODC, 2008). Traffickers and trafficking patterns are fluid, and have been known to change rapidly in response to efforts to combat the crime (UNODC, 2012).

TIP is thus a complex cross-cutting development issue that requires a comprehensive, multisectoral approach to address its roots, impacts, and purveyors. However, as funding declines, fewer large standalone, comprehensive CTIP programs will be funded. Rather, USAID Missions need to find ways to integrate CTIP programming into other projects and activities, to identify opportunities to make meaningful contributions to combating trafficking by filling gaps and coordinating with other national and local efforts to tackle the problem. Through the USAID Country Development Cooperation Strategy (CDCS) process, Missions are required to analyze a country's development context, challenges, and

opportunities, which should include a focus on the challenge of trafficking and opportunities to address it (if TIP is deemed to be a particularly relevant development challenge for the country) (USAID/DCHA, 2013). The Project Design and Implementation process, including the gender analysis at the project level required by Automated Directive System (ADS) 205, could also identify opportunities to address various aspects of TIP in a given country or programming area through integrated programming (USAID/DCHA, 2013).

B. MAJOR TYPES OF PROGRAMMING TO ADDRESS TIP

The USAID CTIP Policy delineates a four-part response to trafficking: prevention, protection, prosecution, and partnership (the 4Ps). USAID programming concentrates primarily on prevention and protection, but also engages to a more limited extent in prosecution and partnership, as shown in Box I. Prevention activities include a wide range of public education and awareness-raising initiatives about what TIP is and how to reduce the likelihood of vulnerable individuals or at-risk groups becoming VOTs (USAID, 2012a). Addressing the underlying conditions of vulnerability (discussed in the previous section), especially unscrupulous recruiting and labor practices, is a key aspect of TIP prevention. Smaller scale integrated programming can target those women, men, girls, or boys who have been identified as at-risk for trafficking and who may already be the beneficiaries of other USAID programming.

BOX I. Illustrative TIP Results Framework

The April 2013 Counter-Trafficking in Persons Field Guide provides extensive guidance on implementing USAID's CTIP Policy, including providing an illustrative TIP Results Framework. The Development Objectives and Intermediate Results (IRs) for TIP programming (and illustrative activities and possible activity indicators for each IR) can be helpful to Missions as they are identifying opportunities for integrating CTIP activities within their existing portfolio of activities. The results framework is particularly relevant in ensuring that the impact of integrated CTIP activities is being measured so as to identify best practices and to bring to scale those interventions that are shown to be most effective (USAID, 2012a).

Prevention

Development Objective 1: Comprehensive measures to prevent all forms of TIP are established and institutionalized.

- *Recruiting and Labor Practices* - IR 1.1: Appropriate controls over labor recruitment and working conditions adopted and implemented.
- *Vulnerable Individuals and Groups* - IR 1.2: Decreased engagement in high-risk behaviors and expanded economic and educational opportunities as alternatives to TIP.
- *Anti-Corruption* - IR 1.3: Corrupt practices that facilitate trafficking reduced.
- *Demand Reduction* - IR 1.4: The demand for goods produced by trafficked persons or for services provided by trafficked persons is reduced.

Protection

Development Objective 2: Victim-centered services to provide protection and assistance to trafficked persons and to meet special needs of child victims of trafficking are established and sustainable.

- *Victim Services* - IR 2.1: System of specialized comprehensive and nondiscriminatory services for VOTs established and maintained.
- *Repatriation and Reintegration* - IR 2.2: Voluntary repatriation and reintegration processes available to victims of trafficking in line with international standards.

- *Special Needs of Child Victims of Trafficking* - IR 2.3: Special needs of child VOTs are addressed in a comprehensive victim assistance framework.
- *Law Enforcement/Police Interaction*: - IR 2.4: Law enforcement entities enhance protection of trafficked persons.

Prosecution

Development Objective 3: Prosecution of traffickers strengthened, resulting in increased convictions and sentencing.

- *Justice System* - IR 3.1: Justice systems are capable of effectively, fairly, and efficiently handling TIP cases.
- *Support and Witness Protection Programs* - IR 3.2: Safety and protection of trafficked persons institutionalized throughout legal proceedings.

Partnerships

Development Objective 4: A global movement dedicated to the eradication of all forms of TIP collectively and productively supported by governments, civil society, and the private sector.

- *National Coordination* - IR 4.1: NAP and/or NRM coherently coordinate CTIP activities.
- *Data Collection* - IR 4.2: Reliable data on TIP activity is effectively collected and shared among interested governmental and nongovernmental parties.
- *Regional Cooperation* - IR 4.3: Legal and voluntary mechanisms supporting international, intergovernmental, and regional collaboration and partnerships to combat TIP are adopted and utilized.
- *Public-Private Partnerships and Intragovernmental Partnerships* - IR 4.4: Establishment of partnerships between both public and private entities and within the USG.

Protection of VOTs requires a wide range of services to rehabilitate and reintegrate (including repatriation, if appropriate) a trafficked person using a victim-centered approach. Such an approach focuses on the safety, privacy, and wellbeing of the victims over other goals or societal interests such as family reunification, or personal biases or opinions (USAID, 2012a). USAID Missions can look for opportunities to tailor and extend a wide range of existing service activities to VOTs (such as medical services, counseling, legal services, social support, etc.), as appropriate (see Box 2 below for considerations in mixing services and beneficiary populations).

Prosecution is a particularly difficult area, as evidenced by the low rate of trafficking prosecutions worldwide – fewer than 10,000 for 2013 (USDOS, 2014). The lack of knowledge, skills, legal tools, and motivation, as well as the presence of corruption, are all challenges to be addressed to increase prosecutions (Transparency International, 2011). Partnerships are a key element of successful efforts to combat trafficking if all the relevant stakeholders are able to work together effectively to try to create seamless CTIP interventions. National Action Plans (NAPs) and National Referral Mechanisms (NRMs) can guide and facilitate national and regional coordination, and some data collection to support those efforts (OSCE, 2008; OSCE/ODIHR, 2004; USAID/DCHA, 2013). In some countries, USAID has successfully developed public-private partnerships to complement CTIP programming, especially in the business sector. Examples include businesses sponsoring anti-trafficking (AT) public awareness events or campaigns, companies hiring VOTs or vulnerable individuals at risk for TIP, and telecommunication companies providing safety information to their customers traveling abroad (USAID, 2012a; USAID, 2012b).

III. INTEGRATING CTIP ACTIVITIES IN PROGRAM DESIGN IN THE E&E REGION

A. GUIDING PRINCIPLES AND STRATEGIES FOR INTEGRATING CTIP ACTIVITIES

USAID CTIP Policy prioritizes integration of CTIP activities in Mission programming rather than stand-alone CTIP programs. The Policy contemplates that Missions may lack “the expertise to develop integrated programs or to develop CTIP components within existing work” (USAID, 2012a). Indeed, moving from a focus on stand-alone CTIP programs to an integrated approach has some risks. As noted earlier, trafficking in persons is a complex and varied crime. Great sensitivity is required to address the needs of the victims adequately without running the risk of retraumatizing them. Thus, *technical expertise, multi-stakeholder collaboration, and donor coordination* can be as important to an “integrated” CTIP program as it is to a standalone program to avoid the potential pitfalls of what could become an unsustainable piecemeal approach. To avoid this, it is possible to tap into existing projects and build on current CTIP activities to increase their breadth of influence, especially if coordinated with effective activities already established by other funders, international NGOs, local governments, and civil society. For example, supporting legal aid services to trafficking victims could be a good complement to others’ support of medical services or counseling.

The guiding principles and strategies for integrating CTIP activities have been culled from available research, program reports, and interviews with stakeholders in the E&E region from Albania, Bosnia and Herzegovina, and Ukraine.¹ Many of the principles and strategies apply to any CTIP program, regardless of whether it is a standalone or an integrated activity, but may vary slightly given the smaller scope of integrated activities. Careful planning is critical to ensuring that limited programming funds are directed to the most efficient and effective CTIP activities.

- 1. Ensure the compatibility of the CTIP intervention to be integrated with the objectives, results, and approaches of the existing project.** For example, while at risk populations may benefit from participating in a microfinance or workforce development program, the more vulnerable individuals are, and especially if they already are VOTs, they may require a modified program using different approaches or additional assistance to meet their special needs (Brunkovskis & Surtees, 2012a).
- 2. Consider timing, resources, and expertise necessary to integrate the CTIP intervention.** Finding and integrating the requisite expertise and trained staff may be challenging and may result in a diversion of time and effort needed for the existing program to meet its goals. Modifying program approaches to provide additional supports to VOT participants may reduce the reach of the program in other areas.

¹ Key resources for this section include:

- Albania: Telephone interviews with Mariana Meshi from Different and Equal; Brikena Puka from Psychological Support Center “Vatra;” Mark Stickevers from ICITAP/Albania; TIP experts Valbona Lenja and Kelly Cronen; and a review of various Albania program and analytical reports.
- Bosnia and Herzegovina: Telephone interviews with Jacob Hershman and Larisa Lepac from CRS; independent TIP experts Amela Efendic and Ruth Rosenberg; IOM/BiH inputs coordinated by Anh Nguyen; and a review of various BiH program and analytical reports.
- Ukraine: Telephone interviews with Tatiana Ivanyuk from IOM; Oleksandr Kyrylenko from OSCE; and Tatiana Timoshenko from USAID/Ukraine; and a review of various Ukraine program and analytical reports.

Interviewees expressed gratitude for the significant commitment USAID has made in the past to CTIP programming, yet they also noted considerable concern that an “integrated” approach, depending on how it is interpreted at the Mission level, could take on some of the problematic characteristics of ineffective CTIP activities they have witnessed in the past.

- 3. Whenever possible, conduct a rapid assessment of CTIP capacities, needs, resources, and opportunities specific to the activity or activities being considered.** A targeted early assessment is important to avoid duplicating efforts or repeating failed approaches. Consult with the National CTIP Coordinator and plug into local groups working in the target area(s). Assessing the specific environment in which the activities will take place is critical to successfully integrating CTIP programming. Considerations include who the relevant stakeholders are and what capacities and coordinating mechanisms exist or have already been developed that can be expanded within the context of the integrated CTIP activity being contemplated. Before committing to a CTIP activity, ensure that adequate time, resources, and expertise will be allocated to the project to promote progress in, and not inadvertently cause setbacks to, CTIP efforts within a given country, region, or community.
- 4. Anticipate unintended consequences as CTIP resources are dwindling and the planning for integrated activities is limited by the smaller scope of the intended projects.** Unintended consequences may be related to service delivery, program outcomes, or the sustainability of services within a community. Consultation and coordination with local partners becomes even more important when integrated activities are being planned, especially those with a more abbreviated process.
- 5. Be sensitive to the needs of survivors, and inclusive of VOTs in project planning.** Integrating CTIP components into existing activities raises concerns about how to maintain sensitivity toward, and the safety and confidentiality of, highly vulnerable people, especially VOTs. Due to the extreme sensitivities of the beneficiary population, mistakes can have major consequences to the safety and healing of TIP survivors, and donors have an overarching ethical responsibility to “do no harm” (Rosenberg, 2008; UNIAP, 2008; Surtees, 2010). For example, a microfinance program should not include VOTs or vulnerable people without an adequate assessment of the appropriateness of their starting a business and/or taking a loan (e.g., assessing whether participating in the program might increase an individual’s vulnerability due to a lack of maturity or a difficult family situation, or if a loan will too closely mimic a previous debt-bondage experience) (Driscoll, 2010). Initiatives should be designed in cooperation with victims and potential victims; there is a pertinent need for beneficiaries to help inform programming so that approaches and protocols are appropriate to address the beneficiaries’ needs and sensitivities.
- 6. Consider the gender dimensions specific to the trafficking problem in a given country or region and its potential impact on integrated CTIP programming.** All aspects of the trafficking problem and planned interventions should be analyzed for differences based on gender (e.g., who is being trafficked; types of trafficking; methods of recruitment; push and pull factors that create vulnerabilities; appropriately tailored interventions, approach, and staffing; monitoring and evaluation [M&E]). Due to the historic bias toward addressing primarily sex trafficking of women and girls and gendered expectations of men to be breadwinners, trafficking of men and boys and trafficking for other purposes has often been overlooked or inadequately addressed (Surtees, 2008; Surtees 2012b). Trafficking of men and boys, especially for labor, is often dismissed as smuggling, and sex trafficking of men and boys is almost completely hidden (Somach, 2011). Furthermore, reintegration issues for sex trafficking victims in general differ from those of victims of other types of trafficking, and the gender dimensions can result in additional differences for women, men, girls and boys.
- 7. Seek out capable local CTIP expertise and utilize local leadership for assessment, program planning, and implementation.** The insights and institutional memory of local CTIP

experts can be critically important to the success and sustainability of integrated CTIP programming, especially because the efforts will likely be on a smaller scale than previous standalone activities. Many resources have already been invested in developing local CTIP expertise. Some local CTIP organizations and individual experts have the capacity, local knowledge, respect of the community, and relationships with governmental and nongovernmental stakeholders to be uniquely positioned to assess the current and ongoing CTIP needs in a given region or country.

- 8. Coordinate with other donors that currently fund, or plan future funding for, CTIP programming to maximize synergies and avoid duplicating previous efforts.** Identify what other CTIP activities have accomplished in the sector and region of the country where the integrated CTIP activity is being contemplated prior to committing new efforts in a sector or region. To maximize synergies toward a broader and more comprehensive response to trafficking, find and coordinate with other donors or other USG agencies that work in typically non-USAID areas (e.g., the U.S. Department of Labor [DOL] or International Labor Organization [ILO] for labor issues; the Bureau of International Narcotics and Law Enforcement Affairs [INL] of the U.S. Department of State [DOS] for law enforcement; UNICEF for education).
- 9. Design integrated CTIP prevention activities with attention to avoiding harmful stereotyping and the availability of services to support victims and those at risk.** As noted above, integrated activities should be designed to contribute effectively to an overall CTIP response in the region where the activity is to be implemented. For example, a public awareness campaign should include information on where to report suspicious situations and where victims can seek help. If protection services do not exist, the prevention activities could cause more harm than good by raising expectations without providing solutions. Similarly, prevention messaging should avoid stereotypes and/or misogyny (e.g., campaigns aimed at discouraging young, single women from traveling as opposed to promoting safe travel more generally), nor should they be limited to fear-based campaigns, which have proven to be ineffective in the long run (because they can be too easily contradicted by personal stories of friends and family members who may have had good overseas travel and work experiences).
- 10. Use inclusive processes for designing (or adapting) technical protocols, training curricula, awareness-raising materials, etc. that match institutional stakeholders with local CTIP expertise.** When an integrated CTIP activity involves the integration of CTIP protocols or awareness-raising within a technical area, a successful strategy has been to match the institutional stakeholders with local CTIP experts who together can produce effective results. Interviewees involved in CTIP programs in Albania, BiH, and Ukraine pointed to the success in matching local CTIP experts who provide technical trafficking expertise with institutional staff who can navigate their own institution's structures, operating procedures, and personalities. This matching approach can maximize opportunities for realistic and sustainable CTIP implementation in any given sector (e.g., health, social work, education, etc.).
- 11. Integrate ethical principles about working with TIP victims into every program design.** Integrated CTIP activities need to integrate ethical principles as would any CTIP activity, especially concerning working with VOTs.² Those without adequate regional and TIP knowledge (including

² Ethical principles for CTIP research, monitoring and programming includes the following standards when working with VOTs:

- **Informed consent** refers to the process by which respondents voluntarily agree to take part in monitoring efforts.
- **Confidentiality** means that information regarding the beneficiary is not revealed to others from the moment of contact through the time that details of the case are used in monitoring reports.
- **Anonymity** is the right to not be identified, including indirect background information that could inadvertently reveal the beneficiary's identity and/or personal experiences/opinion.

USAID or other USG staff or implementing partners [IPs]) may be shocked by TIP experiences that services providers deal with on a daily basis. Thus, contact with victims needs to be strictly limited both for their safety and confidentiality, and to avoid situations where expectations are created or promises made that cannot be kept.

12. Include adequate monitoring and flexibility in program design to respond to changing TIP trends relevant to the integrated activity being planned. Shifts may occur in any or all of the following areas:

- Recruitment—who is recruited, how and where victims are recruited, and enticements;
- Push and pull factors that increase vulnerability of potential victims;
- Gender and age—male or female; children, youths, or adults;
- Form of TIP—sexual exploitation, labor exploitation, begging, etc.;
- Domestic vs. international—internal TIP, trafficking to neighboring countries, or trafficking to more distant countries;
- Methods of transit—road, air, or sea;
- Conditions of exploitation; and
- Approaches used by destination countries to return victims.

New trends in TIP have emerged as a result of economic downturns, shifting transit patterns and populations due to countries joining the EU, political instability, and “blind spots” in what is viewed as trafficking (e.g., tendencies to see men’s labor trafficking as “bad luck,” forced begging as “voluntary,” domestic servitude as a “family matter”, etc.) (UNODC, 2012). Integrated CTIP activities, although likely smaller in scale than standalone CTIP programs of the past, may also need to respond to changing TIP trends that represent opportunities for more effective programming or threats to the success of the planned activities.

13. Ensure that a responsible person in the Mission and at the IP have the technical knowledge of CTIP, relevant regional knowledge, and dedication to the issue to help guide any integrated program. High-level support from Mission management is also important. Sectoral offices usually lack the capacity and will ask for assistance when working on CTIP activities being integrated into their sector. The Mission CTIP Advisor should ideally play a cross-sectoral role working with all technical teams to be familiar with and coordinate, as appropriate, CTIP-related program activities.

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- **Privacy** is the right to not have personal information revealed to others. Privacy is considered a basic human right in most countries.
 - **Do no harm** is an overarching principle of ethical guidance. The minimum standard is that one’s intervention does not put a person in a worse situation, in the short term or longer term. Good intentions are not enough; unintended consequences should be anticipated.
 - **Non-discrimination** is a basic human rights principle enshrined in national and international law. It is a violation to discriminate on the grounds of race, color, sex, language, religion, political or other opinions, national, ethnic, or social origin, property, disability, birth, or other status (see Article 2 of the Universal Declaration of Human Rights). Expert bodies of the UN have also determined that the principle includes discrimination on the basis of sexual orientation.
 - **Safety and security** of a beneficiary is of paramount importance and takes precedence over any monitoring plan or objective.
 - **Sensitivity** involves treating beneficiaries with awareness that certain issues could be painful to discuss and anticipating ways to avoid and/or handle these situations.
 - **Beneficiary participation** means that beneficiaries should be involved in monitoring the services they receive to ensure that programs and policies are designed and implemented according to their needs, interests, and opinions.
 - **Data protection (during collection, retention, storage, and use/analysis)**, which applies to case files, survey information, etc., is required by international and national law.
 - **Child protection and the “best interests of the child”** are used to describe the responsibilities and activities undertaken to prevent or to stop children from being abused or ill-treated.
- (Surtees, 2010. See also Rosenberg, 2008 and UNIAP, 2008).

14. Leverage USAID efforts to integrate CTIP by coordinating with other USG agencies and supplementing other donors' investments with complementary add-on activities.

For example, look at CTIP priority countries for the DOS and DOL and add USAID funding to expand the program reach and/or activities of an integrated CTIP activity.

15. Look for opportunities to integrate and institutionalize CTIP in sectors not adequately represented among stakeholders and responsible parties in prevention and protection.

In the education sector, this could mean ensuring that CTIP modules are included in the school curriculum, teacher training programs at pedagogical institutes, and pre-service and in-service teacher training programs for new and current teachers. Similarly, CTIP modules could be adapted and included in all training opportunities in other sectors, including health and social welfare. The State CTIP Coordinator and key stakeholders should be consulted to establish which sectors and stakeholders could best utilize the added support that an integrated CTIP activity could provide.

16. Consider the value of ongoing funding for smaller, integrated CTIP activities where long-term CTIP program investments have already been made and results achieved.

With the shift in CTIP funding away from large standalone programming, some previously-funded programs may need some ongoing targeted support provided through an integrated CTIP activity that builds on progress already made toward sustainability that might otherwise be lost.

BOX 2. Mixed Services and Mixed Populations: Key Issues and Considerations

Assistance programs for VOTs in the E&E region comprise a comprehensive range of services, organized in different ways. The services for VOTs are similar to, and in many cases the same as, those within rehabilitation and safety net services for a wide variety of vulnerable people. Thus, CTIP activities could be integrated into a wide variety of programs that provide services including: shelter, medical care and assistance; psychological and psychiatric assistance; legal assistance; educational assistance and vocational training; economic opportunities, job placement and income-generating activities; humanitarian assistance, housing assistance; family mediation and counseling services; witness protection and security services; and specialized services to minors. Integrating CTIP activities may lead stakeholders to consider mixing services for trafficking victims with those for DV victims and/or other vulnerable populations in residential (e.g., shelters) and nonresidential settings. As analyzed in a 2008 report focusing on services for VOTs and DV victims in the E&E region, the decision to mix services—and how—should be informed by the following broad issues:

1. *Program objectives and organizational approach.* The structural framework within which services are provided, including program objectives and the organizations' approach, are important in assessing the basic compatibility of mixing services. Although many anti-trafficking and DV organizations have similar philosophies and approaches in their work (for example, a focus on the recovery, empowerment, and self-sufficiency of individual clients), there are also often large differences. Where similarities in approach and philosophies exist, mixed services are possible and perhaps even advisable in that the cross-pollination of ideas and experiences from different individuals and agencies can enhance service provision.

2. *Finances, facilities, and resources.* The overall resources available for different programs in terms of money, facilities, and other resources vary by program. Although mixing services is assumed to be the best way to deal with limited resources, available resources may not be adequate to meet the needs of both types of victims. There may be additional costs to a mixed program because of the need for staff to

acquire new skillsets or the hiring of additional professionals. Many programs in the E&E region already share facilities and resources to serve mixed-client groups, largely as a result of limited resources rather than as a preferred option or conscious choice.

3. *Local contexts, cultural settings, and legal frameworks.* Local realities—whether political, legal, social, cultural, or economic—must be taken into account in decisions to mix services. ROL issues and level of political corruption can influence whether victims even come forward to receive services. The cultural setting can also influence the types of services that are acceptable to victims. The legal framework within which service providers operate is a key element in considering mixed services—including whether TIP and DV and other human rights violations are criminalized.

4. *Staff knowledge, skills, and attitudes.* Where services are to be mixed, concerted efforts must be made—through professional development, training, and so on—to equip professionals with the skills and resources to work ethically, effectively, and sensitively with the two groups. Beyond developing staff skills, programs must be vigilant in ensuring that personnel working with victims are respectful of and nondiscriminatory toward victims, and provide appropriate care. This may necessitate ongoing sensitization of staff and, in some cases, accessing private services, including accompanying the victim to appointments to serve as advocates.

5. *Client profiles, experiences, behaviors, and needs.* Services must address the full range of differences between and within TIP and DV victim categories (including, men, minors, and elderly persons). TIP and DV victims have many common needs; nevertheless, the types of services needed by both types of victims can differ substantially, as noted above. Differences in the sex, age, and experience of the victims may create barriers to sharing facilities such as shelter space. Differences that are not adequately addressed can complicate mixed service provision.

(Surtees & Somach, 2008)

B. DATA COLLECTION AND RESEARCH

Reliable data on trafficking in persons in the E&E region is limited and often difficult to obtain. Thus, integrating a CTIP component related to data collection or research could fill a gap in understanding the scope and dynamics of the trafficking problem in a given country or region. Examples of pre-existing data collection efforts that may integrate CTIP through a small modification (i.e., the addition of questions) to gather data or additional relevant analysis relevant include demographic health studies, longitudinal surveys, domestic violence or other gender-based violence surveys, or public opinion surveys.

In general, data collection and research on the scope and incidences of trafficking is particularly challenging due to a combination of factors, including inadequate border control, security apparatus sensitivities, difficulty in identifying victims, and cultural bias. Many of the countries in the E&E region struggle with large, porous land borders and underfunded, and in some areas corrupt, border police without much ability or incentive to identify returning migrants as potential trafficking victims (Shelley, 2014; UNODC, 2008.). Data on trafficking often falls within the purview of security apparatuses that are still working to overcome a long history of operating in secret and struggle with sensitive issues such as trafficking where any data can lead to more probing, and often uncomfortable, questions (e.g., number of identified victims, number of cases filed, number of victims provided witness protection, number of cases dropped, number of convictions, sentences for convicted traffickers, number of victims

retrafficked, etc.) (Friesendorf, 2009; Watts, 2008). Data on demand for trafficked individuals, albeit difficult to obtain, can be useful in planning prevention activities (Rosenberg, 2011).

Identifying victims of trafficking is also challenging in and of itself, given their hesitancy to come forward, the wide range of institutional players who must be trained to identify potential victims, and the concern for victim confidentiality that some NGO service providers (and the victims themselves) may feel about reporting cases through official channels (Friesendorf, 2009). Cultural bias may feed the stigma that discourages many VOTs from self-identifying, especially with regard to sex trafficking, which in turn can cast doubt on certain forms of trafficking (e.g., related to labor exploitation, bride selling, or child begging) being considered crimes (Brunkovskis & Surtees, 2012b; Surtees, 2008; Save the Children, 2011; Save the Children, 2009; Delap, 2009). Nevertheless, trends can be observed even in unreliable data (such as an increase in men/boy victims being identified, primarily for labor exploitation, and an increase in children being exploited within their own countries [Rosenberg, 2013]).

Therefore, one possible contribution of integrated CTIP programming could be working with on-the-ground stakeholders (e.g., NGO and state service providers) to improve reporting accuracy through existing data quality activities. Some opportunities to gather and analyze useful CTIP information include CTIP program monitoring, targeted TIP research, and data collection from other projects that may be relevant (e.g., imbalance in school enrollment of boys and girls in communities where TIP involving primarily either girls or boys is common) or reveal trends that affect TIP (e.g., information on returning migrants).

Monitoring and other types of data collection. Critical to program implementation is monitoring, not just of outputs or process indicators, but also outcomes or impact indicators. Ideally, the CTIP component of an activity would be integrated from the design stage, which would require that it be fully integrated in the performance management plan from the outset. Integrating CTIP activities into existing programming, however, may pose several challenges that need to be addressed. First of all, integrating a new activity with its own outcomes and indicators of success can be difficult for a large sectoral activity with its own well-developed M&E component. For example, an agricultural outreach activity that integrates a TIP prevention component should monitor the provision of CTIP information (to measure the type, quality, target groups, approach, and who was reached) and the subsequent reporting of possible trafficking situations and/or requests for assistance (to measure impact of information). If the added CTIP activity involves services to VOTs, such as reintegration programs, two types of monitoring are required: of the reintegration plan that a caseworker develops with the trafficking victim (to measure its success against set criteria), and of reintegration services (to measure their nature, scope, accessibility, and quality) (Surtees, 2010). Moreover, the vulnerabilities of target beneficiaries of CTIP programming can increase the complexity of routine M&E for projects contemplating adding a CTIP component as ethical principles require an even higher standard of confidentiality, sensitivity, and safety (Surtees, 2010).

Research. Because of the lack of reliable data, trafficking research is too often anecdotal, ad hoc, and not comparable to other research. Nevertheless, ongoing research is necessary to assist donors and program planners in using the limited resources for CTIP activities more efficiently. Missions may find opportunities for an integrated CTIP research activity, such as by adding an identified CTIP research gap (specific to the country or region) to a think tank research topic list or a small research grant activity. As with monitoring, ethical concerns should be paramount when research is conducted with VOTs (see above). Other integrated CTIP opportunities may include promoting CTIP data quality.

C. ILLUSTRATIVE EXAMPLES

In nearly every sector, there are opportunities to integrate CTIP activities. The illustrative examples below include some actual recent CTIP activities in the E&E region, but are primarily extrapolated from elements of comprehensive CTIP programming and typical USAID sectoral activities. The range of possible CTIP interventions includes a standalone CTIP activity that can be integrated into a larger sectoral program and smaller CTIP components integrated within an existing project or activity. As discussed earlier, CTIP is a complex challenge that requires a multifaceted, multisectoral response. Thus, the individual examples are not intended to constitute a “CTIP program”; rather, they are categorized by sector to reflect the typical USAID Mission structure whereby technical expertise is divided. The earlier Guiding Principles and Strategies are critical to developing some cohesiveness and effectiveness (i.e., positive measurable results) among whatever integrated CTIP programming elements a Mission chooses to pursue.

AGRICULTURE

The agriculture sector has been both a recruiting ground and a destination for trafficking victims. Agriculture activities mostly take place in rural communities, many of which are economically depressed due to a combination of limited economic productivity, lack of technological upgrades, low commodity prices, weak infrastructure (roads, etc.), and a shrinking population. As a result, young people and adults in rural areas who are struggling to provide for themselves and their families may be particularly vulnerable to trafficking. Moreover, in some countries with still active agricultural sectors, trafficking may be used to supply low-cost laborers at the bottom of the supply chain to work under conditions of substandard housing and excessive working hours (Hunter & Kepes, 2012). CTIP-related education and targeted economic opportunities could be integrated into many agricultural activities.

Examples of CTIP integration within typical activities:

- **Extension services:** Educate field workers on labor rights with linguistically and literacy-appropriate outreach, and develop and distribute rights and referral information cards. In more conservative societies where male extension workers have more restricted access to female agricultural workers, train female extension workers on how to access vulnerable women and girls. Implement a reporting/referral system for suspicious situations (e.g., labor exploitation or possible trafficking).
- **Farmer-to-farmer programs:** Educate landowners and farmers about worker rights and enforcement mechanisms as a deterrent to TIP. Implement a reporting/referral system for suspicious situations.
- **Value-chain development:** Reduce vulnerability of front-line pickers/growers/etc. by providing opportunities for learning new techniques and accessing food-processing equipment (e.g., co-ops), especially for women, youth, and poor rural populations that are vulnerable to TIP. Include discussions of workers’ rights. The USAID/Ukraine AgrolInvest Project worked to provide VOTs in rural areas with economic opportunities and to raise awareness of the risks of trafficking among potential VOTs.
- **Diversion of child labor:** Where child labor in agriculture is a problem, promote enforcement of child labor laws and create an incentive program for families to keep children in school and not engage them in farm work (such as the cash allowance program in Serbia that is conditional on enrolling children age 7 and above in school (Rosenberg, 2013)).
- **Research:** Assess the impact of agriculture policy on migration dynamics among undocumented workers or other vulnerable populations.

Examples of CTIP indicators for agricultural activities:

- Number of rural agricultural workers provided with labor rights information by extension service workers, disaggregated by sex
- Number of suspicious situations (i.e., potential TIP) reported or referred through system

- Number of children from families provided incentives who stop engaging in farm work, disaggregated by sex
- Percent of target group (rural children) who stay enrolled in school

ENERGY AND ENVIRONMENT (INCLUDING GLOBAL CLIMATE CHANGE)

The energy and environment sector has no real connection to CTIP issues with respect to the more structural activities such as development of energy grids or technical regulations (e.g., for carbon emissions). Nevertheless, in more population-focused activities such as energy conservation, assessment of climate change impacts, or land-use planning (e.g., limiting forest or other natural resource degradation), the issue of CTIP can and should be integrated. For assessments, it is important to take the opportunity both to raise awareness of TIP as well as collect relevant data to identify particularly vulnerable groups within affected populations (e.g., those whose livelihoods are or likely will be threatened by climate change). CTIP information should be integrated in community education programs as well.

Examples of CTIP integration within typical activities:

- **Livelihoods:** Promote CTIP awareness for communities whose livelihoods are threatened by the impacts of global climate change (GCC).
- **Energy conservation:** Train (and assist with job placement of) VOTs and potential VOTs in nontraditional energy-related jobs such as wind recycling, weatherizing, and other energy efficiency jobs.
- **Climate change/disaster relief:** Target vulnerable disaster-affected populations for CTIP prevention and protection activities. Integrate CTIP information into climate change and disaster relief education.

Examples of CTIP indicators for energy and environment activities:

- Number of trained VOTs or potential VOTs (as defined by specific criteria) who are employed in a nontraditional energy-related job
- Number of climate change and disaster relief education sessions with an integrated CTIP awareness raising component
- Number of studies that identify GCC-related migration/TIP dynamics

POLITICAL PROCESSES

Raising TIP awareness could be addressed within any political process activity focused on policy development or issue advocacy, such as political party development, women's political participation, parliament/legislative strengthening, constituency services, etc. Also, when a country is developing legislation and regulations in compliance with a national CTIP strategy, NAP, and/or NRM, a key opportunity for a CTIP integration activity would be the development of inclusive processes to engage a wide range of stakeholders.

Examples of CTIP integration within typical activities:

- **Political party development:** Educate political parties on different types of TIP, vulnerabilities, patterns, and trends in the specific country/region. Engage them in policy discussions on the status of CTIP implementation in the country.
- **Political party and/or parliamentary development:** Include TIP in platform/issue discussions, looking at its economic impact, vulnerable populations, and the status of CTIP implementation in the country. Engage in activities that promote legislative action needed for prosecution of trafficking crimes and for harmonization of national legislation with international CTIP commitments. In Ukraine, for example, the national parliamentary development program facilitated roundtables and

hearings on the TIP NRM, raising the issue's profile and ensuring that civil society/NGOs were invited to participate.

Examples of CTIP indicators for political process activities:

- Number of political party staff who participate in policy discussions on CTIP implementation, disaggregated by sex and position
- Number of political party staff who show increased understanding (through pre- and post-test) of TIP types, vulnerabilities, patterns, and trends in their specific country/region after training
- Number of legislative roundtables or hearings on CTIP topics that include both government and civil society/NGOs

TRANSPARENT AND ACCOUNTABLE GOVERNANCE

There are several areas of opportunity to integrate CTIP into transparent and accountable governance activities, with some limitations due to the ethical considerations discussed previously. All E&E countries have signed and ratified trafficking protocols that require laws and regulations to be adopted and implemented to combat trafficking. M&E systems are critical to meeting those CTIP obligations, and both government and civil society have a role to play. Implementation of NAPs and NRMs require intensive coordination among a wide range of government and NGO stakeholders. Social contracting with NGO service providers can be a useful mechanism for national and local governments to meet the needs of VOTs, especially in the area of reintegration.

Examples of CTIP integration within typical activities:

- Intra-governmental coordination mechanisms: Support national mechanisms (e.g., national referral mechanisms (NRMs)) to combat trafficking by supporting coordination and information sharing among ministries and governmental departments. In lieu of a standalone NRM activity, the implementation of NRM obligations – e.g., through development of standard operating procedures (SOPs)– could be integrated into a government transparency and accountability activity. In Albania, USAID funded International Organization for Migration (IOM) training using local CTIP NGO experts together with sector experts to work with institutions on their responsibilities as delineated in the NRM. IOM published SOPs on its website with initial and secondary indicators to identify VOTs, and clarified the duties of different ministries. The SOPs specify clear responsibilities among educators, health workers, law enforcement officers, border police, community police, etc. Professionals now have duties based on specific procedures for initial and formal identification of VOTs, as does the Council of Ministers. To create an inclusive SOP review process, IOM held workshops where everyone was invited to discuss the draft SOPs and provide comments. Policy- and operational-level staff worked together, which facilitated stakeholder buy-in and grounding of the process in institutional realities. For example, previously the procedure was for social workers at the border to be responsible for initial identification of a trafficking victim. However, due to transportation issues, responsibility for the initial identification was shifted to the border police, followed by a social worker conducting a formal interview at the police directorate.
- Government accountability/watchdog groups: Train interested groups in how to monitor the government's TIP data collection, reporting, and responses to TIP cases (within ethical standards). Work with NGOs to conduct independent monitoring of government obligations, including the development of shadow reports to government submissions on meeting treaty obligations.
- NAP implementation and NRM participation: Assist in establishing state level and NGO monitoring/auditing capacity to assess whether the NAP is being successfully implemented and the extent to which stakeholders who are responsible parties in the NRM are meeting their obligations and participating effectively. A government strengthening activity, for example, could integrate a CTIP activity focused on improvement of administrative procedures and monitoring, including revisions or corrections to CTIP-enabling legislation if necessary. In Ukraine, for example, IOM is

monitoring and collecting information to improve enabling legislation to resolve legal conflicts that impede effective CTIP integration.

- **Social contracting:** Develop or expand a system of social contracting for capable NGO service providers to provide TIP protection services by national and local governments. For example, when government agencies lack the technical expertise to provide services for VOTs, NGOs can assist the government in meeting their TIP protection obligations through a transparent system of contracted services. Standards for social services and regulations for social contracting, including monitoring, need to be established by the relevant ministry (e.g., Ministry of Labor and Social Policy). [Note: a local governance activity assisting with different government contracting processes may also be an opportunity for this type of integrated CTIP activity.]

Examples of CTIP indicators for transparent and accountable governance activities:

- Number of government departments/units implementing NRM SOPs
- Number of groups trained in how to monitor government TIP data collection
- Number of trained groups that begin (or increase) monitoring of government TIP data collection
- Number of CTIP NGOs that begin social contracting for CTIP services with national and/or local government departments

RULE OF LAW

CTIP activities have already been integrated into many ROL programs. Training for lawyers and judges on CTIP and the relevant laws, as well as on reducing stigma for VOTs in both criminal and civil cases, is important to ensure access to justice for VOTs. Other areas of collaboration for USAID include coordination with the DOS and INL on similar training programs for police and prosecutors. Legal clinics can provide critical free or low-cost services to VOTs and potential VOTs in a variety of areas—from representation in TIP cases, to addressing family issues (e.g., divorce, child custody, child support, family reunification), to reviewing employment contracts for overseas work. Social advocates can play a supportive role for VOTs who are witnesses in criminal cases against traffickers or are defending themselves from inappropriate prosecution in criminal or related civil cases. Court monitoring should include a category for TIP cases and monitor treatment of VOTs by the court system. For those VOTs who serve as witnesses, the general witness protection programs available in some E&E countries would be able to serve their needs. A limited number of VOTs require relocation away from their home community for security and protection reasons. Such relocations may be in-country using a network of service providers to find an appropriate relocation. In the case of some VOTs, however, relocation abroad may be needed.

Examples of CTIP integration within typical activities:

- **Legal training:** Train judges, lawyers, prosecutors, police, the Ombudsman's Office, and Legal Aid Bureaus to understand the different types of TIP, victim profiles (men, women, sex, labor, begging, etc.), and legal responses to address TIP (relevant civil and criminal laws and procedures). Judges and prosecutors have been identified in many countries in the region as needing additional capacity building on trafficking laws, the framework for TIP cases, and reducing prejudice and stigma. A legal reform program could also integrate a CTIP activity to assist with technical changes to and training on the mechanics of the transnational referral mechanism (TRM) and its relation to NRMs. VOTs are often forcibly deported from destination countries (that have not signed the TRM) before the evidentiary chain has been established. And, when there is an indictment, it often comes before witness protection is available. Border police, especially in areas with high turnover, may need additional training in how to identify VOTs and use the NRM. With better collaboration between TIP source and TIP destination countries, fewer prosecution opportunities will be lost in the urgency to return VOTs to their country of origin.

- **Judicial ethics (and other) training:** Establish a required trafficking component in judicial training programs for new judges, including information on international norms, local laws, and gender sensitivity. Include TIP case scenarios designed to raise various types of bias and stigma common in TIP prosecution (e.g., a male trafficking victim for labor, a female sex trafficking victim who was an exotic dancer, a victim with confusing testimony due to trauma, a witness needing protection from a government official involved in the trafficking) in the judicial ethics training. Develop debriefing approaches to sensitize judges to not stigmatize trafficking victims in their courtrooms.
- **Legal clinics:** Fund/promote free legal services for TIP victims, not only the typical representation in criminal cases, but also in family law, labor law and civil disputes. A variety of legal issues – including divorce, child custody, fraud, failure to pay wages - can create barriers to successful reintegration of VOTs and perpetuate their vulnerability to re-trafficking. In many countries in the E&E region, legal assistance is needed to resolve registration or residency issues (obtaining a *propiska*) limiting access to services. Even though victim services should be available wherever the VOT is located, and not dependent on a *propiska* address, many state services are still tied to the *propiska*. Through the access to a justice legal empowerment program in Ukraine, legal clinics for vulnerable populations began providing a wide variety of pro bono legal services to VOTs through a coalition of lawyers recruited to work with the CTIP program.
- **Legal hotlines:** Establish a legal hotline that can assist VOTs as well as those who are seeking work abroad (e.g., by answering questions, reviewing employment contracts, advising on safety planning). In Georgia, the Georgian Young Lawyers' Association (GYLA) operates a hotline for legal assistance to VOTs and those planning to work abroad and provides legal training on trafficking to lawyers and judges.
- **Court monitoring:** Include TIP cases as a category for court monitoring activities, looking at differences in administration of justice for male vs. female victims, labor vs. sex trafficking victims, adult vs. child victims, and other identifiable issues. Monitoring of TIP cases is critical to ensure that cases are not dropped and that witness protection and other specific provisions in the law are implemented. Outcomes of each step of the legal process should be made publicly available in reports. For example, in Albania a witness protection law was passed at the end of 2003, but during the next six years, of the 1,200 returnee victims to Albania, only one or two received any witness protection (Danaj, 2009; NCATS, 2011; Albania interviews), and only one in 2013 (USDOS, 2014).
- **Legal/human rights:** Tackle discrimination as a preventative measure against TIP, especially for Roma and other ethnic minorities in the Balkans. Sex discrimination, misogyny, and other gender issues for both women and men also contribute to TIP vulnerability. Integrate TIP discussions and examples in human rights training for judges, law enforcement officers, police, educators, doctors, students, etc. Raise awareness on victims' rights to help the general public, especially those at risk for trafficking, to know how to constructively engage with the police if they should become a trafficking victim (e.g., with children, linking child protection and child TIP protocols). Through the One Woman Initiative of the Azerbaijan Women's Bar Association³, women lawyers and educators held discussions with rural women in remote villages on domestic violence, human trafficking, gender equality, and early marriages, and trained local women to continue trainings on their own.
- **Human rights/civil registration:** The lack of civil registration necessary to access social protection schemes has been identified as a TIP vulnerability factor which is more commonplace for Roma and other minorities in some countries. Successive UNDP-funded programs have focused on civil registration of the Roma and Egyptian communities in Albania, including birth registration for children who are at risk for various forms of trafficking.⁴ Birth registration is also a problem for

³ See <http://carlyfiorina.com/onewomaninitiative/>.

⁴ The 2008–2010 project Empowering the Vulnerable Communities in Albania was implemented in three regions with large Roma and Egyptian communities and a 2010–2013 program Empowering Vulnerable Local Communities of Albania include additional geographical areas. The UNDP has also worked in collaboration with UNICEF and the UNHCR to provide support to local authorities in resolving civil registration cases, reforming registration legislation and procedures, and training relevant

children born of trafficked women while abroad who are then repatriated without documentation (Brunovskis & Surtees, 2012).

- **Victim/social advocates:** Establish or expand victim advocate activities to include VOT support (e.g., accompany VOTs through legal and administrative processes, testifying in another room or by video). In South Africa, intermediaries are used for child victims.⁵

Examples of CTIP indicators for rule of law activities:

- Number of trained judges (and prosecutors, lawyers, and police) who show increased knowledge and sensitivity toward TIP cases and victims (through pre- and post-tests), disaggregated by sex
- Number of TIP calls to hotlines, disaggregated by age, sex, and type of trafficking alleged (or suspected)
- Number of TIP victims provided with pro bono legal services, disaggregated by sex of victim and type of services provided (consultation, legal representation in court, etc.)
- Number of TIP court cases monitored through final decision

CIVIL SOCIETY

CTIP can be integrated into civil society programming not only by focusing on the strengthening of existing CTIP-specialized NGOs, but also by encouraging coalition building between CTIP NGOs and NGOs working in other sectors, including disability rights, human rights, gender-based violence (GBV), DV, legal associations, and even business associations, on raising awareness about trafficking and efforts to provide services and other support to VOTs and their families.

Examples of CTIP integration within typical activities:

- See transparent and accountable governance for additional examples involving civil society.
- **Civil society strengthening:** Provide technical and organizational capacity-building support, including for funding and financial stability, to CTIP NGOs (that have been proven through reputation within the community and through successful results). Provide specially tailored social entrepreneurship training and mentoring for CTIP NGO service providers to improve finance/funding, and provide opportunities for job skills training and employment for VOTs—especially where the state is too weak to provide adequate funding for protection services.
- **Coalition building:** Due to the complexity of trafficking as a crime and the need for comprehensive approaches to promote successful reintegration of VOTs, broad multisectoral coalitions form the backbone of most CTIP efforts. Thus, technical assistance and support for coalition-building may be an important type of integrated CTIP activity in some countries struggling to effectively share information and unify CTIP efforts. In Albania, coalitions formed around trafficking issues include the National Coalition of Anti-Trafficking Shelters, established in 2007 with both NGO and state institution shelters, and the inter-NGO, Coalition Together against Child Trafficking in Albania (BKTF). The NGOs involved in both coalitions participated in extensive training and coalition-building sessions to improve their capacity for providing quality services and being proactive in raising issues. Each coalition is recognized as a collective voice rather than individual NGOs on critical issues; for example, the shelter coalition is named in the 2011–2013 National Action Plan. Coalition-building has also been a key feature of USAID/Ukraine’s CTIP work.
- **Civil society partnerships:** Encourage CTIP NGOs to engage with business groups or associations involved in TIP-related issues such as business ethics and human resources issues (e.g., dealing sensitively with vulnerabilities in an employment setting). Also, recruit businesses to apply their

authorities. See <http://erc.undp.org/evaluationadmin/manageevaluation/viewevaluationdetail.html?evalid=2097> for program evaluation reports.

⁵ http://www.surjournal.org/eng/conteudos/artigos6/ing/artigo_jonker.htm

corporate social responsibility (CSR) to funding CTIP activities. Encourage a wide range of NGOs (focusing on disability rights, children's rights, women's rights, human rights, etc.) to participate in CTIP prevention and protection activities. In Ukraine, IOM successfully established 12 public-private partnerships with businesses on CSR. Private companies provided funding for billboards, the CTIP hotline, and a public-private conference; a local oil company funded a large CT campaign at the border and six or seven additional campaigns with other businesses; and Microsoft provided free software and training to NGOs. Innovative prevention/protection programs include one in which a Ukrainian mobile phone service company provide text messages to subscribers who cross borders with information on how to contact the Ukrainian embassy (USAID, 2012b). Under USAID's Global Broadband and Innovations Alliance, USAID, NetHope and the Demi and Ashton Foundation partnered to support the development of a mobile app to combat trafficking. The best features from two winners in the App Challenge contest were incorporated into a single app that is now being implemented in Albania (USAID website).

Examples of CTIP indicators for civil society activities:

- Number of assisted CTIP NGOs more effectively advocating for TIP prevention
- Number of assisted CTIP NGOs providing improved protection services
- Number of CTIP NGOs with improved financial sustainability as measured by a stable annual operating budget
- Number of businesses that respond to TIP issues as a result of CTIP NGOs advocacy (to be defined, for example, by increased sensitivity or human resources standards)
- Number of businesses that engage in CSR by funding CTIP activities

MEDIA

The media sector is ripe with opportunities to integrate CTIP activities, especially in the area of prevention through improving the quality of media coverage of the problem and monitoring the government's progress in meeting obligations in TIP prevention, prosecution, and protection. It is important that the media have a solid and sensitive understanding of the situation in order to inform the public adequately. In this context, the media could be involved in the development of TIP prevention strategies, or at least be informed of already established CTIP strategies that they can help disseminate widely to the public through traditional and new media channels.

Examples of CTIP integration within typical activities:

- **Media education:** Train publishers/owners and male and female reporters on TIP reporting, problem framing, investigation of TIP cases, and victim portrayal (including women, men, girls, and boys experiencing different forms of TIP).
- **Investigative journalism:** Include the topic of TIP as part of reporting competitions. Develop documentaries and/or theater/dramas based on investigated stories to make the issue of trafficking more "real" to viewers.
- **Media events:** Build awareness campaigns on CTIP around large events such as sporting events, concerts, etc.

Examples of CTIP indicators for media activities:

- Number of journalists trained with changes in knowledge (as measured by pre- and post-tests)
- Number of journalists trained with changes in attitudes (as measured by pre- and post-tests)
- Number of accurate and discrete instances of media coverage of TIP issues
- Number of CTIP campaigns using social media

ENTREPRENEURSHIP AND COMPETITIVENESS

Business-sector programs can integrate CTIP activities directly through providing opportunities for economic empowerment of VOTs and vulnerable populations at risk for TIP. The business sector has a role to play as a provider of jobs and entrepreneurship opportunities. A key issue for integrating CTIP into income-generation activities is risk analysis for programs to realistically assess the vulnerabilities of TIP victim, such as whether a microcredit loan would mimic their experiences of debt bondage. Care should be taken to ensure that USAID entrepreneurship and competitiveness programs do not inadvertently support businesses that engage in abusive labor practices that might feed trafficking recruitment. Special care should be taken to assess businesses that could be directly engaged in TIP as recruiters (e.g., under the guise of marriage broker services), conduits (e.g., a travel agency or job placement agency that facilitates transportation or placement of trafficking victims-to-be), or destination workplaces.

Examples of CTIP integration within typical activities:

- **Business licensing and inspection:** Establish standards for identifying suspicious businesses and business practices that could indicate the presence of TIP. Train business licensing officials and inspectors, especially in the areas of employment placement services, travel, tourism, and marriage brokers.
- **Tourism:** Implement CTIP activities with hotels, such as putting notices in rooms for guests to report suspicious activity and conducting training for hotel staff to be aware and report to authorities.
- **Small and microbusinesses:** Develop/expand activities to assist interested VOTs and potential VOTs in starting microbusinesses. Ensure that vulnerable individuals are appropriately screened for suitability for entrepreneurship and are provided with business-planning and management-training services (as well as seed money); alternatively, assist with job placement.
- **Social entrepreneurship:** Assist CTIP NGOs through venture funding, technical assistance, and mentoring to establish businesses that both provide employment opportunities for VOTs and generate core funding for the organization.
- **CSR:** Encourage socially responsible businesses to consider supporting CTIP activities with funding, employment training, business mentoring for CTIP NGOs, etc.
- **Mid- to large-scale businesses or regulatory framework programs:** Monitor businesses for human resources policies and labor force vulnerabilities, as well as exploitative labor practices, which could increase the likelihood of TIP.

Examples of CTIP indicators for entrepreneurship and competitiveness activities:

- Percent of targeted vulnerable persons employed, enrolled, or participating in microcredit schemes*
- Number of businesses participating in employment programs for vulnerable groups*

LABOR MARKETS

Programs that focus on development of various labor markets need to integrate CTIP education for industry groups, workers, and government labor market regulators/inspectors. CTIP prevention requires employers to understand what trafficking is, how to identify VOTs, and penalties for participating in trafficking schemes. It requires workers to understand TIP, the risks associated with being a VOT, and how to migrate safely for work. Data specific to a country's typical trafficking industries (e.g., agriculture, fishing, tourism, matchmaking, factory production, construction) should be readily available within economic-sector programs to provide targeted training that is most relevant to at-risk populations and to those who regulate/inspect workplaces that are most likely to engage in TIP (Surtees, 2013; Rosenberg, 2010). Because job placement support is generally undertaken on an individual basis, such services can be made available to TIP victims by the same organizations serving

others. Some activities may be undertaken in a mixed group—how to write a resume/CV or succeed at a job interview—although some issues may require sensitivity and confidentiality. For example, TIP victims need to be prepared to answer questions from prospective employers about their absence from the country or lack of a (legal) work history.

Examples of CTIP integration within typical activities:

- **Employment skill/vocational training:** Provide employment training for at-risk populations in job skills and job-search skills (followed by internships for all trainees) that is targeted to available jobs based on market research in the local area where trainees will be seeking employment. Avoid gender-biased job tracking (e.g., hair dressing, nails, sewing for women), including in programs for VOTs and vulnerable populations, and seek opportunities in nontraditional industries where jobs are available.
- **Job placement:** Include discussions on workers' rights and business ethics for participants in job placement assistance programs. Special attention should be paid to these issues in sectors and jobs where the risk of TIP is higher (e.g., construction, fishing, etc.) to decrease the likelihood of new or returning labor market entrants becoming entangled in a trafficking situation.
- **Labor market regulation:** Monitor agriculture, construction, and tourism/travel (note that these may be separately regulated in many countries with different inspection regimes) for trafficking (including children in general, agricultural workers, housekeepers, cruise ship crew, mail-order brides, etc.). Encourage whistleblowing on unfair labor practices that create risks for victims and potential victims of TIP. Support the adoption of economic policies that fairly regulate labor migration to mitigate the impacts on vulnerable populations.
- **TIP awareness training:** Train labor inspectors, business and tourism/travel agency licensing inspectors, union leaders and government officials to integrate CTIP prevention (screening out potential employers of trafficked labor, such as unscrupulous employment agencies), protection (of VOTs seeking reintegration), and prosecution (of employers identified as using trafficked labor) into their work. A recent case highlights the potential problem with employment agencies: about 1,500 men hired through labor agencies in BiH and Serbia for construction work in Azerbaijan were identified as possible VOTs. Assist the state employment offices in tailoring policies to target those particularly at risk of trafficking for services, including the provision of trafficking prevention information.
- **Trade unions:** Build the capacity of unions to provide assistance for the most vulnerable in defending their labor rights.
- **Labor policy:** Work with governments to develop and implement regulations for safe labor migration.
- **Research:** Conduct research on gray market issues related to TIP vulnerability, recruiting, and internal trafficking.

Examples of CTIP indicators for labor markets activities:

- Number of labor inspectors, union leaders, and government officials trained and knowledgeable on trafficking issues
- Number of labor recruitment agencies in compliance with CTIP regulations

EDUCATION

CTIP activities within the education sector usually focus on integrating TIP awareness both in teacher training and student curricula. The education sector also may have obligations with respect to the NRM in identifying and referring VOTs to appropriate services. Formal education could be available to TIP victims within mainstream education programs. The education system may not be adequately prepared to assist child VOTs (and children of VOTs who have experienced school disruption) with reintegration in a sensitive way, without stigmatizing the affected children. Similarly, vocational training programs may not be adequately prepared to provide non-stigmatizing education and job placement services as part of

reintegration of VOTs into their home or a new community. Additionally, vocational programs may miss opportunities to provide assistance to vulnerable groups at risk of being trafficked. The provision of non-formal education and vocational opportunities can be mixed with services for socially vulnerable groups in general. The skills that are of value for trafficked persons are consistent with those for a wide range of clients. The integration of these services into state programs and social services—whether provided by NGOs or government organizations—has the added advantage of mitigating the risk of stigma and discrimination, because individuals are not identified as victims of trafficking. In many countries in the region, psychologists, who provide critical counseling services to VOTs and even at-risk individuals, are connected to the educational system.

Examples of CTIP integration within typical activities:

- Ministry of Education (MOE) protocols: Consistent with MOE protocols, SOPs, and/or NRM commitments, assist with implementation of TIP prevention activities and victim identification protocols within the education system.
- Teacher and administrator training: Train teachers and administrators on TIP, including how to talk about TIP (as part of prevention activities) with sensitivity, identify potential and actual VOTs, and where to refer them to needed services. Provide continuing education and in-service training at regular intervals.
- Teacher/administrator education: Train teachers on TIP and the importance of their role in helping prevent it.* Institutionalize modules on TIP in all required education for teachers and school administrators.
- Primary education: Institutionalize CTIP curricula in primary school education (including topics such as child brides/arranged marriages, where relevant because trafficking is involved).
- Secondary and tertiary education: Where opportunities arise in USAID programming, include TIP information in activities/curricula for students generally, as well as targeted toward at-risk groups (as identified in the country/region in which the program is operating). The Sustainable Interventions to Combat Trafficking in Persons in Bosnia and Herzegovina (SUSTAIN) integrated CTIP education in the secondary school curriculum. SUSTAIN worked with the MOE at the national and cantonal level, local educational authorities, all the schools, and pedagogical institutes. The secondary school curriculum was changed in 8 of 10 cantons (Republika Srpska was reluctant to participate in the program because of elections and the impending change of government). Books and manuals were developed that can be used year after year.
- Vocational training: Provide vocational training and placement opportunities for vulnerable groups, including VOTs.
- Extracurricular educational activities for students and school dropouts: Integrate CTIP awareness into nontraditional educational activities, especially those designed for school dropouts and school leavers seeking employment abroad or economically vulnerable rural populations who are potentially more vulnerable to TIP. In Bosnia and Herzegovina, SUSTAIN supported the development of non-formal educational materials and tools on TIP, and conducted training of trainers for educators working with street children from 14 organizations (Rosenberg, 2013).
- Education services for children TIP victims and children of VOTs: Prepare schools (teachers, administrators, other staff) for sensitively reintegrating child/youth VOTs and responding to their special needs. Similar approaches may be appropriate for children of VOTs who have experienced school disruption.

Examples of CTIP indicators for education activities:

- Number of trained teachers with changes in knowledge (as measured by pre- and post-tests)
- Number of trained teachers with changes in attitude (as measured by pre- and post-tests)
- Percent of vulnerable persons and VOTs to get jobs after USAID-supported vocational training

- Percent of victims and children of VOTs who are still in school after x months during and after reintegration interventions, disaggregated by sex and victim/children of VOT status

HEALTH

The Ministry of Health (MOH) typically has obligations to identify and provide services to VOTs under national TIP strategies, NAPs, and NRMs. These obligations require development and implementation of SOPs for staff of hospitals and medical clinics, including admissions personnel, nurses, doctors, and other medical professionals who treat physical and mental health issues. VOTs often have a range of medical needs that should be met by health professionals who are sensitized and trained in how to work with TIP victims and maintain confidentiality and safety. When properly trained, medical personnel can play an important role in identifying victims and referring them to other services. Appropriately trained psychologists and psychiatrists who already work with survivors (such as from domestic violence, sexual assault or other traumatizing events) can also provide needed services for VOTs. However, care may be needed in choosing techniques; group counseling and peer support groups that work with DV victims, for example, may not be constructive for some TIP victims. Sex trafficking often creates an environment of competition and loyalty among victims by using favoritism and rewards to divide victims and consolidate control. In assistance programs, such dynamics may be replicated unintentionally. Fear of stigmatization and of traffickers can also inhibit sharing of stories. So, extra care will likely be needed in integrating a CTIP program into existing mental health services.

Among other CTIP challenges in the health area are training large cadres of medical staff, and integrating CTIP training (including SOPs, sensitivity, and confidentiality protocols) into pre-service and in-service education. In countries where USAID health programming is limited to maternal and child health (MCH) and reproductive health (RH), integrating CTIP activities may be biased toward health services for women. However, increasingly, reproductive health programs have not only included men as partners, but they have also addressed serious issues of men's reproductive health in the region (especially with respect to high levels of STDs and male infertility, and the introduction of andrologists at community health clinics to address a wide range of men's health issues) that could similarly integrate CTIP activities for male VOTs.

Examples of CTIP integration within typical activities:

- **MOH protocols:** Consistent with MOH protocols, SOPs, and/or or NRM commitments, implement victim identification and service provision to VOTs in hospitals and clinics.
- **Healthcare provider training:** Train healthcare providers and substance abuse counselors on TIP, including typical symptoms of VOTs and special care needs. Provide continuing education and in-service training at regular intervals.
- **Medical/nursing/other medical professional education:** Institutionalize modules on TIP in all required education for medical personnel, including how to screen for, identify, and treat VOTs with sensitivity and refer them to other needed services.
- **MCH and RH:** Integrate TIP curriculum into MCH training activities. Develop appropriate protocols for MCH and RH professionals to screen for, identify, and treat VOTs with sensitivity and refer them to other needed services.

Examples of CTIP indicators for Global Health activities:

- Percent of healthcare providers who have received specialized training related to CTIP
- Level of satisfaction of VOTs who received medical assistance
- Number of CTIP policies related to medical services adopted
- Number of CTIP policies related to medical services implemented

HIV/AIDS

HIV/AIDS programs typically engage with some of the most vulnerable populations in a given country (e.g., prostitutes, injection drug users [IDUs], men who have sex with men [MSM], HIV-infected children, people living with AIDS [PWLA], etc.). Thus, integrating CTIP into these activities is a good opportunity to reach potential victims and to identify actual TIP victims.

Examples of CTIP integration within typical activities:

- **HIV/AIDS Services:** Provide training to HIV/AIDS service providers on TIP, including on how to identify and sensitively engage with VOTs.
- **Community education:** Include examples of how VOTs may suffer multiple vulnerabilities (youth, poverty, minority status, disability, HIV status) and potential consequences of the vulnerabilities as a way to sensitize families and communities and reduce stigma toward VOTs when working on reducing stigma toward HIV/AIDS.
- **Linkages:** Encourage NRM participation by health professionals through MOH protocols and memoranda of understanding with civil society organizations/NGOs.

Examples of CTIP indicators for HIV/AIDS activities:

- Number of VOTs identified by HIV/AIDS service providers
- Percent of trained HIV/AIDS services providers addressing issues of stigma toward VOTs when working with families and communities on stigma reduction for HIV/AIDS
- Number of VOTs referred by health professionals through an NRM process, disaggregated by sex of VOT and type of referral

D. CROSS-CUTTING AREAS

DISABILITY

The implications of disability with respect to TIP vulnerability varies by country and community and may depend on the type of disability. In many countries people with certain types of disabilities are seldom able to leave their homes due to lack of equipment or accessibility (lack of curb cuts and sidewalks, wheelchair-accessible buildings, etc.) or stigma, and may be subject to different types of abuse (e.g., used for begging). The treatment, economic opportunities, and safety net provided to those living with disabilities, as well as the freedom of movement afforded them, can be relevant vulnerability factors. Integration of CTIP awareness and identification of VOTs should be built into any disability program, including those working directly with people with disabilities, their families, and disability rights groups.

Example of CTIP integration within typical activities:

- **Disability Rights Groups:** Engage and train disability rights groups on CTIP issues related to people with disabilities (e.g., traffickers targeting deaf girls/women) and identification of VOTs. As needed, train and assist disability service providers to provide specialized support services for disabled VOTs.

Example of CTIP indicators for disability activities:

- Number of trained disability rights advocates with increased knowledge of CTIP issues (as measured by pre- and post-tests)
- Number of trained disability rights advocates with change in attitude toward CTIP issues (as measured by pre- and post-tests)
- Number of VOTs identified and referred for services by disability rights groups

VULNERABLE GROUPS

Which groups are considered vulnerable to trafficking depends on a given country and even community within the country. Typically, vulnerable groups include women who are single mothers and/or are in abusive relationships; orphans; abandoned, neglected, or abused children and youth; street children and out-of-school youth; economically disadvantaged or discriminated-against minorities; certain categories of people with disabilities who face discrimination; LGBT people, especially youth; traumatized ex-military personnel; ex-prisoners; substance abusers; HIV-positive persons, or PWLA. Government social workers as well as those who are privately-affiliated or independent need CTIP curricula integrated into their educational training, both in pre-service and in-service learning programs. See also Conflict/Crisis/Disaster Zones below.

Examples of CTIP integration within typical activities:

- Life skills education for orphans and other socially vulnerable groups: Provide targeted CTIP prevention education, economic empowerment, and life skills for orphans and the socially vulnerable.
- Social work: Include a CTIP module in social work training, educational program curricula, pre-service and in-service program curricula for social workers, other staff of government-run social service centers, and orphanage staff. In Bosnia and Herzegovina, the SUSTAIN program worked with the Centres for Social Work (CSW) to develop guidelines for social workers to identify VOTs, whom to contact, and how to talk with VOTs, not only when providing direct assistance but also in terms of developing a rehabilitation plan (vocational skills training, support with job, relocation if necessary, economic support). The issues of child welfare and CTIP are linked through social workers, so the training included how to treat minors and education on legal standards (e.g., a child cannot be considered a prostitute). NGOs working with street children, especially the Roma, participated in the training, and TIP prevention materials were included for those out of school (e.g., Roma-language books and games).
- Humanitarian assistance: Identify and provide targeted resources for basic needs (e.g., food for trafficking victim returnees at the border). A Swedish International Development Cooperation Agency (Sida) program in Albania created a more positive experience for returnees by funding NGOs to provide state border police with basic food and needed items for children at the border. The trafficking victims were more willing to accept assisted referrals and other needed services later on because they felt they were cared for by their home country immediately upon their return.
- Services for the socially vulnerable: Develop integrated CTIP activities as add-on components to existing services for the socially vulnerable (see Box 3 for services not discussed in other sectors). Opportunities for addressing the challenge of full-time CTIP trained professional staff available for VOTs at trafficking shelters and non-residential programs include sharing professional staff among more than one shelter (including cross-trained staff of DV shelters) or training state social workers to provide on-call services.

Examples of CTIP indicators for vulnerable groups activities:

- Number of service professions for the socially vulnerable (e.g., social work, mental health counseling, nursing, emergency medical technology, etc.) that institutionalize CTIP modules in pre-service and in-service program curricula
- Percent of orphans and other socially vulnerable groups with decreased TIP vulnerability (based on defined criteria) after CTIP assistance (education, economic empowerment and/or life skills interventions) has been provided, disaggregated by sex and type of vulnerability

BOX 3. Comprehensive Services and Assistance for VOTs

Assistance programs for VOTs in the E&E region comprise a comprehensive range of services, organized in different ways. The services for VOTs are similar to, and in many cases the same as, those within rehabilitation and safety net services for a wide variety of vulnerable people. Thus, CTIP activities could be integrated into a wide variety of programs that provide services including: shelter, medical care and assistance; psychological and psychiatric assistance; legal assistance; educational assistance and vocational training; economic opportunities, job placement and income-generating activities; humanitarian assistance, housing assistance; family mediation and counseling services; witness protection and security services; and specialized services to minors. Issues related to integrating VOTs into existing services for other vulnerable populations not included in the previous sector descriptions are discussed below. See Box 2 for key considerations in mixing services.

- *Shelter.* Services for TIP victims are typically organized around the framework of a communal shelter or other types of residential facilities that may already exist for DV victims, homeless, or other vulnerable populations. Stand-alone TIP shelters can be very costly to maintain and lack sustainability unless governments fund them, which can then lead to other problems if VOTs do not trust the government to take care of them or keep the location secret. Victim services also may be nonresidential—available at a centralized service center or on an individual basis.

- *Housing assistance.* Access to subsidized housing is important for TIP victims. Most do not own their own homes (or cannot safely return to their homes) and the cost of renting is prohibitive, with most wages unable to cover the cost of living independently. Victims often need a place to stay as they establish financial independence. Subsidized housing to all socially vulnerable groups is, in principle, an important means of assisting TIP victims and one that does not single them out as victims of crime. However, in the E&E region, the demand for housing and the breadth of social vulnerability are so great that governments often do not have the resources to provide such housing.

- *Family mediation and counseling services.* For some victims of TIP, a return to the family is infeasible and inadvisable. However, in other cases, with family mediation and counseling, it may be possible to support a victim's return to the family. Where this is safe and the victim desires it, appropriate support must be provided. Professionals should be adequately trained with skills required to conduct family mediation and counseling services for TIP victims. Confidentiality and the privacy of victims must be safeguarded when undertaking family mediation and counseling; many TIP victims prefer to keep details of their trafficking experiences confidential from other family members.

- *Specialized assistance to minors.* Minor victims of TIP (or minors accompanying a family member who is a victim) require assistance by professionals with child-specific skills and training. Within a child protection framework, attention must be paid to different profiles of minor victims, their experiences, and their needs, as well as what variables are most relevant in determining what constitutes the “best interests of the child.”

(Surtees & Somach, 2008)

YOUTH

In most countries in the E&E region, youth are particularly vulnerable to the economic pressures that are considered TIP push factors, including high unemployment rates, low levels of workplace skills, and a lack of career counseling and job placement services for students completing educational programs. Thus, youth may be considered as a whole to be a vulnerable group in need of TIP prevention programs. Special categories of youth have increased vulnerabilities, as noted above in the Vulnerable Groups section, and should be considered when identifying target groups for integrated CTIP activities.

Examples of CTIP integration within typical activities:

- **Youth programs:** Include critical thinking skills on evaluating economic opportunities, including self-employment, standard employment, professional and other types of work, overseas opportunities, and “get rich quick” schemes, with specific examples of real-life trafficking scenarios designed to demystify and provide context for the terminology.
- **Workforce development/job training:** Focus not only on skills-based education, but also on assistance and follow-up monitoring of job placement and actual results of income generating activities for vulnerable youth, which are considered alternatives to migration and a way to reduce vulnerability to TIP.
- **Life skills education:** Develop safe migration curricula/outreach for school-based and non-school-based youth. The Bosnia and Herzegovina Youth Employment and Retention Programme (YERP) trained staff of the Centres of Information, Counselling and Education (CISO Centres) in providing advice to young people on safe migration, in addition to training high school students on foreign job searches, the realities of the visa-free regime, and approaches to avoid becoming VOTs.
- See Education section for other related suggestions.

Examples of CTIP indicators for youth activities:

- Number of youth participating in a USAID project or activity employed in jobs for six months or longer, disaggregated by sex
- Percent of youth provided safe migration education/outreach who report changes in knowledge about migration, disaggregated by sex
- Percent of youth provided safe migration education/outreach who report changes in attitude about migration, disaggregated by sex

GENDER-BASED VIOLENCE

GBV has been recognized as a push factor for trafficking, especially the impact of DV on women and children who may feel the only way out of a situation is to flee. Already vulnerable economically and psychologically (and even physically), DV victims can easily fall prey to traffickers offering an opportunity to leave quickly and anonymously. Specialized physical and mental health services, legal services, educational support, etc. for survivors of GBV are discussed in earlier sections.

Examples of CTIP integration within typical activities:

- **GBV prevention activities:** Provide public education that helps distinguish between various types of GBV (DV, TIP, sexual assault, etc.), discusses interventions to address each, and provides information on how to access available services for victims.
- **GBV victim services:** Consider the advisability of mixing services for various types of victims (e.g., DV, TIP others) (see Box 2 above).

Example of CTIP indicators for GBV activities:

- Percent of surveyed individuals familiar with GBV, who also express knowledge about TIP, interventions, and services for victims, disaggregated by sex and age

CONFLICT/CRISIS/DISASTER ZONES

Conflict/crisis/disaster zones create vulnerabilities that increase the likelihood of TIP. A desperate and traumatized population with limited economic means or opportunities, coupled with the physical vulnerability of family separation, potentially creates opportunities for TIP recruitment and exploitation. Traffickers feed on the instability of the situation which may have several dimensions: trafficking of combatants, laborers, and “wives” by armed groups; TIP during peacekeeping operations; and post-

conflict TIP related to out-migration (USAID, 2006). TIP awareness and education for the affected population and those engaging with the population (e.g., government, NGOs, relief specialists, etc.) is a critical starting place for prevention awareness-raising. However, information alone will not reduce the extreme vulnerabilities of target populations. In the area of CTIP protection, SOPs for identification and shelter for VOTs are needed, as well as other survivor services. Recent experience such as in Kosovo has shown that the presence of peacekeepers can create a trafficking problem where one previously barely existed (Smith & Miller-de-la Cuesta, 2011; Mendelson, 2005). Training, codes of conduct, and sanctions are CTIP interventions that have been used in peacekeeping situations with varying degrees of success.

Examples of CTIP integration within typical activities:

- Public information campaigns: Implement public information campaigns to raise awareness of TIP in conflict/crisis/disaster zones.
- Hotline and migration counseling services: Establish a hotline and/or safe migration counseling services.
- Beneficiary registration and sheltering activities: Establish SOPs or guidelines for identification and sheltering of VOTs.
- Advocacy training: Provide CTIP training for human rights defenders.
- Disaster mitigation and policy development: Work with governments and civil society to ensure consideration of CTIP implications in disaster-reduction and humanitarian-assistance policies.

Examples of CTIP indicators for conflict/crisis/disaster zone activities:

- Number of callers to TIP hotline provided with CTIP information (including referrals)
- Number of VOTs identified using conflict/crisis/disaster zone SOPs
- Number of VOTs referred for services using conflict/crisis/disaster zone SOPs
- Number of VOTs provided shelter in a conflict/crisis/disaster zone
- Percent of (re)integrated VOTs employed (re)inserted in the education system

IV. CONCLUSION

TIP is a complex challenge, but one that can be addressed through a wide range of development programming. At the core of prevention is the recognition that traffickers prey on economically, socially, and physically vulnerable women, men, girls, and boys. At the core of protection is the necessity of functioning government and civil society stakeholders and service providers that can provide quality care and reintegration assistance to victims.

Integrating CTIP into cross-sectoral programming requires careful consideration and planning to ensure that the activities are most likely to yield positive results without leading to unintended negative consequences. Opportunities abound for small CTIP prevention efforts to raise awareness for various target groups in virtually every sector, however a precondition to success is the existence of adequate, technically appropriate, and accessible services to respond to victims and potential victims who seek information or help as a result of those activities. Reducing vulnerabilities goes well beyond awareness raising to addressing underlying issues such as poverty, gender and ethnic discrimination, lack of economic and educational opportunities, corruption, and weak governance and ROL. Within a wide range of sectoral programming also are opportunities to improve the identification and provision of the broad range of services needed for the successful reintegration of trafficking survivors.

USAID's efforts to integrate CTIP cross-sectorally should build on existing development activities and partner with national and local efforts to contribute toward comprehensive, coordinated, and sustainable systems to address this crime.

APPENDIX A: GLOSSARY OF TERMINOLOGY

Assistance: Measures, programs, and services aimed at the recovery of trafficked persons that might include, but are not limited to, appropriate housing; medical, psychological and material assistance; educational, training, and employment opportunities; and legal counseling and assistance. Assistance may be offered by nongovernmental, governmental, or international organizations in countries of destination, transit, and origin, and they may involve one or multiple services.

Country of origin: The country a trafficked person comes from (also referred to as "source country").

Country of transit: The country a trafficked person travels through to reach his/her final destination.

Country of destination: The country that is the ultimate destination of a trafficked person (also referred to as "receiving country").

Family reunification: The act of reuniting the trafficked person with his/her family after a thorough risk assessment has been made. It should be the decision of the assisted person and be considered as a long-term solution for his/her reintegration. Follow-up visits should be made to monitor the process of family reunification and reintegration, also in view of making sure that no risks for re-trafficking are present.

Identified victim of trafficking: A person who has been identified as a victim of trafficking according to a formal or informal identification mechanism (also referred to as "identified trafficked person").

National Referral Mechanism (NRM): A cooperative framework through which state actors fulfill their obligations to protect and promote the human rights of trafficked persons, coordinating their efforts in a strategic partnership with civil society. The basic aims of an NRM are to ensure that the human rights of trafficked persons are respected and to provide an effective way to refer victims of trafficking to services. The structure of an NRM will vary in each country; however, NRMs should be designed to formalize cooperation among government agencies and nongovernmental groups dealing with trafficked persons.

Potential victim of trafficking: An individual identified before being exploited who shows strong signs of being in the trafficking process (also referred to as "potential trafficked person"). This differs from a presumed victim, the definition for which appears below.

Protection: An essential component of any assistance scheme that ensures the trafficked person's physical safety and also safeguards his/her prospects of reintegration in the country of origin, country of destination, or a third country.

Return: To return to one's country and/or community of origin. In the context of anti-trafficking work, return involves not only the physical transportation of the victim but also mechanisms to ensure that the return is voluntary, assisted, safe, and dignified.

Service providers: Organizations and individuals that provide one or more of the support and assistance measures supplied to trafficked persons. These may include social workers, psychologists, shelter staff, medical personnel or legal professionals from NGOs, international organizations, and government organizations.

Trafficker: A person committing or being complicit in or directing another person to commit the trafficking of another human being (or human beings) for any form of exploitation.

Trafficking in persons:

- (a) “‘Trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring 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 or 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 the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to 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, harbouring 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;
- (d) ‘Child’ shall mean any person under eighteen years of age” (UNGA, 2000).

Transnational referral mechanism (TRM): The mechanisms and systems designed for the comprehensive assistance and transnational support and protection of trafficked persons. TRMs link the full process of referral from initial identification, through return and assistance between countries of transit, destination, and origin and involve cooperation between different government institutions and nongovernmental actors. They may involve one or all of the steps in the process.

Victim of trafficking/trafficked person: A person who is subject to the crime of trafficking in human beings.

Witness protection: The range of security measures employed to ensure the safety of a witness involved in legal proceedings. Witness protection may be offered before, during, and/or after the legal proceedings and may include any single measure or combination of measures that is geared toward assuring the safety and security of the witness and his/her family.

(ICMPD 2009)

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APPENDIX C: INTERVIEW QUESTIONS

1. How has CTIP programming been integrated with other issues in your country (e.g., unemployment, weak economy, migration, health problems, healthy lifestyles, social vulnerability, child welfare, gender-based violence, climate change, etc.)?
2. What type/aspects of integrated CTIP programming would you consider most successful?
 - Why were they successful?
 - What kind of results did you get?
 - What factors contributed to that success?
 - How can this success be replicated in other integrated CTIP programs?
3. What type/aspects of integrated CTIP programming would you consider most challenging/difficult?
 - Why were they challenging?
 - How did this affect the results you achieved?
 - What factors contributed to the difficulty?
 - How did you overcome the challenges? If you did not overcome them, how would you suggest mitigating such challenges in the future?
4. Consider differences for CTIP Prevention, Prosecution, and Protection programming.
5. Who has been involved in different aspects of CTIP programming? (To the extent known.)
 - Public sector (national/local government, etc.)? Which ministries, departments, public services?
 - Civil society? Which type of organizations?
 - Private sector? Which type of entities, businesses?
 - Others?
6. As donor-funded CTIP programming changes from CTIP-specific programming concentrated in one area to an approach integrating CTIP in multiple sectors, are there any parameters that you believe are important for such activities to (1) be effective, and (2) “do no harm”?
7. Are there areas where you believe donor-funded integrated CTIP programming should concentrate their efforts?