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USAID ANTI- TRAFFICKING IN PERSONS PROGRAMS IN AFRICA: A REVIEW

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ACRONYMS

ABA	American Bar Association
ATTO	Anti-Trafficking Task Order
COOPI	Cooperazione Internazionale
CRD	Community Resilience and Dialogue (Uganda)
CRS	Catholic Relief Services
DCS	Demobilized Child Soldiers
DDR	Demobilization, Disarmament, and Reintegration
DfID	U.K. Department for International Development
DRC	Democratic Republic of the Congo
ECOWAS	Economic Community of West African States
FITIA	Fight against Trafficking and Abuse
GBV	Gender-Based Violence
GoB	Government of Benin
G/TIP	US Department of State Office to Combat and Monitor Trafficking in Persons
IDP	Internally Displaced Person
IOM	International Organization for Migration
IQC	Indefinite Quantity Contract
LRA	Lord's Resistance Army (Uganda)
MOU	Memorandum of Understanding
MOJ	Ministry of Justice (Mozambique)
MSI	Management Systems International
NAPTIP	National Agency for Prohibition of Traffic in Persons and other Related Matters (Nigeria)
NGO	Non-Governmental Organization
PMC	Population Media Center
SADCC	South African Development Coordination Conference
TIP	Trafficking in Persons
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WA	West Africa
WARP	USAID West Africa Regional Program
WID	Office for Women in Development
WLR	Women's Legal Rights Initiative

Executive Summary

With its high levels of poverty, sexual discrimination, and conflict, Africa has many people who are vulnerable to trafficking and organized crime groups ready to exploit them. Poverty, sexism, and a lack of a security in Africa are “push” factors that have led to an epidemic of trafficking throughout the continent. There are also many “pull” factors: victims are trafficked for commercial sexual and labor exploitation, as child soldiers and for a variety of unusual reasons, including as camel jockeys.

Since 2003, USAID's Africa Bureau has funded programs in twelve countries: Benin, the Democratic Republic of the Congo (DRC), Ethiopia, Guinea, Madagascar, Mali, Mozambique, Nigeria, South Africa, Sudan, Uganda, and West Africa (WARP). In partnership with the Africa Bureau and USAID Missions in Africa, USAID's Office of Women in Development (USAID/EGAT/WID) has funded anti-trafficking programs in Madagascar, Mali, Uganda, and West Africa. This report serves as a desk review of these programs and a synthesis of the lessons learned and best practices which will guide future USAID programming in the region.

The report identified the following best practices:

- *Assessing the situation.* Conducting an assessment of the anti-trafficking situation on the ground is very important prior to any program development.
- *Sustaining impact through local partners.* Behavior change towards child labor and sexual exploitation, for example, is a long term process, and creating shelters for victims of trafficking takes time. The best programs build the capacity of local organizations to sustain the work after the funding has ended.
- *Democratizing the story of trafficking.* Anti-trafficking messages must be relevant to the listeners. Local people telling their personal stories about having been trafficked, or using entertainment as a tool for education, are effective means to increase public awareness.
- *Reaching difficult communities.* Despite the best efforts of prevention and protection programs developed to serve people vulnerable to trafficking and victims of trafficking, there are always communities that are difficult to reach. Programs that focus on protecting the victims of trafficking have a difficult time identifying those they are meant to serve. In particular, many girls in need of care are reluctant to step forward.
- *Providing a holistic package of services.* Projects that hope to reintegrate victims of trafficking back into their home communities must provide a holistic package of services to prevent re-trafficking, including psychosocial counseling, formal education assistance, health assistance, skills training, economic assistance, social activities

- *Engaging government.* Anti-trafficking initiatives will continue to be ineffective if they do not engage with local and national governments.
- *Creating Networks.* Local, national, regional and international trafficking networks are mandatory for effectively combating trafficking.

Through careful examination of the best practices and lessons learned, the report identified several recommendations:

- *Project strategy.* It is recommended that:
 - USAID/Africa provide funding for basic research on the nature and extent of trafficking
 - Anti-trafficking programs be reported within the context of strengthening civil society
 - In the design of anti-trafficking initiatives, local programming be tied to national and regional anti-trafficking policy
 - Reporting requirements for USAID anti-trafficking programs be standardized, and reporting be mandated across programs
- *Legislation:* It is recommended that USAID support legislative reform and ensure transparency in the process of moving anti- trafficking draft legislation into law.
- *Institutional Collaboration:* It is recommended institutional collaboration be core to the design of programs intended to address the prevention of trafficking, the protection and reintegration of victims of trafficking and the prosecution of traffickers.
- *Regional Initiatives:* Trafficking in persons is a cross-border issue and, therefore, it is recommended that USAID support regional initiatives, international meetings, and other forums to share best practices and lessons learned.
- *Sustainability:* It is recommended that appropriate, long term funding mechanisms be developed for anti-trafficking programs.
- *Vulnerable Populations and Gender:* It is recommended that gender analysis be used consistently in the design, implementation and evaluation of anti-trafficking programs.

Introduction

Recognized by Pope Benedict XVI as more devastating than the nineteenth century African slave trade, trafficking in persons has reached astronomical proportions worldwide. The U.S. Department of State estimates that 600,000 to 800,000 women, men, and children are trafficked every year across international borders, 80% of whom are women. The International Labor Organization estimates that there are 12.3 million people in forced labor, bonded labor, forced child labor, and sexual servitude at any given time.¹ Africa is no exception. Racked by poverty, sexual discrimination, and conflict, the continent is rife with people who are vulnerable to trafficking and organized crime groups ready to exploit them.

To address these concerns, the United States Agency for International Development (USAID) and other international donors have funded non-governmental organizations (NGOs) to design and implement programs aimed at eliminating this scourge. Since 2003, USAID's Africa Bureau has funded programs in twelve countries: Benin, the Democratic Republic of the Congo (DRC), Ethiopia, Guinea, Madagascar, Mali, Mozambique, Nigeria, South Africa, Sudan, Uganda, and West Africa (USAID/WA). Simultaneously, USAID's Office of Women in Development (USAID/EGAT/WID) has funded anti-trafficking programs in Madagascar, Mali, Uganda, and West Africa. This report serves as a review of these programs and a synthesis of the lessons learned and best practices which will guide future USAID programming in the region.

Situation of Trafficking in Africa

Poverty, sexism, and a lack of a security in Africa have led to an epidemic of trafficking throughout the continent. The devastation of poverty is a primary push factor for trafficking in persons. Poverty leads people into accepting unsafe situations and persuades parents to sell their children into slavery. However, poverty is not the only cause. Societal discrimination against women leads to their increased vulnerability, as “social and cultural prejudices and the prevalence of gender violence [present] additional challenges to their effective protection from trafficking.”² Women are left economically vulnerable through widowhood, and divorce, separation, or abandonment, and often are forced to migrate in search of wage labor where they must accept substandard employment in order to survive.

Those who migrate across borders, generally, are neither adequately informed about the conditions and risks of working abroad, nor are they informed of methods for safe migration. The lack of birth registration in many African countries leads to unregistered children who then are targeted by trafficking operations. Children “who have no official

¹ U.S. Department of State. 2006. “Trafficking in Persons Report: 2006.” Washington, DC: U.S. Department of State Officer to Monitor and Combat Trafficking in Persons.

² UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF.

recognition... cannot be traced to their country of origin, and thus can not easily be returned to their communities and rehabilitated.”³ Conflicts and disasters are also striking push factors for trafficking. Such environments create insecurity and instability leading to mass migrations. Organized crime takes advantage of the lack of rule of law in these situations and of populations that are unusually vulnerable.

TYPES OF TRAFFICKING

There are also many “pull” factors influencing trafficking. Victims are trafficked for commercial sexual and labor exploitation, as child soldiers and for a variety of unusual reasons, including as camel jockeys.

Trafficking for Commercial Sexual Exploitation

The demand for sexual exploitation is very high in Africa, and has been exacerbated by a demand from foreigners - vacationers in holiday resorts in Malawi, Kenya, Tanzania, and Uganda and peacekeepers in the DRC.⁴ Victims trafficked for commercial sexual exploitation are frequently placed in brothels or forced into marriages with clients. Young girls are trafficked as brides and sent to join migrant workers in countries far from their homes. The rate of trafficked brides has increased recently because of the “growing demand by older men for young, virgin brides in times of the high risk of HIV/AIDS infection.”⁵

Trafficking for commercial sexual exploitation has severe consequences for its victims, and most victims never fully recover. They suffer from:

- The health consequences of physical and sexual assault and abuse, including unwanted pregnancies, forced and unsafe abortions, HIV/AIDS, and other sexually transmitted diseases.
- Extreme psychological trauma that often has a lifelong impact on their mental and emotional health.
- Stigma and ostracism in their social environments and the economic consequences that often result from this trauma.

³ UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF.

⁴ The phenomenon of increased demand for persons engaged in prostitution by foreign visitors, both tourists and government workers, has been widely documented. For one example of this, see UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF. For documentation of the trafficking scandal involving UN peacekeepers in the DRC, see the prepared remarks of Kim Holmes, Assistant Secretary of State Bureau of International Organization Affairs, Department of State, Before the Subcommittee on Africa, Global Human Rights and International Organizations, of the International Relations Committee, U.S. House of Representatives, on March 1, 2005. For more information on sex tourism, see Anti-Slavery International and ANPPCAN. 2005. “Report of the Eastern and Horn of Africa Conference on Human Trafficking and Forced Labour.” Nairobi, Kenya: Anti-Slavery International and ANPPCAN.

⁵ UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF.

Such consequences result in victims being at an extremely high risk of being re-trafficked.⁶

Trafficking for forced labor

Forced labor, debt bondage, involuntary servitude, and forced child labor all constitute forms of labor exploitation. The practice of keeping domestic workers has led, in some situations, to trafficked children trafficked serving as domestic slave labor. In other labor sectors, such as agriculture and mining, children are “perceived as a cheap and always available labor source,” and are frequently trafficked into unsafe situations.⁷ Debt bondage - the use of a bond, or debt, to keep a person in subjugation- is classified as trafficking. According to the U.S. State Department, “many workers around the world fall victim to debt bondage when they assume an initial debt as part of the terms of employment, or inherent debt in more traditional systems of bonded labor.”⁸

Poverty is a leading cause of trafficking, especially of children, for forced labor. “Poor families, unable to support their children, may be induced to sell them or hire them out; girls and young women tend to be the first to be given away for [commercial sexual exploitation or labor exploitation] and, thus, are very likely to be trafficked for this purpose.”⁹

Child soldiers and women associated with fighting forces

Rebel forces and, in some cases, government armies, have abducted, manipulated, and forcibly recruited children and other vulnerable populations as soldiers, though not necessarily as combatants. Although some women voluntarily enlist in fighting forces, they often are abducted or involuntarily conscripted through force, fraud, or coercion. They then are trapped as domestic workers, sexual slaves, prostitutes and as forced marriage partners. Some children enlist due to poverty and the lack of employment or educational opportunities. There may be violence and sexual exploitation in the home or the children are driven to escape tribal, ethnic and religious discrimination. Abuses perpetrated against family and community and invasion and occupation drive children to become child soldiers. They may also want escape from forced marriage or domestic servitude. Despite this voluntary enlistment of some children, many are conscripted by force, fraud, or coercion. Regardless of the means by which they entered the armed forces, according to the definition of trafficking in the United Nations Protocol to Prevent,

⁶ A Global Alliance Against Forced Labor. 2005. *Global Report under the Follow-up to the ILO Declaration on Global Principles and Rights at Work*.

⁷ UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF.

⁸ U.S. Department of State. 2005. “The Fact about Human Trafficking for Forced Labor.” Washington, DC: U.S. Department of State Office to Monitor and Combat Trafficking in Persons.

⁹ UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF.

Suppress, and Punish Trafficking-in-Persons, all combatants under the age of 18 are considered trafficked persons.¹⁰

Groups using child soldiers include government-backed paramilitary groups, militias, self-defense units operating with government support, armed groups opposed to governments, groups fighting for self-rule, and factional groups fighting governments. These children may be subjected to murder, torture, imprisonment, rape, or forced marriages, and may be forced to commit violence against others. Tens of thousands of children under the age of 18 serve as combatants, informants, spies, collaborators, messengers, couriers, decoys, guards, scouts, porters, mine layers and sweepers, domestic workers, sexual slaves, prostitutes, and forced marriage partners.¹¹

Camel jockeys and other unusual situations

Throughout East Africa, but particularly in Sudan, children as young as two years old are captured and trafficked to the Persian Gulf states to serve as jockeys in the camel racing industry. Child jockeys are abused both physically and sexually, and “most are physically and mentally stunted, as they are deliberately starved to prevent weight gain.”¹²

There are anecdotal reports of children trafficked for the use of their organs or body parts in religious and cultural rituals and medical transplants; however, there has been little substantive research done in this area, and reports are largely unconfirmed.¹³

COUNTRIES OF ORIGIN, TRANSIT, AND DESTINATION

There are difficulties associated with identifying victims of trafficking and tracing their nationalities and the trafficking routes. However, countries of origin, transit, and destination have been identified throughout the continent.

- West, Central, Southern, and East African countries are primarily countries of origin.¹⁴
- West African countries, Egypt, and South Africa are the primary countries of destination in Africa, with South Africa as the “leader.”¹⁵ Many victims are also transported to Europe, the Middle East, and the United States.
- Transit countries exist across Africa. South Africa is a well-known transit country where victims are transported from Asia to destinations in Africa and Europe.

¹⁰ U.S. Department of State. 2005. “The Fact about Child Soldiers.” Washington, DC: U.S. Department of State Office to Monitor and Combat Trafficking in Persons.

¹¹ Coalition to Stop the Use of Child Soldiers. 2004. *Child Soldiers Global Report 2004*.

¹² U.S. Department of State. 2005. “The Fact about Children Trafficked for Use as Camel Jockeys.” Washington, DC: U.S. Department of State Office to Monitor and Combat Trafficking in Persons.

¹³ UNICEF Innocenti Research Centre. 2003. *Trafficking in Human Beings, Especially Women and Children, in Africa*. Florence, Italy: UNICEF.

¹⁴ Ibid.

¹⁵ Ibid.

Although little research exists on North Africa, it is assumed that the North African states are transit countries for victims moving from Africa to Europe.¹⁶

- Trafficking flows across the continent are fairly predictable. In Eastern and Southern Africa, the majority of trafficking is to South Africa. In West and Central Africa, the flow of trafficking victims is generally cyclical—all states serve as origin, transit, and destination states—though several countries are recognized as major countries of destination (namely, Cote d'Ivoire, Gabon, and Nigeria).
- Countries of origin show patterns of trafficking to multiple destinations. For example, women and children in Benin are trafficked to all neighboring states, as well as Gabon.¹⁷

Internal trafficking within a country's border is very difficult to document, but it is a recognized problem throughout Africa. However, because of the lack of willingness to admit the problem of demand, few governments have implemented programs to address internal trafficking.¹⁸

Overall, methods of trafficking are varied, and depend extensively on the availability of public transportation and communication systems, as well as on the presence of border control. High levels of corruption can facilitate trafficking and increase the presence of organized crime groups.¹⁹

THE U.S. STATE DEPARTMENT ANNUAL REPORT

The U.S. State Department annually completes a trafficking in persons report, with each country ranked according to a three-tier system. Tier 1 consists of countries whose governments fully comply with the United States Trafficking Victims Protection Act's minimum standards for combating trafficking. Tier 2 consists of countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards. Tier 3 consists of countries whose governments do not fully comply with the minimum standards and are not making efforts to do so.

In 2003, the U.S. State Department developed the Tier 2 Special Watch List, consisting of countries meeting Tier 2 standards, along with three additional factors:

- a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; or
- b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or

¹⁶ Ibid.

¹⁷ Ibid.

¹⁸ Ibid.

¹⁹ Ibid.

c) The original determination that a country is making significant efforts to bring themselves into compliance with minimum standards—which placed them on Tier 2 in the prior year—was based on commitments by the country to take additional future steps over the next year, which they did not take.

The U.S. State Department determines these rankings through research conducted by the Office to Combat and Monitor Trafficking in Persons (G/TIP) and through information submitted by embassies, government officials, NGOs and international organizations. Information is also submitted to the “report email”, a service established so NGOs and individuals can share information on progress in addressing trafficking.

Governments of countries in Tier 3 may be subject to certain sanctions by the U.S. Government, such as the withholding of non-humanitarian, non-trade-related assistance. These governments may also face U.S. opposition to assistance from international financial institutions and other international organizations.

Most countries in Africa are recognized by the U.S. State Department as falling into Tier 2 for trafficking in persons, but there is representation across the tiers:

TIER 1	
Malawi	Morocco

TIER 2			
Angola	Cote d’Ivoire	Madagascar	Senegal
Benin	Ethiopia	Mali	Sierra Leone
Burkina Faso	Gabon	Mozambique	Tanzania
Burundi	The Gambia	Niger	Tunisia
Cameroon	Ghana	Nigeria	Uganda
Chad	Guinea	Rwanda	Zambia
Congo (DRC)	Guinea-Bissau		

TIER 2 WATCH LIST			
Algeria	Egypt	Libya	South Africa
Central African Republic	Equatorial Guinea	Mauritania	Togo
Djibouti	Kenya		

TIER 3	
Sudan	Zimbabwe

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²⁰ U.S. Department of State. 2006. “Trafficking in Persons Report: 2006.” Washington, DC: U.S. Department of State Officer to Monitor and Combat Trafficking in Persons.

USAID/AFRICA BUREAU TRAFFICKING IN PERSONS FUND

The Trafficking in Persons (TIP) Fund was designed by USAID's Africa Bureau to create the political will and to strengthen the legal and institutional capacity needed to eliminate trafficking. Started in 2003, USAID TIP Fund activities have included programs aimed at the *prevention* of trafficking, the *protection* of trafficked victims, and the *prosecution* of traffickers, the three "Ps." Specific activities have raised public awareness of the dangers of trafficking, especially for children and young women; provided psychosocial support, medical assistance, skills training, and improved job opportunities for trafficking victims, especially child soldiers and women affiliated with the fighting forces; and increased protection for trafficking victims while strengthening legislative measures against those convicted of trafficking.

The TIP Fund is managed in Washington, D.C., though funding is dispersed through the various USAID missions in Africa. Funding allocations for anti-trafficking programs have decreased from \$2.5 million for FY 2003 to \$1.966 million for FY 2006. During these years funding was allocated to Benin, the DRC, Ethiopia, Guinea, Madagascar, Mali, Mozambique, Nigeria, South Africa, Sudan, and Uganda. In addition, the East Africa and West Africa regional missions have received funding.

USAID has also provided funding for anti-trafficking initiatives through the Office of Women in Development (EGAT/WID), for programs in Madagascar, Mali, Uganda, and West Africa. With the exception of the Madagascar program, which EGAT/WID co-funded with the Africa Bureau TIP Fund, these programs were conducted prior to 2003, and as such the assessment team was unable to find knowledgeable persons to comment on these programs.

A Synthesis of Findings

METHODOLOGY

The USAID-funded Anti-Trafficking Task Order (ATTO) conducted this desk review of the anti-trafficking projects in Africa funded by the TIP Fund and by USAID/EGAT WID. The review was to identify best practices and lessons learned to guide future USAID programming. ATTO staff conducted a review of project documents and collected additional written data and information from the relevant USAID missions where needed. The staff also developed a series of indicators (Annex C) that can be used to discuss the success or lack of success of the anti-trafficking activities. The staff then conducted phone interviews with most USAID missions hosting the TIP projects and some implementing partners and wrote the country profiles, found in this document. Out of these country profiles emerged the seven general best practices and six recommendations that follow.

Given the difficulties in measurement and the differences among the projects, evaluation data could not be compared. However, from the reading of project documents and the interviews with the USAID missions involved, it was clear that public awareness activities had greater success meeting intended goals than did reintegration and protection activities. The Uganda anti-trafficking staff, for example, consistently outperformed their targets in the number of persons reached by public awareness and education media campaigns about the risks of trafficking, but underperformed on the number of victims reintegrated into their home communities. In general, few projects report on monitoring and evaluation data, an obvious gap.

BEST PRACTICES

1. Assessing the situation

Conducting an assessment of the anti-trafficking situation on the ground is very important prior to any program development. In Nigeria, the ATTO conducted an assessment on behalf of USAID/Nigeria which set the stage for the Mission's anti-trafficking project. Similarly, in its initial months, the project in Madagascar conducted a baseline assessment to determine the status and scope of trafficking in persons. This assessment will allow the project to develop awareness activities and social services that are targeted to vulnerable regions and the specific needs in Madagascar.

Benin took a similar approach, conducting a baseline study to develop indicators on child protection. The project is now using these indicators in the development of a database so that the government and the international community can monitor child protection in Benin. The database will also help identify underprivileged children who need special protective measures.

In Mali, an assessment of the local environment was important to accurately depict the local culture in a radio drama on trafficking. The project conducted research to understand the lives of the radio listeners and to accurately portray the drama and its characters within the cultural context of Ivory Coast, Mali, and Burkina Faso. Additionally, throughout the drama, the project conducted evaluations of its effectiveness using assessments of listener feedback.

2. Sustaining impact through local partners

One of the drawbacks of anti-trafficking programs and projects is their short time frame. Behavior change towards child labor and sexual exploitation, for example, is a long term process and creating shelters for victims of trafficking takes time. *Therefore, the best programs are those that build the capacity of local organizations to sustain the work after the funding has ended.* In the DRC, the anti-trafficking project has trained its local partners on all aspects of the program to ensure sustainability. In particular, the project created a reintegration center, which is now run by local partners and will continue after the project ends.

In Sudan, the anti-trafficking project developed and funded children's groups run by children in communities vulnerable to trafficking. The project staff selected adults who were "children's advocates" from various locations and ethnic groups to identify, observe, and listen to existing, informal children's groups in their communities. The advocates were trained on "facilitating children's participation," then worked with the groups to develop cultural activities, including plays and musical demonstrations, and to determine the children's needs for assistance. These groups also assisted Save the Children, the implementing partner on the activity, to gather information on the status and needs of child soldiers in communities, to further develop their programming in reintegration.

Local partners can sustain activities that are developed to prevent trafficking in persons. In Mali, the project conducted training for peer educators, *animateurs* and leaders of women's associations in listening techniques and group dynamics. These people then facilitated listening groups within their communities to gather feedback on the impact of a radio serial drama that featured anti-trafficking messages. These trained personnel could continue the work of peer education after the radio drama ended.

In Benin, the child trafficking project worked with communities to develop local action plans to fight child trafficking, including training on follow-up and evaluation. One activity was the development of a very successful community referral mechanism, to refer victims of trafficking to local service providers. According to the project's 2006 Annual Report, "local committees are becoming more effective in disseminating information on cases identified at the village and communal level and referring them to the relevant authorities."

In prosecution projects, local capacity building is essential to sustainability. In Mozambique, a coalition was built of stakeholders with an interest in the passage of anti-trafficking legislation - the Forum for Civic Education, Fundação para o Desenvolvimento da Comunidade, Muleide, Rede Came; Women and Law in Southern Africa in Mozambique, the International Office of Migration, USAID/Mozambique, U.S. Embassy staff, Norwegian Embassy, the U.K. Department for International Development (DFID), and the Mozambican Ministry of Justice, the Ministry of Women and Social Action, the Ministry of Labor, The Ministry of Education. This coalition sustained the momentum as the draft legislation moved forward to consideration by the Parliament..

Sustainability can also be encouraged through the use of local resources to achieve project goals. In Mozambique, hiring a local project coordinator who knew the country and language, knew the stakeholders, knew trafficking and knew the workings of government was essential to the success of the project. It was she who established the working committee to draft the proposed anti-trafficking legislation and shepherded the bill, in cooperation with local stakeholders, through the various stages of the project.

The Sudan project used local “outreach workers” with knowledge of the local culture and language, to conduct follow up visits and assessments of reintegrated women and children. Because of the difficulty of finding local women with sufficient English skills, the project sponsored 40 women to participate in a six month residential English literacy training. With English skills, these women could liaise with the project headquarters more effectively, allowing best practices and project results to be shared fully and efficiently. In addition, this English language training developed marketable skills for women leaders in the community.

3. Democratizing the story of trafficking

Anti-trafficking messages must be relevant to the listeners. Local people telling their personal stories about having been trafficked, or using entertainment as a tool for education, are effective means to increase public awareness. In all cases the message and its medium require adaptation to the particular culture and situation. In West Africa, radio dramas were effective because they related to the reality of the listeners and were broadcast in the local languages. The success of the program in Sierra Leone, for example, emerged out of the responsiveness of local peoples to the radio dramas which helped lead to the creation of a national network on anti-trafficking. Anti-trafficking became a part of the national agenda and led to a bill in parliament. This bottom-up approach creates national policy that reflects the will of the people and creates anti-trafficking projects in tune with local communities.

Entertainment and personal stories are an effective way of “democratizing” the anti-trafficking message. In Mali, the project found that linking entertainment with education through radio drama is a powerful means to change behavior. After hearing the radio drama, some 70% of the listeners mentioned they were more reflective about trafficking and about sending their children away to work.

In Ethiopia, the project created Alem’s photo diary, the first of its kind in Ethiopia, as an educational tool to raise awareness among women and girls about the potentially dangerous consequences of irregular migration for work abroad. Alem is one of many Ethiopian women who have fallen prey to the false promises of illegal brokers. Having traveled to the Middle East for work using illegal channels, she ends abused, exploited and held against her will. ‘Alem’s Story’ put a face on an experience common in Ethiopia today. Alem’s photo diary has been a powerful tool in informing the public and especially young people about the potential dangers of illegal channels of migration.

4. Reaching difficult communities

Despite the best efforts of prevention and protection programs developed to serve people vulnerable to trafficking and victims of trafficking, there are always communities that are difficult to reach. In prevention programs, vulnerable communities can be reached through radio or television, or through government-sponsored messages, leaflets and posters. In West Africa and Mali, radio dramas were used to address

communities that were beyond the reach of traditional trainings and individual efforts. These prevention activities were very successful. In Sierra Leone, some 90% of the women, after hearing the radio drama and participating in the discussions, were no longer willing to send their children away. They also wanted their girls to go to school. The police and army have had their awareness raised about child trafficking and now stop trucks with children to question the intention of the driver.

Programs that focus on protecting the victims of trafficking have a difficult time identifying those they are meant to serve. In particular, many girls in need of care are reluctant to step forward, either because they are ashamed or because their communities refuse to accept them after their trafficking experience. In the DRC, the project supported girls through cultural and social activities, musical presentations, dramas and economic assistance. Because these activities were not specifically focused on reintegration they drew in those girls who were previously reluctant to participate. The project also conducted door-to-door, mass communication initiatives to reach girls.

The DRC project staff worked with community leaders so that girls were not as reluctant to come to the COOPI Center, a local organization supported by an Italian NGO. The Center's work with communities to reduce the stigma and shame felt by these girls has helped in increasing the number of girls who self-identify as victims of trafficking. In addition, the project "increased integration activities," such as cultural activities and dialogues with parents to encourage them to send their girls to school. To bring more girls into the training workshops, the project changed the curriculum to be more tailored to the needs of the local economy and local cultural norms, and encouraged girls to attend by lessening the economic burden of the schooling and by promoting the advantages of education to the communities.

5. Providing a holistic package of services

Projects that hope to reintegrate victims of trafficking back into their home communities must provide a holistic package of services to prevent re-trafficking. This package should include psychosocial counseling and support, formal education assistance, health assistance, skills training, economic assistance, and social activities. In the DRC, the anti-trafficking project provided a fully "rounded-out package of services." The benefits to this holistic approach are many: Victims need only to go to one center for all necessary services. All victims are offered a variety of services, such as psychosocial rehabilitation, economic assistance, medical care, and education. Such assistance assures victims are not left vulnerable to re-trafficking or future gender-based violence or abductions. Hard-to-reach victims are attracted initially by some services such as social activities and then may stay for other services (formal education and skills building trainings, psychosocial care and support, HIV/AIDS and other medical assistance, etc).

Economic assistance is particularly important to the reintegration of victims. In the DRC, many reintegrated girls, upon returning to their families, found themselves in the same economically vulnerable situation that led to their initial abduction. The project conducted training workshops on trades (vocational training in agriculture, animal breeding, weaving, hairstyling, baking) and activities to support economic reintegration, such as giving children livestock. Since many returned girls became too dependent on their families, the project “reinforced the initiatives aimed at showing the girls they are responsible for their own lives.” In Nigeria as well, the program provided vocational skills training in order to provide alternative livelihoods and empower people to resist re-trafficking because of economic vulnerability.

Social activities must be a component of any successful holistic rehabilitation and reintegration service. In northern Uganda, one of the project’s greatest successes has been its ability to provide a “transition environment” for formerly abducted children and ex-combatants, and a shelter for children and adults avoiding abduction by the Lord’s Resistance Army. The project developed community recreational activities, including musical and dramatic productions, sports activities, and social groups to facilitate reintegration. The centers also “assist with reintegration by working with teachers and community and traditional leaders to build awareness of the challenges facing former abductees, and follow-up with the victim on the reintegration process.” The length of stay in the reintegration centers for the children is decided by the child’s physical, social, and emotional well-being.

6. Engaging government

All anti-trafficking initiatives will continue to be ineffective if they do not engage with local and national governments. In Nigeria, the anti-trafficking in persons project found that close, productive collaboration with both police and immigration officials and a working relationship that is open to information sharing is essential to a successful anti-trafficking program, particularly when dealing with the protection of victims.

Anti-trafficking interventions can also be designed to train and raise awareness among government officials. In Ethiopia, The International Organization on Migration (IOM) conducted a series of trainings for various governmental and non-governmental partners to raise awareness and give them organizational skills to fight trafficking. The training for judges (presidents of Regional Supreme Courts), police (Police Commissioners) and prosecutors (heads of Regional Justice Bureaus) provided an opportunity for the participants to identify gaps in the laws and practices and work towards effective prosecution of the crime.

Interventions can also be designed to help governments develop their own anti-trafficking strategy. In Benin, the project staff led two workshops to strengthen the field supervisory capacity of the Ministry of Family, Woman and Child to plan and monitor the work of their trafficking units. The first workshop, a three-day training program on project planning, design and implementation, trained 35 staff members from the central and

decentralized level of the Ministry, as well as 6 regional directors. As a follow-up at the community level, the program ran a second two-day workshop to train the local government staff in implementing and monitoring activities at the district and community level. As a result of these workshops, the Ministry staff has a better knowledge of the anti-trafficking protection program and is able to plan, design and implement activities to fight trafficking.

In Ethiopia, IOM has engaged the government to combat trafficking in a coordinated manner through the establishment of a National Taskforce to Combat Trafficking in Persons. This Taskforce is chaired by the Ministry of Justice with various governmental bodies (the Ministries of Foreign Affairs; Labor and Social Affairs; Information; Women's Affairs; the Main Department for Immigration and Citizenship Affairs; the Federal and Addis Ababa Police) and IOM as its members. The Taskforce has drafted an annual action plan and IOM is providing technical assistance to them through research and training. The government has also recently revised the criminal law of Ethiopia which criminalizes trafficking in persons with sentences from five years to life imprisonment.

7. Creating Networks

Local, national, regional and international networks are mandatory for effectively combating trafficking. Networks can serve a variety of purposes. They can be national referral mechanisms, in which victim assistance organizations are linked with each other and with police and border officials. They can be regional and link innovative anti-trafficking initiatives, donors, regional NGOs and governments. In Ethiopia the IOM and the Good Samaritan Association set up a shelter for assisting victims of trafficking to provide shelter, food, medical services, skills training and small business set up. A referral network for specialized services - legal representation, access to credit facilities, health services - has also been established with IOM, the police, the Ethiopian Women Lawyers Association, Youth Associations, institutions working in health and HIV/AIDS, legal employment agencies, Forum for Street Children and others. This networking with victim's assistance, information dissemination and exchange strengthens anti-trafficking initiatives and ensures sustainability.

Project-to-project networking is also important. In Sudan, project workers met regularly with other projects working on reintegrating women and children throughout Sudan. They discussed how best to deal with temporary care for abducted women and children who had been rescued from their abductors and were waiting for their families to be traced. They improved the communication systems among their various organizations and shared how best to document spontaneous returns (those who returned of their own accord and were not assisted by the program or other donors). They explored other reintegration and return program models. These meetings allowed the programs to share challenges and successes, and assist each other in reintegrating victims across regions. Similarly, in Mali, synergy with other projects focusing on USAID-identified critical issues such as HIV/AIDS and health allowed all the programs to take advantage of each others resources and dissemination mechanisms. In Uganda, the project

instituted “coordination meetings” in the internally displaced persons (IDP) camps, to increase involvement of IDP communities in project development.

Local networking with links to the international networks on trafficking is valuable. In West Africa, networking led to collaboration among international donors and organizations and local groups to ensure broad dissemination of the anti-trafficking message. When drafting the human rights legislation in Mozambique, the project staff consulted with members of Georgetown University’s International Women’s Human Rights Clinic which had guided similar legislative processes in Ghana, Uganda, Nigeria and Tanzania to determine the extent to which experiences gained there could be applied to the Mozambican context.

RECOMMENDATIONS

1. Project Strategy

(a) Research

It is recommended that USAID/Africa provide funding for basic research on the nature and extent of trafficking.

Many of countries in Africa feel the pressure to respond to the U. S. State Department 2006 Annual Report on Trafficking in Persons. If they are placed in Tier 2 or 3 by the U.S. State Department their funding from the United States Government can be limited. However, for many of the countries trafficking in persons is not a priority because the nature and extent of the problem is unknown.

In some countries, despite a generalized awareness of trafficking, there is a “lack of corresponding knowledge and capacity to facilitate the taking of appropriate action.” In other countries, government officials either blatantly deny the existence of trafficking or encourage practices similar to slavery.²¹

The Government of South Africa, a Tier 2 Watch List country, does not give priority to trafficking because so little is known about it. Anecdotally it is known that women from Southeast Asia and the former Soviet Union are in the South African sex trade, but it is not known how they got there. There are southern African women trafficked to South Africa for the same purpose. There is child labor, from children trafficked within the region but it is unknown to what extent it is trafficking. If governments are to give importance to trafficking then basic research is needed to delineate the issue.

²¹ Anti-Slavery International and ANPPCAN. 2005. “Report of the Eastern and Horn of Africa Conference on Human Trafficking and Forced Labour.” Nairobi, Kenya: Anti-Slavery International and ANPPCAN

(b) Results Framework

It is recommended that anti-trafficking programs be reported within the context of strengthening civil society

Anti-trafficking programs and projects are often not mentioned at all or are mentioned only briefly in USAID mission annual reports in Africa. However, many missions have excellent country democracy and governance assessments and gender assessments that lend themselves to highlighting anti - trafficking initiatives.

One recommendation, for example, of the USAID 2006 report, “Democracy and Governance Assessment of Nigeria,” is for USAID/Nigeria to strengthen civil society through the voice, advocacy and participation of citizens. The ABA-Africa Nigeria Anti-Trafficking project program is one vehicle USAID is using to strengthen civil society and should be reported as such.

(c) Local Programs

It is recommended that in the design of anti-trafficking initiatives local programming be tied to national and regional anti-trafficking policy

Successful anti-trafficking programs and projects depend on public awareness. If public awareness is to increase, anti-trafficking messages must reflect the culture and be delivered in the local language. Simultaneously, the message must be a part of a strategy that involves all levels so that the messages cycle up to the national agenda and to legislative and policy reform.

In West Africa, this strategy was used successfully: First, the presentation of the message was in the form of a drama in the local language and the medium was radio, which is easily accessible. Second, there was a cycle of communication that involved people at all levels: the radio broadcast of the drama was followed by discussion groups made up of the local listeners. In Sierra Leone, the discussion of the issues moved from these local groups to a national network that influenced the national agenda, and resulted in anti-trafficking legislation.

This two-fold strategy—local programming influencing national policy—should be replicated throughout Africa in the design of anti-trafficking initiatives.

(d) Enhanced Reporting

It is recommended that all reporting requirements for USAID anti-trafficking programs be standardized, and reporting be mandated across programs

Anti-trafficking as a development initiative is a relatively new field, and interventions are mostly in the experimental phase. However, because of a lack of sharing of best practices and lessons learned, mistakes and ineffective programming are frequently repeated. In compiling documents for this desk evaluation, very few programs had completed progress reports, and few were living up to the reporting requirements in their grant agreements. If reports are submitted in a timely fashion, and document best practices, challenges, lessons learned, and recommendations, programs will learn from others' successes and mistakes.

The DRC project's quarterly and monthly progress reports provide a model. The reports include a description of the current political and social situation in the DRC; a report on results of activities, including numbers disaggregated by sex, general observations, and difficulties encountered and proposed solutions; and an overall analysis of success and needs of the project to date.

2. Legislation

It is recommended that USAID support legislative reform and ensure transparency in the process of moving anti- trafficking draft legislation into law.

In Africa, the U.S. State Department's Annual Trafficking in Persons Report is concerned with government compliance with the State Department's minimum standards on combating trafficking. It is by these standards that a country is evaluated. Each government must show "significant efforts" to comply with the standards. These standards for compliance most frequently include legislative enforcement, judicial understanding of trafficking and improved investigative capacity of police to enable a greater number of successful prosecutions. Therefore, without workable legislation and legal framework anti-trafficking projects are simply palliatives.

In Mozambique, USAID/Mozambique supported the drafting of an anti-trafficking law. A drafting committee was established of lawmakers, lawyers and other interested people from the NGO community. The Ministry of Justice took the lead, as passage of such legislation has been part of the Government of Mozambique's action plan for several years. Such participation by stakeholders encourages ownership and transparency as the draft law moves towards ratification and helps to assure that the law is not weakened by uninformed or misguided amendments, nor that decisions are taken without notice to interested people.

3. Institutional Collaboration

It is recommended institutional collaboration be core to the design of programs intended to address the prevention of trafficking, the protection and reintegration of victims of trafficking and the prosecution of traffickers.

Institutional collaboration and coordination to develop strong partnerships with concerned governmental bodies both nationally and regionally is essential to the successful implementation of anti-trafficking programs. Government commitment is necessary to support such programs whether for creating public awareness, the prosecution of traffickers or assistance to victims of trafficking.

Equally important to both the implementation and the sustainability of anti-trafficking programs are strong partnerships with non-governmental organizations, especially to provide assistance to victims of trafficking, raise awareness and build capacity of trafficking. Such collaboration among donors and organizations and local groups ensures broad dissemination of the anti-trafficking message.

Trafficking in Persons is a major problem for all 19 countries that USAID works with in West Africa. The USAID West Africa (USAID/WA) serves the nations of Benin, Burkina Faso, Cameroon, Cape Verde, Chad, Cote D'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Sao Tome & Principe, Senegal, Sierra Leone, and Togo and has collaborated with ECOWAS (Economic Community of West African States) at the policy level and with anti-trafficking programs.

In Sierra Leone, an ECOWAS member, USAID collaborated with non-governmental organizations - the International Rescue Committee; The Center for Victims of Torture; and Search for Common Ground - on the production of anti- trafficking messages. They worked with a local video organization, Talking Drums, and UNICEF. The International Rescue Committee is a leading member of the Sierra Leone National Taskforce on Trafficking which guided the passage of an anti-trafficking in persons bill in 2005. Because of the involvement of UNICEF there was a focus on girls, the issue of early marriages for girls, and girls' education. It is clear such collaboration enhances the possibility of sustainability and the wide dissemination of the message.

4. Regional Initiatives

Trafficking in persons is a cross-border issue and, therefore, it is recommended that USAID support regional initiatives and international forums to share best practices and lessons learned.

Trafficking is a local, national, regional and international issue. Trafficking crosses borders. For example, the rebel organization Lord's Resistance Army (LRA) abducts children and adults in northern Uganda and southern Sudan to serve as cooks, porters,

agricultural workers, and combatants. Some abducted children and adults remain within Uganda, while others are taken to southern Sudan or eastern DRC. In Nigeria, trafficking of victims occurs from Nigeria to as far north as Germany, Austria, and the Netherlands

In West Africa, The Peace and Security process is a regional issue and anti-trafficking is a part of this process. The USAID West Africa (USAID/WA) is a proper forum for trafficking programs and messages working with bilateral missions. A regional exchange of information (Niger, Mali, Guinea, Liberia, Ghana, Sierra Leone, Burkina Faso, Ivory Coast), for example, is an activity recommended to share best practices and lessons learned in disseminating anti-trafficking messages, in general, and disseminating them through radio drama, in particular. This would draw as participants the listeners (men, women, youth), the producers and other interested stakeholders.

Given the structure of USAID in Africa regional initiatives are particularly appropriate through regional offices such as USAID/WA. Also USAID works closely with regional government coalitions such as SADCC and ECOWAS.

5. Sustainability

It is recommended that appropriate, long term funding mechanisms be developed for anti-trafficking programs.

Given the complexity of trafficking, effective anti-trafficking programs must be holistic, utilizing an inter-disciplinary approach that brings in policy-makers, law enforcement, social services and the media. Funding is needed for the long term in order to develop this integrated approach with government agencies and civil society organizations.

With anti-trafficking programming, much of the initial costs for research, training, equipment and production for media messages are borne within the first year. Subsequent years are more cost-effective. Annual, competitive funding mechanisms are not appropriate; neither is funding from sources that may limit or cut funds unexpectedly.

A limitation of funds altered USAID/Nigeria's internal communication system that would have allowed for sharing of information among the central headquarters of the police and The National Agency for the Prohibition in Persons (NAPTIP) and their regional offices. Such a database on the movement of people throughout the country would have enhanced prosecution of traffickers and have a long lasting impact on combating trafficking in Nigeria.

In West Africa, the impact of the radio serial drama, "Cesiri Tono," on anti-trafficking was profound. The listeners were asked the question, "did the drama lead you to reflect on your own behavior with regard to trafficking?" In Côte d'Ivoire, more than 90 percent responded yes. In Mali, over 70 percent of respondents answered in the affirmative. The

evaluators note that the drama “did not leave listeners feeling indifferent.” Given the urgency of the problems that *Césiri Tono* addressed and the popularity and success of the programming (listeners continue to ask when the next episodes will come out), it is not effective to run a project such as this short term.

6. Vulnerable Populations and Gender

It is recommended that gender analysis be used consistently in the design, implementation and evaluation of anti-trafficking programs

The United Nations Trafficking in Persons Protocol, as presently worded, applies to all "persons", but generally refers to "...persons, especially women and children..." The rationale is that since the major abuses of trafficking involve women and children, who are most in need of protection given their vulnerable position in most societies, the Protocol should give additional weight to their needs.

Because of the historical and cultural acceptance of male authority in African countries, many men expect women to submit on some level to them both in everyday life and in sexual relations. This is one reason women and children are subject to being trafficked for sexual exploitation. The objectification of women is often found in the use of pornography and the use of women's bodies to sell products in advertisements. These social and cultural factors increase inequality and discrimination making women and children vulnerable to becoming victims of trafficking.

In anti-trafficking programming children are mentioned within the context of forced labor, unsafe labor, and as child soldiers. In the DRC there was a need to develop programming that looked both at children working in the mines and children ex-combatants of the civil war. Many girls who were abducted to serve with the Lord's Resistance Army in northern Uganda gave birth during the time when they were abducted. There was a need to see that these babies were registered and given citizenship. Many reintegrated girls, upon returning to their families, find themselves in the same economically vulnerable situation that led to their initial abduction. Reintegration programs need to address the fear and shame felt by these girls and women when they return home— emotions that often make them vulnerable to prostitution and other forms of sexual exploitation.

Women are primarily mentioned in trafficking programming within the context of domestic servitude and commercial sexual exploitation. The AGRINET *Assessment of the Magnitude of Women and Children Trafficked within and outside of Ethiopia* documents the particular trials of women and girls. Most women are trafficked from Ethiopia to the Middle East for purposes of domestic labor. However, girls and women who face abusive situations as domestic workers often end up in prostitution. Once in the country of destination they find the living and working conditions very different from what they had dreamed. They are subjected to physical, sexual and emotional abuse, overwork, denial of salaries, lack of enough food and rest, confiscation of travel documents.

There are other gender issues related to trafficking in persons that are not so obvious:

Girls and women are frequently excluded by demobilization programs. They can be left alone and abandoned: for example, wives of combatants typically receive no assistance because their husbands, the combatants, receive the aid, even if the wives were forced into the marriage. Because of this, the wives often have no recourse but to stay with armed groups.

In Mali, men in rural areas were three times more likely to listen to radio than were women. This gap is principally explained by unequal access to radio and broadcast times that were inappropriate for women. Radio listenership has an impact on the effectiveness of reaching women with anti-trafficking messages.

Conclusion

During the course of this study, through the review of project documents and in conversations with project personnel and USAID staff both in Washington, D.C. and in Africa, best practices and recommendations for programming to combat trafficking in persons emerged. These best practices and recommendations are not mutually exclusive, nor should they be considered in isolation. Rather, taken as a whole, they provide a conceptual framework for donor support of anti-trafficking programs. This framework embodies three primary concepts: grassroots public awareness, a holistic, long term approach and a gendered approach.

Grassroots public awareness entails tailoring anti-trafficking messages to be context-specific, reflecting both the language and the culture of local listeners. Context-specific messages strengthen the ability of local communities, leaders and families to identify those vulnerable to trafficking and devise local solutions so the vulnerable do not become the victims. Both the returned victims and the vulnerable need to be seen by communities and donors as the frontline in the fight against trafficking in persons. Alem's Story from Ethiopia shows how effective the local stories of victims can be.

If we are to prevent trafficking and protect the victims of trafficking, a holistic, long term approach is essential. Such an approach means not only providing a holistic package of services (psycho-social counseling, vocational skills, recreational opportunities) for reintegrated victims, but also reaching out through local, regional, national and international networks to include a variety of stakeholders who work with trafficking victims. Behavior change towards child labor and sexual exploitation is a long term process and creating the programs and the infrastructure for victims of trafficking takes time. The best programs are those that build the capacity of local organizations to sustain the work after the funding has ended, a long term process. A holistic, long term approach is the only approach that guarantees sustainability beyond the life of any given project.

The major abuses of trafficking involve women and girls, who are most in need of protection given their vulnerable position in most societies. To design and implement effective anti-trafficking programs we need to understand the gender dynamics between men and women that create the vulnerability of women. We need to understand why women are objectified through pornography. We need to understand the social and cultural factors that lead to male authority over women. We need to understand the inequality and discrimination that make women and children vulnerable to becoming victims of trafficking. With these three concepts – grassroots public awareness, holistic, long term approaches and a gendered approach – anti-trafficking programs have the opportunity to provide positive and sustainable results.

COUNTRY PROFILES

COUNTRY PROFILES: EXISTING PROGRAMS

BENIN

Trafficking in Persons Overview

According to the U.S. Department of State's *Trafficking in Persons Report (2006)*, Benin is a source, transit, and destination country for trafficking for forced labor and sexual exploitation. The majority of Beninese victims are internally trafficked, though many are also trafficked to Nigeria, Gabon, Cote d'Ivoire, Ghana, and Niger. Some victims are trafficked to Benin from Niger, Togo, and Burkina Faso. Victims are forced to work as domestic servants, plantation laborers, and street vendors, as well as being forced to work in commercial enterprises, the handicraft industry, and construction.

After being downgraded by the U.S. State Department to Tier 2 Watch List status in 2005, the Government of Benin (GoB) has made significant efforts in prosecution, protection, and prevention to combat trafficking. In January 2006, the National Assembly passed a law prohibiting child trafficking. The Ministry of Justice has begun to collect trafficking crime statistics through a new statistical unit. The Police Minors' Protection Brigade actively investigates trafficking, but is handicapped by a lack of resources. In the area of protection, police and ministry officials work with non-governmental organizations (NGOs) and international organizations to provide victims with care. Victims are not punished for crimes directly related to being trafficked. In the area of prevention, the GoB has made limited efforts to raise public awareness about trafficking. The government has collaborated with NGOs and international organizations to raise awareness about trafficking and draft a national action plan to combat child trafficking.

A Cooperation Agreement to combat trafficking in persons, with special emphasis on that of women and children, was signed between Benin and Nigeria in 2005. A Joint Committee has also been put in place between the two countries and a Plan of action was developed and is being implemented to follow up progress and identify common interventions. This was hailed as a positive process in the sub-region. Similar initiatives of trans-national cooperation have also been initiated with Gabon and Togo.

Program Summary

In 2005, USAID awarded a cooperative agreement to UNICEF for \$1.2 million for their "Combating Child Trafficking in Benin" program, initiated in 2004 with funding from DANIDA and the European Union. It is a project designed to support the GoB through an integrated approach to fight child trafficking. UNICEF uses three program approaches: prevention, care and reintegration, and legislative reform. The program envisioned seven activities to accomplish these goals:

1. Conduct baseline study and analysis on child trafficking
2. Improve data collection and analysis
3. Strengthen the field supervisory capacity of the Ministry of Family, Women and Children in order to plan and monitor interventions directed towards combating child trafficking efficiently
4. Establish community referral mechanisms
5. Reinforce preventive measures by establishing partnerships with transporters;
6. Reinforce current care and reintegration activities by expanding the sphere of influence into the northern departments of Atacora, Alibori, Borgou and Donga;
7. Pursue legislative reform and cross-border cooperation

Best Practices

- *The program conducted a national study on child trafficking to identify trafficking routes and key players in the transportation and transaction of children. It provides an indication on the extent of the problem, in so far as quantitative data is available and desegregated data (sex and age) of those trafficked. It will enable government and partners to identify clear areas of program intervention to combat child trafficking. The results of the study are expected in May 2007 and will be endorsed during a workshop where representatives of major stakeholders will be invited.*
- *The program is using information collected from the baseline study in the development of a database on child protection in Benin. In developing the database, the program developed data collection mechanisms against which to measure progress made on the incidences of trafficking as well as the reintegration of children victims of trafficking. This database is essential for developing reliable indicators, assessing needs for future USAID programming and helping to identify underprivileged children who need special protective measures. A national consultant specialised in statistics and monitoring systems is supporting the Ministry of Family, Women and Children in setting up these mechanisms and developing the tools. He will provide training and continued coaching to ensure that the system is operational.*
- *The program led two workshops to strengthen the field supervisory capacity of the Ministry of Family, Woman and Child to plan and monitor the work of their units. The first workshop, a three-day training program on project planning, design and implementation of activities, trained 35 staff members from the Ministry, and the 6 regional directors. As a follow-up at the community level, the program ran a second workshop to train local government staff in implementing and monitoring activities. They also were trained on the UNICEF planning cycle, proposals for funding, management and procedures. As a result, they have a better knowledge of the program and are able to plan, design and implement activities.ⁱ Approximately 50 local staff members submitted proposals to UNICEF*

regarding the entire spectrum related to protection and focusing on social mobilization and awareness raising.

- *The program worked with communities to develop local plans of action to fight child trafficking, including training on follow-up and evaluation.* “All these efforts enabled the different actors and targets to gain better knowledge and behavior on the risks related to child trafficking and its negative impact on children.”ⁱⁱⁱ The community referral mechanisms have been successful. According to the USAID Benin 2006 Annual Report, “local committees are becoming more effective in disseminating information on cases identified at the village and communal level and referring them to the relevant authorities.”
- *The program has launched activities related to prevention, care, reintegration and reinsertion.* Community workers have been trained and will produce information, education, communication and advocacy materials for targeted communities and conduct awareness-raising campaigns. Additionally, twelve educators and social workers care for child trafficking victims and ensure their reintegration and reinsertion. Community leaders have initiated partnership agreements with local transporters and local radios to advocate against trafficking at the community level. Transit centers have been established in partnership with international and national NGOs for the care, protection and reinsertion of children victims of exploitation and trafficking.
- *UNICEF worked with the GoB to develop legislation on child trafficking.* UNICEF brought in an international consultant to develop the methodology and framework of the Children’s Code. A national team finalized the draft, which was revised by the international consultant before being presented to the GoB. The document has now been validated and is at the Ministry of Justice for the final review.

Lessons Learned

There were additions to the original national study methodology and sample. The team of international and national experts designing the survey added a community component to broaden the scope of the survey beyond simply the children trafficked. They also widen the sample surveyed so as to be representative of the country as a whole, and they completed an analysis of the institutions dealing with child trafficking issues to identify their strengths and weaknesses. *Including these components increased the time necessary to complete the baseline study, but also made the study more substantial and relevant.*

The economic situation of Benin makes trafficking particularly difficult. Many families feel they have no other options but to send their children to work. These pressures are particularly high in the northern, cotton-growing regions which benefit less than the southern regions from development programs. According to Kitty Andang of

USAID/Benin, “The 2005-2006 harvest was abysmal, and predictions for the 2006-2007 season indicate another year of hardship for cotton communities. The work USAID/Benin supports through UNICEF was expanded to include a particular focus on these areas.”

Sustainable reintegration and reinsertion at the family and community level of trafficking victims, need to be specifically addressed at the community and family level to prevent re-trafficking. According to Kitty Andang, the program has begun strengthening “monitoring mechanisms and field visits from the social workers to ensure a proper reintegration process for the children,” and is working with partners to “find entry points and proper follow-up with families to avoid relapse .”

Recommendations

The root causes of trafficking are complex, often interrelated. Poverty, poor access to quality education, weak governance, lack of effective protection against discrimination and exploitation are among them. Most of the children who fall into the hands of traffickers have either never been to school, have dropped out of school or are working children that fall into situations that exploit their labor capacity.

More programs need to address the root causes of trafficking in Benin, including initiatives aimed at improving child labor and rights, providing relief and options for families under economic pressures, and making schools, especially school calendars, more responsive to local realities. Relief and alternatives for families under economic pressure will need to be envisaged, together with programs related to education – as a strategy to prevent child trafficking. Without more programming on the root causes, all other trafficking interventions will fall short.

The program should work to strengthen coordination and partnership, especially by ensuring coordination with other programs, such as health and education, and by providing equipment, formal and non-formal education for children, and vocational centers in the communities. Coordination should also include regional and sub-regional cooperation with neighboring countries for reinsertion programs of child trafficking victims.

DEMOCRATIC REPUBLIC OF THE CONGO (DRC)

Trafficking in Persons Overview

According to the U.S. Department of State *Trafficking in Persons Report* (2006), the Democratic Republic of the Congo (DRC) is a source and destination country for men, women, and children trafficked for forced labor and sexual exploitation. Most trafficking occurs in the eastern provinces, where the government has limited control. Armed rebel groups and militias abduct and forcibly recruit Congolese men, women, and children to serve as laborers, porters, domestics, combatants, and sex slaves. Many people abducted in past years, including some Ugandans being detained by Ugandan militia operating in Congolese territory, are still being held by these armed groups. Congolese children are also forced into prostitution in brothels throughout the country. There is limited cross-border trafficking; in 2006, there was only one known case of Congolese children trafficked to Zambia. The Government of the Democratic Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so.

Program Summary

In July 2006, USAID signed a cooperative agreement with UNICEF for \$518,000 for a program in “Assistance and Reintegration of Abducted Girls and Boys and other Gender-Based Violence (GBV) Survivors in Ituri District.” The grant was designed to supplement USAID’s other funding to COOPI, an Italian organization, which has been implementing activities since 2003 to ensure the safe reintegration of trafficked girls to their communities and to prevent future abduction, trafficking, and sexual violence. Activities under this grant have included:

- Sensitizing and informing communities through community meetings and radio programs on the situation of abducted girls and services available
- Tracking girl abductees to ensure that they are not left out of the Disarmament, Demobilization, and Reintegration (DDR) process
- Providing psycho-social support, including life skills training, to abductees and other vulnerable girls and women in their communities
- Increasing the skills of those groups working with abductees and other survivors of GBV to investigate, counsel, and report on trafficking
- Maintaining a database of formerly abducted girls to track their reintegration
- Conducting an in-depth research study on women and girls abducted in Ituri, including how and why girls join armed groups; the medical, psychosocial, socio-economic, and legal needs of abducted girls; the impact of abduction on girls; tracking the movement of girls abducted during and after conflict; and recommendations on how to access girl abductees before and during the DDR process as well as how to avoid their re-abduction

Best Practices

- Many reintegrated girls, upon returning to their families, found themselves in the same economically vulnerable situation that led to their initial abduction. *The project conducted training workshops of trades (vocational training) and activities to support economic reintegration.*
- Since many returned girls became too dependent on their families, *the project “reinforced the initiatives aimed at showing the girls they are responsible for their own lives.”*
- Many girls “do not want to seek help or pass through the process to obtain necessary support.” To address this concern, *the project supported girls through cultural, social, and economic actions that were not specifically focused on the reintegration project.* The project has conducted door-to-door, mass communication initiatives to reach girls, and has worked with community leaders so that girls are not reluctant to come to the COOPI center. According to Ellen Lynch of USAID/DRC, the Center’s work with communities to reduce the stigma and shame felt by these girls has also helped in increasing the self-identification of girls as trafficking victims.
- Despite the actions of the program, the number of girls in the school programs and in training courses and workshops remains lower than the number of boys. *The project “increased integration activities,” such as cultural activities and dialogues with parents, to encourage the schooling of girls.* To bring more girls into the training workshops, the project developed workshops more tailored to the culture, and encouraged girls to attend.
- *The project provides a fully “rounded-out package of services” to abducted victims, including psychosocial counseling and support, formal education assistance, health assistance, skills training, and social activities.* Providing such a complete package of services has many benefits: Victims need only to go to one center for all necessary services. All victims are treated for everything and are not left vulnerable. Hard-to-reach victims are attracted by some services (social activities) and stay for other services (education, psychosocial support, healthcare).
- *The project has worked assiduously to keep the media out of the centers, particularly Western journalists.* Keeping the media out is necessary to gain the trust of the children and the community and protect their privacy, even though it is difficult to reject publicity for a successful project.
- *The project has trained its local partners on all aspects of the program to ensure sustainability.* In particular, COOPI created a reintegration center, which is now run by local partners and will continue after COOPI leaves.

Lessons Learned

- Sustainable community reintegration of children is a challenge. Reintegration alone is insufficient; the reintegrating agency must ensure that the child has been

accepted in the community and takes part in community life. This is a problem, in particular, in the areas where the project does not have a presence. Therefore, the project aims to increase its presence across the region to conduct more follow-up with reintegrated children.

- Encouraging children to attend school and participate in activities was difficult. Especially when children had just returned from the rebel groups, they “lacked motivation and felt that the program is a kind of punishment.” To address this, the project provided activities besides the school curriculum, including financial and other support for attending classes.
- Demobilization programs exclude children. Girls are frequently left alone and abandoned. Wives of combatants typically receive no assistance because their husbands, the combatants, receive the aid, even if the wives were forced into marriage. Because of this, these wives often have no recourse but to stay with armed groups. According to Ellen Lynch, the program has worked to rectify this through its provision of aid, but more needs to be done within the official DDR structures to ensure that children and girls are not left behind.

Recommendations

- *Reaching distant communities:* Several communities were out of reach of the project. In order to reach these communities, the project should meet with local NGOs and community leaders and conduct trainings on the services provided, so that efforts can be replicated. In addition, research should be undertaken on girls abducted and taken from the DRC to Uganda, so as to design a program to assist with the reintegration of these girls.
- *Encourage girls’ participation:* The numbers of girls participating in service provision were consistently lower than the numbers of boys. To correct this, the project should continue advocacy within the communities on the importance of educating girls. Additionally, the project should implement more activities specifically designed to attract girls and bring them into the service centers.
- *Disarmament, Demobilization, Reintegration:* More needs to be done to encourage integration between DDR programs and trafficking in persons programs. In particular, officials and organizations in charge of the DDR programs must be trained in trafficking in persons and be cognizant of issues facing victims of trafficking. Moreover, DDR programs must be evaluated and redesigned so as to include children, especially girls. UNICEF is currently in the process of conducting research and formulating suggestions for this integration of programs.
- *Children and Unsafe Labor:* There is a need to develop programming that looks at children working in mines in Ituri district, in unsafe conditions and under unknown circumstances. Anti-trafficking programming in Ituri should focus both on reintegrating ex-combatants and on the needs of child victims of forced and unsafe labor.

ETHIOPIA

Trafficking in Persons Overview

According to the 2006 US Department of State Report, *Trafficking in Persons*, Ethiopia is a source country for men, women and children trafficked for forced labor and sexual exploitation and is placed in Tier 2. The report states that the Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking, although the country is making significant efforts to do so.

External trafficking moves victims from Ethiopia mainly to countries in the Middle East. There are indications that South Africa, Egypt, Turkey and Djibouti are also countries of transit and destination. A preliminary study on *Trafficking in Women from Ethiopia* by the International Organization for Migration (IOM) in Addis Ababa in 2000 and the 2004 IOM and AGRINET *Assessment of the Magnitude of Women and Children Trafficked within and outside of Ethiopia* document the particular trials of women and girls. Most women are trafficked from Ethiopia to the Middle East for purposes of domestic labor. However, there are numerous instances of trafficking for purposes of prostitution and girls and women who face abusive situations as domestic workers often end up in prostitution.

The majority of victims of internal trafficking are lured by “brokers” into migrating to towns with offers of employment, education, and foster parents. Generally, the flow of internal trafficking is from the rural areas to urban areas, with the highest incidences of trafficked women and children found in Dire Dawa, Awassa and Bahir Dar. Significant proportions of trafficking victims are children between the ages of 10 and 18 years. The major form of exploitation in connection with internal trafficking is prostitution with almost half of the victims subjected to sexual exploitation. One in two victims has no education beyond primary level.

Program Summary

The USAID/Ethiopia, Annual Report, FY 2006 links trafficking to gender issues: “USAID places a high priority in targeting assistance to women in Ethiopia, who continue to face limited access to productive economic inputs and exposure to violence and harmful traditional practices...Specifically, issues of trafficking, early marriage, female genital cutting, rape, abduction, violence against women, and inheritance laws are being discussed at national and local levels.” USAID funded IOM to address the trafficking of women, children and men.

IOM in Addis Ababa started its Counter-Trafficking program in 2001. The program aims to contribute to the Ethiopian Government’s efforts in the prevention of trafficking in human beings. The main components of the program are: a) a counseling service for

migrants, potential migrants, returnees and their families; b) basic assistance, training and counseling to victims of trafficking; c) a campaign to create awareness of trafficking. The major components of the information campaign are anti-trafficking radio and television spots which were nationally broadcast, a weekly radio program which is broadcast on an Addis Ababa FM radio station, setting up of billboards in eleven towns in Ethiopia, development and distribution of 25,000 copies of information booklets for migrants and potential migrants and a photo diary based on the real life experiences of a trafficking victim.

The information campaign is complemented by a hotline and face to face counseling services. Callers can access IOM's anonymous hotline counseling services to ask for advice and pose questions. Since 2003, more than 10,000 callers have been provided with information through the hotline service and more than 5,000 individuals have been counseled through the face to face counseling service.

Lessons Learned

- *USAID/Ethiopia staff mention that one of the main challenges encountered during the implementation of the IOM program is the lack of opportunities for regular labor migration.* The small number of licensed private employment agencies, the inadequacy of their services, and soaring unemployment have been a handicap to the counseling service. Fortunately, the number of agencies is increasing and the government is reviewing the Private Employment Agencies' Proclamation to strengthen it.
- *The staff mentions that the reunification of minors can be difficult as some families are difficult to trace.* The IOM has encountered parents who have refused to take their children back. It is hard to maintain contact with families and child victims of trafficking who have returned to very remote parts of the country.
- *Counter-trafficking programs must be designed with a gender perspective.* Every year, thousands of Ethiopian women are trafficked to the Middle East to work as domestic servants and often suffer psychological and emotional abuse, physical and sexual violence, confinement, prostitution, organ harvesting and even death. One out of thirteen girls who leave Ethiopia to work abroad is under the age of 18. Out of these, four out of five are trafficked. Most have dropped out of school and are orphans. A main reason why trafficking in women and children is a prevalent problem in Ethiopia is the lack of awareness of the risks of trafficking and the advantages of using legal channels to confront it.
- The weak government capacity to formulate legislative instruments, as well as *the non-enforcement of existing legal frameworks*, seems to leave an open field for traffickers in human beings.

Best Practices

- *Alem's photo diary, the first of its kind in Ethiopia, is an educational tool to raise awareness among women and girls about the potentially dangerous consequences of irregular migration for work abroad. Alem is one of many Ethiopian women who have fallen prey to the false promises of illegal brokers. Having traveled to the Middle East for work using illegal channels, she ends abused, exploited and held against her will.*

'Alem's Story' puts a face on an experience common in Ethiopia today. She was courageous enough to tell her story and pose for the pictures in the photo diary, which has been a powerful tool in informing the public and especially young people about the potential dangers of illegal channels of migration.

IOM in collaboration with Alem organized an art exhibition. She gathered together 19 young artists; each one created a painting or sculpture inspired by the theme "The Plight of Stranded Migrants." The artists pledged 15% of the proceeds to support the Ethiopian survivors of trafficking. In a joint statement, the artists said "The opportunity to work on this theme as a group and as an individual has made it possible for us to greatly increase our awareness and knowledge of this issue".

- *The IOM program has engaged government to combat trafficking in a coordinated manner: through the establishment of a National Taskforce to combat Trafficking in Persons. This Taskforce is chaired by the Ministry of Justice with various governmental bodies (the Ministries of Foreign Affairs; Labor and Social Affairs; Information; Women's Affairs; the Main Department for Immigration and Citizenship Affairs; the Federal and Addis Ababa Police) and IOM as its members. The Taskforce has drafted an annual action plan and IOM is providing technical assistance to them through research and training. The government has also recently revised the criminal law of Ethiopia which criminalizes trafficking in persons with sentences from 5 years to life imprisonment.*
- *IOM conducted a series of capacity building training to various governmental and non governmental partners to raise awareness and give them organizational skills to fight trafficking. The training for judges (presidents of Regional Supreme Courts), police (Police Commissioners) and prosecutors (heads of Regional Justice Bureaus) provided an opportunity for the participants to identify gaps in the laws and practices and work towards effective prosecution of the crime.*
- *Partnership and collaboration with those agencies working with victim's assistance, information dissemination and exchange strengthens anti-trafficking initiatives and ensures sustainability. IOM and the Good Samaritan Association set up a shelter for assisting victims of trafficking to provide shelter, food, medical*

services, skills training and small business set up. A referral network for specialized services - legal representation, access to credit facilities, health services - has also been established with IOM, the police, the Ethiopian Women Lawyers Association, Youth Associations, institutions working in health and HIV/AIDS, legal employment agencies, Forum for Street Children and others.

Recommendations

From the IOM Program Staff

- *Develop strong partnerships with concerned governmental bodies both nationally and regionally.* Government commitment is necessary to support such programs whether it be for awareness creation, prosecution of traffickers or assistance to victims of trafficking.
- *Develop strong partnerships with non-governmental organizations (NGOs) especially to provide assistance to victims of trafficking, raise awareness and build capacity of trafficking.* These partnerships and networks are an essential contribution to effective results and sustainability.
- *Enhance the capacity of relevant government authorities, local NGOs and civil society to strengthen the policy and legislative instruments for the prevention of trafficking, protection and reintegration of victims of trafficking and prosecution of traffickers.*
- *Provide timely and adequate information for potential migrants, especially young women and men, so they can make informed decisions about internal and cross border migration.*

From The Department of State TIP Report, 2006

- *Improve the investigative capacity of police and enhance judicial understanding of trafficking to enable a greater number of successful prosecutions*
- *Launch a broad anti-trafficking public awareness and education campaign*

MALI

Trafficking in Persons Overview

According to the 2006 US Department of State Report, *Trafficking in Persons*, Mali is a source, transit and destination country for women and children trafficked for domestic servitude and sexual exploitation. Boys are also trafficked for work in rice fields, gold mines and begging. The Report indicates that, although most trafficking is internal, external trafficking occurs between Mali and its neighbors, Burkina Faso, Guinea, Senegal, and Mauritania and, to the north, Libya and Europe. Mali is placed in Tier 2 as the “Government of Mali does not fully comply with the minimum standards for the elimination of trafficking.” However, it is making significant efforts to do so – for example, child trafficking is now punishable by five to twenty years imprisonment and the Ministry of the Advancement of Women supports community anti-trafficking surveillance committees.

Program Summary

The trafficking of children for labor has become a commercial, transnational practice in Mali. The children, between 10 and 17 years, are in work situations which harm their education, their health and their development. Most of these children undergo multiple forms of exploitation and some are sexually exploited. Within this context, The Population Media Center (PMC), in close cooperation with USAID/Mali and the USAID/West Africa produced an entertainment-education radio serial drama from 2004 to 2006, broadcast in Mali, Burkina Faso and Ivory Coast.

The project had three objectives: a) to increase the level of awareness among the target populations concerning the international rights of the child; b) to increase awareness regarding the consequences resulting from social problems involving children; c) to encourage discussion regarding children’s rights, exploitative child labor, and trafficking in children among the populations of the three countries.

USAID/Mali’s 2006 annual report describes the activity: “PMC designed and produced 144 episodes of a radio soap opera in a mix of Bambara and Dioula language. The soap opera provides messages on child trafficking and child welfare issues such as nutrition, immunization, malaria prevention, and family planning, HIV/AIDS and other related topics. Starting in November 2004, 139 episodes were broadcast three times a week thru the WorldSpace satellite radio system and were rebroadcast by more than 180 radio stations reaching a potential audience of about 9.6 million Malians (as well as several million people in Burkina Faso and Côte d’Ivoire). Prior to the broadcasts, PMC provided 169 radio stations with WorldSpace receivers and trained the staff in their use. They also trained 25 listener club leaders in facilitation and focus group discussion. These listener clubs help PMC monitor the impact of the episodes as they are broadcast and provide feedback for the writers to be incorporated in new episodes.”

An evaluation, “The Impact of the Radio Serial Drama: Cesiri Tono,” was carried out in 2006. The results were positive. Illustrative of the impact on the listeners were the responses to the question, “did the drama lead you to reflect on your own behavior?” The proportion responding “yes” was very high: in Ivory Coast more than 90 percent and in Mali over 70 percent of respondents answered in the affirmative. The listeners were motivated to reflect on their own behavior which is critical to behavior change. The evaluators note that the drama “did not leave listeners feeling indifferent.”

Best Practices

- *Research* to understand the listenership and to accurately portray the drama and the actors with the cultural context of Ivory Coast, Mali, and Burkina Faso.
- *Training* for peer educators, animateurs and leaders of women’s associations in listening techniques and group dynamics. These people then facilitated listening groups to gather feedback on the impact of the drama.
- *Monitoring and evaluation* including clear indicators, listener feedback and a formal post-project evaluation
- *Synergy* with other USAID-identified critical issues such as HIV/AIDS and reproductive health
- *Attention to gender issues.* All of USAID’s activities in Mali require gender analysis. The project evaluation specifically addressed gender issues. For example, listeners of the radio program were *less* likely than non-listeners to prioritize educating boys over girls and Malian listeners were *less* likely than non-listeners to support early marriage for girls - both issues were part of the programming. All the project data was disaggregated by sex.
- *Linking entertainment with education* is a powerful means to change behavior towards more responsible actions, in particular with regard to the behavior of parents and their children.

Lessons Learned

- Using the WorldSpace Satellite Radio Network meant that the program could be broadcast over a vast territory. However, using such a broadcast system is not enough to generate high levels of listenership. *Community radio stations need to feel strong ownership of programs they are asked to broadcast so that they will heavily promote the program to attract community listening.* In Mali to move the radio drama from the south of the country to the north, local radio stations adjusted the story line to their local context. This local editing may result in a less

than professional program but the anti-trafficking message was passed on from the south to the north where otherwise, given limitation of funds, it would not have been.

- *Radio (especially satellite radio) is a highly effective way to deliver a program to a country with an active conflict.* The serial drama was broadcast in Cote d'Ivoire where there was civil unrest. It was very successful. Community radio stations were enthused about the program and heavily promoted it to their communities.
- *There will be difficulties encountered with regard to the choice of the language for broadcast of such a serial drama when it is broadcast regionally.* The project staff would have liked to have done the program in French and Arabic as well as local languages, but they were limited by funding. They chose what they perceived to be the best common denominator for the three countries involved, Bambara and its variants. Each language added means different actors, translations and the costs are multiple.

Recommendations

- *Continue the Program.* A two year program is not enough. All the initial costs for research, training, equipment, production are borne in the first year. The subsequent years are, consequently, very cost effective. Also given the urgency of the problems that *Césiri Tono* addressed and the popularity and success of the programming (listeners continue to ask when the next episodes will come out), the program should be continued.
- *Take care in the selection of languages for regional broadcasts.* The *Cesiri Tono* program was written in Djoula, and its variants, as this language is the one shared in common among the three countries where the program was broadcast. This choice was confirmed during the pre-test of four pilot episodes, but the pre-test also showed that the nuances of the language among the different countries were very important. A language can be commonly spoken among the peoples of several countries without necessarily being the chosen language of communication for any of them.
- *Use radio drama as an effective medium for raising public awareness of trafficking in persons.* Through the entertainment of radio drama people became aware of trafficking and parents began to understand that sending their children, for example, to Ivory Coast to work in the cocoa plantations, was not desirable.
- *Consider the gender issues in broadcasting.* In Mali, rural men's listenership (41.6 percent) is nearly three times higher than that obtained for women (17 percent). This gap is principally explained by unequal access to radio and much

lower frequency of radio listenership among women. It may be that broadcast times for the program are not appropriate for women.

MOZAMBIQUE

Trafficking in Persons Overview

The 2006 U.S. Department of State Trafficking in Persons Report describes Mozambique as a source country for men, women, and children trafficked for forced labor and sexual exploitation. The use of trafficked child laborers is common practice in rural areas, often with the complicity of family members. Traffickers are typically part of small networks of Mozambican or South African citizens; however, involvement of larger Chinese and Nigerian syndicates in the trafficking has also been reported.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2005, the Ministry of Interior expanded the number of Offices for Attending to Women and Child Victims of Violence from 84 to 96, and provided victims' assistance training for police officers who deal with such cases. Some of these offices provided emergency shelter and food for trafficking victims. According to the International Organization for Migration (IOM) women are recruited with promises of lucrative jobs in South Africa and then sold to brothels, or as concubines to mine workers. The victims are mostly girls and young women between the ages of 14 and 24. An estimated 1000 victims are recruited, transported, and exploited in this way every year. The USAID 2006 Annual Report for Mozambique mentions the trafficking of children from Mozambique to South Africa to work on farms under extremely harsh conditions.

Program Summary

The USAID Africa Bureau awarded USAID/Mozambique funds in 2005 to undertake a project to develop legislation to criminalize trafficking in persons in Mozambique. USAID/Mozambique solicited the assistance of the Women's Legal Rights Initiative (WLR), a global project of USAID/EGAT/WID. WLR staff assessed Mozambique's capacity to draft the legislation and developed an implementation strategy.

The objective of the strategy was to facilitate the drafting and enactment of the anti-trafficking legislation to provide for the prosecution of traffickers and the protection of trafficking victims, and to specify preventive measures. The strategy also included identifying the information available on a relatively unstudied-problem and disseminating it; creating an effective constituency supporting the drafting of legislation; establishing a working group to draft the law, and cooperating closely with governmental officials to ensure eventual Parliamentary enactment of the legislation. An awareness campaign was to be designed and implemented.

In 2006 the Ministry of Justice of Mozambique entered into a Memorandum of Understanding (MOU) with WLR for the development of a draft law. In the MOU, WLR committed to providing technical, logistical and financial assistance to an organized effort to develop the legislation, to be delivered largely through *Rede Contra o Abuso*

de Menores (Rede Came), an umbrella group of NGOs interested in combating trafficking. Under the MOU, the Ministry of Justice (MOJ), in turn, agreed to contract with three government attorneys to draft the law. The MOJ also agreed to promote the free flow of information among the ministries, government offices, and civil society and the Parliament on matters concerning the draft legislation; to promote and participate in public hearings on the draft in Maputo, Beira and Nampula; and generally to advocate for adoption of anti-trafficking legislation. The goal was to have a draft law ready to be presented to and vetted by Parliament in late 2006. 2007 will hopefully see the passage of the law and the development of a plan to implement the law.

Best Practices

- *Essential to the success of the project was the hiring of a local project coordinator* who knows the country and language, knows the stakeholders, knows trafficking and knows the workings of the Government of Mozambique. It was she who established the working committee to support the drafting team to draft the legislation and shepherded the bill, in cooperation with local stakeholders, as smoothly as possible through the various stages of the project.
- *Essential to the success of the project was a coalition of stakeholders with an interest in the passage of anti-trafficking legislation* – local groups like *Muleide, FECIV, FDC and Rede Came*, WLSA/Mozambique, the International Office of Migration, USAID/Mozambique, U.S. Embassy staff, Norweagen Embassy, DFID, and the Mozambican Ministry of Justice, the Ministry of Women and Social Action, the Ministry of Labor, The Ministry of Education. The WLR home office staff also consulted with members of Georgetown University’s International Women’s Human Rights Clinic who guided similar legislative processes in Ghana, Uganda, Nigeria and Tanzania to determine the extent to which experiences gained there could be applied to the Mozambican context
- Those drafting the legislation were behind schedule. *The non-governmental organization (NGOs), Rede Came, contracted to disseminate materials and information about the draft bill, conducted anti-trafficking activities related to the legislative process even in the absence of a draft.* For example, as the MOJ had originally promised a draft by June, *Rede Came* was to have held public hearings in July in Maputo, Beira and Nampula on a draft law. When no draft materialized, *Rede Came* held the hearings anyway, turning them into fora for interested NGOs to weigh in on what a final draft law should contain. During this time they also spearheaded the drafting of an NGO “position paper” that was presented to the drafters and the ministry.

Lessons Learned

- *There were delays in the drafting of the law caused primarily by the lack of communication among those responsible for the draft within the MOJ and a lack of appreciation by the three drafters that their efforts were part of a larger initiative. Meetings with the MOJ resulted in greater understanding and a renewed commitment to the draft legislation and a revised timeline for its completion.*
- *When the project began, while the civil society sector had focused on the problem of trafficking, the Mozambican government was much less focused on developing trafficking legislation. WLR's primary objective for the first year was to build a knowledge base of the problem, enhance public appreciation of the need for the legislation, and cultivate support for a draft bill among key governmental officials in the Ministry of Justice and the Ministry of the Interior and key NGO leaders, specifically the directors of the women's rights umbrella NGO group Forum Mulher and its constituent member organizations. The ultimate goal was to educate and work with these stakeholders, assist them in providing technical and informed inputs that would allow for the development of a comprehensive draft.*
- *In the first working group session of stakeholders, the NGO members voiced their concern about the quality of the draft. The UN Protocol against trafficking in persons states that parties (1) criminalize trafficking in persons such that that specific crime can be prosecuted; (2) provide protection to and rehabilitation of victims; (3) undertake prevention programs – the "three Ps" of anti-trafficking, prosecution, protection and prevention. The draft, however, only criminalized trafficking in persons, and neglected to address protection and prevention programs.*

Recommendations

- *To further its efforts in fighting trafficking, the government should prosecute and convict arrested traffickers, demonstrate progress towards the passage of anti-trafficking legislation, launch a comprehensive public awareness campaign, and increase its assistance to trafficking victims.*
- *It is recommended that once a technically sound draft is presented to the MOJ, care must be taken that the MOJ present the draft to the Council of Ministers and encourage rapid placement before the Parliament so that it not languish. Passage of this legislation has been part of the Government of Mozambique's action plan for the current years.*
- *It is recommended that USAID/Mozambique tailor future aid to ensure transparency in the progress of the anti- trafficking draft law as it makes its way through the government procedures. At any stage a well-crafted law may be*

significantly weakened by uninformed or misguided amendments, and decisions can be taken without notice to interested stakeholders.

NIGERIA

Trafficking in Persons Overview

According to the 2006 US Department of State *Trafficking in Persons* report, Nigeria is a source country for men, women and children trafficked for domestic servitude, street hawking, agricultural labor and sexual exploitation. External trafficking occurs from Nigeria to the neighboring countries of the Central African Republic, Mali, Gabon, Sudan and to the north, Saudi Arabia, Spain, Belgium, Germany, Austria, Italy and the Netherlands.

The Report states that the Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking and is placed in Tier 2. However, it has made efforts to do so: the government conducted training for investigators and prosecutors in trafficking skills and vocational skills training for victims of trafficking. The Public Enlightenment Division of Nigeria's 200 employee National Agency for the Prohibition of Trafficking in persons (NAPTIP) broadcast television anti-trafficking spots and held anti-trafficking events in public spaces, from motor parks and concert halls.

Poverty and unemployment among youth have become increasingly severe, according to the 2006 *USAID Democracy and Governance Assessment of Nigeria*. Competition for resources and opportunities has contributed to inter-communal violence. Nigeria has one of the highest rates of internal violence in the world with over 50,000 killed in ethno-religious violence and over 80,000 displaced since 1999. Such an environment increases vulnerability to trafficking

Additionally, *The Report of HDI Involvement in Sensitization Programme on Child Domestic/Trafficking, 2005*, states that there are hundreds of thousands of boys and girls trafficked from one state to the other or across borders for labor. Some come into Nigeria from neighboring countries such as Togo and Benin, while some are transported to these countries from Nigeria. The earnings of these trafficked children are given to their agents who stand as their next of kin. These children do not benefit from their earnings; they are deprived of emotional care and affection; they often suffer beatings and they are deprived of access to education.

Program Summary

At the request of USAID/Nigeria, an anti-trafficking assessment was conducted in 2005 by the Anti-Trafficking Task Order under the WID IQC of USAID/EGAT/WID. The objective of the assessment was to provide recommendations to assist the Mission in programming to support Nigeria in meeting its obligations under the U.S. State Department Trafficking in Persons requirements. This assessment contributed to the current anti-trafficking program supported by USAID/Nigeria.

In March 2006, the Africa Initiative of the American Bar Association (ABA-Africa) became the implementing partner for USAID/Nigeria's trafficking in persons program. A four year program, its primary objectives are: a) to build capacity for law enforcement agencies (training of police; prosecutions and convictions of traffickers); b) to provide services to trafficked victims (secure shelter; vocational training; micro-credit facilities); c) to build the capacity of civil society organizations to work with trafficking issues (staff training).

The results in the second year of the program included training of victims in vocational skills, the development of curriculum for training of police and the integration of trafficking material in police manuals. Training of trainers has taken place and both immigration and police officials have been trained in trafficking prevention. The program also provided technical assistance and support to victims through the Lagos Trafficking Shelter and helped to refurbish the shelter.

The program's funds were cut in 2007 because of USAID budget limitations. Therefore, some activities are ending immediately, for example, the vocational education skills training and other planned activities will not be launched, for example, the microfinance and credit activity. One activity that will not be implemented is the internal communication system that would allow for sharing of information among the central headquarters of the police and The National Agency for the Prohibition in Persons (NAPTIP) and their regional offices. Such a database on the movement of people throughout the country would enhance the prosecution of traffickers and have a long-lasting impact on combating trafficking in Nigeria.

Lessons Learned

- *Marginalized and vulnerable groups in Nigeria are those most subject to trafficking.* It is imperative that the training for law enforcement and civil society and the services for those trafficked understand these groups and take their needs into consideration. The USAID 2006 report, "Democracy and Governance Assessment of Nigeria" comments on two of these groups, women and non-indigenes:

Women: The Report states that discrimination against women in Nigeria is deeply entrenched. Most women in the north are married by age 14 and Nigeria has one of the worst maternal death rates in the world. Women in the civil service must get permission to become pregnant or face losing their jobs. Female circumcision is still a practice in many parts of the country. Only 6 percent of the members of parliament are women, one of the lowest rates on the continent.

Non-Indigenes: The report states that all Nigerians are officially classified into two types of citizens: those who can trace their ethnic and genealogical roots back to the people who are said to have originally settled there (indigenes), and those

whose ancestors came from elsewhere. As a matter of policy, many states refuse to employ non-indigenes in the civil service and exclude them from academic scholarships. The rights that are systematically denied to non-indigenes run directly counter to the constitution's guarantee of freedom against discrimination, and remain a source of considerable resentment among many Nigerians.

- *Trafficking in persons is a complex subject and an integrated approach is required to combat it.* As such, funding must be stable and continuous over the long term for best results. Accessing funds annually on a competitive basis does not provide adequate results. If short term annual funding, or uncertain funding, are the only monies available then the program design must take into consideration the short term increments and not plan for the long term.

Best Practices

- *The successful reintegration of victims depends on viable economic alternatives to re-trafficking.* It also depends on a system in place to receive the victims so they are not simply dumped at the airport and left to their own devices. Vocational skills training, at its best, provides alternative livelihoods and empowers people to resist re-trafficking.
- *Close, productive collaboration with both police and immigration officials and a working relationship that is open to information sharing is essential to a successful anti-trafficking program.*

Recommendations

- *It is recommended that the funding for anti-trafficking programs be addressed.* Annual competitive funding is not an appropriate mechanism to fund such programs; neither is funding from sources that may limit or cut funds unexpectedly. Rather funding is needed for the long term in order to develop the integrated approach with government agencies and civil society organizations needed for best results.
- There are no references to the USAID Anti-Trafficking programming in the FY 2006 USAID/Nigeria Annual Report. *It is recommended that the Mission highlight the best practices and lessons learned* from both the results of the 2005 Anti-Trafficking Assessment and the programming of ABA-Africa for distribution nationally and regionally.
- One recommendation of The USAID 2006 report, "Democracy and Governance Assessment of Nigeria," is for USAID/Nigeria to strengthen civil society through the voice, advocacy and participation of citizens. The ABA-Africa program is one vehicle USAID is using to strengthen civil society. *It is recommended anti-*

trafficking programs be viewed within a broad context as a vehicle for civil society capacity building and the strengthening of democracy and governance.

- Another recommendation of The USAID 2006 report, “Democracy and Governance Assessment of Nigeria,” is for USAID/Nigeria to support an effective and equitable justice system. The report recommends USAID fund advocacy assistance for women, including attention to resolving disputes and maintaining public order. *Again it is recommended that the anti-trafficking program be viewed as a vehicle to advocate for women and girls before the law, especially in the training of the law enforcement personnel, raising awareness of gender-based violence and trafficking in persons.*

SUDAN

Trafficking in Persons Overview

Sudan, placed in Tier 3 by the U.S. Department of State's *Trafficking in Persons Report* (2006), is primarily a source country for men, women, and children trafficked for the purposes of forced labor and occasionally sexual exploitation. It is also a transit and destination country for Ethiopian women trafficked for domestic servitude. Young boys are trafficked from Sudan to the Middle East, particularly Qatar and the United Arab Emirates, as camel jockeys. Some Sudanese girls are trafficked internally for domestic servitude, as well as for commercial sexual exploitation in small brothels in internally displaced persons (IDP) camps.

The "Lord's Resistance Army" (LRA), a rebel organization waging war against the Government of Uganda, abducts and forcibly conscripts children from Southern Sudan for use as cooks, porters, and combatants. The children are then trafficked into Uganda or the Democratic Republic of the Congo. Sudanese children are also used as child soldiers in Darfur by rebel groups such as the Sudanese Armed Forces or associated militias. According to the U.S. Department of State's annual Trafficking in Persons Report, "vulnerable boys often perceive that voluntarily attaching themselves to an armed group, whether a rebel militia or the Sudanese Armed Forces, is their best option for survival." Adults and children were forcibly recruited by "virtually all armed groups involved in Sudan's recently ended North-South civil war" and thousands of children now need assistance in demobilization and reintegration into their original communities. Additionally, during the civil war, thousands of women and children were abducted and enslaved, and eventually subjected to "various forms of forced labor without remuneration, as well as, at times, physical and sexual abuse."

According to the State Department Report, the Government of Sudan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Law enforcement efforts are almost non-existent and the Sudanese Criminal Code "neither specifically outlaws trafficking nor covers all of the worst forms of trafficking in persons." The Government of South Sudan, a semi-autonomous regional government, drafted a Children's Act that prohibits the sale or exchange of children, as well as the recruitment and use of child soldiers under the age of eighteen. The Government of Sudan has taken some steps to prevent trafficking for the purpose of child camel jockeying, but has done nothing else to prevent other forms of trafficking in persons.

Program Summary

In 2002, USAID began the "Support to Abducted Women and Children in South Sudan" program, a \$400,000 project implemented by Save the Children United Kingdom (UK). The project was designed to work on the prevention of abduction and to provide support for additional child protection concerns in South Sudan. Save the Children UK and

UNICEF were simultaneously working on similar projects in northern Sudan. The program assisted with tracing the families of formerly abducted women and children, and returning victims to their families through assisted returns. After these returns, the project conducted reintegration follow-up, including ensuring the victims had access to education and food. The project also facilitated the development of “children’s groups,” advocacy groups led by children to work within communities to provide social activities and support to vulnerable children.

In early 2003, the project was terminated due to security concerns.

Best Practices

- Because of the difficult process of reintegration, *the project conducted follow up visits and assessments of reintegrated women and children*. The project hired local “outreach workers” with local knowledge to visit and interview returned women and children. Because of the difficulty of finding local women with sufficient English skills, the project sponsored 40 women to participate in a six-month residential English literacy training. With English language skills, these women could serve as liaisons between the project and the local community groups.
- *The project developed and funded children’s groups run by children in local communities to provide support and activities for children in vulnerable communities*. The project selected adults to be “children’s advocates” from various locations and ethnic groups to identify, observe, and listen to existing, generally informal children’s groups in their communities. The advocates were trained on “facilitating children’s participation,” then worked with the groups to develop cultural activities and to determine the children’s needs for assistance. These groups also allowed Save the Children to gather information on the role of child soldiers in communities, in order to further develop their programming in reintegration.
- *Project workers met regularly with other projects working on reintegrating women and children throughout Sudan*. They discussed issues such as temporary care for abducted women and children who had been retrieved from their abductors and were waiting for their families to be traced. They talked about how to improve communication among themselves. They discussed how best to document the spontaneous returns (those trafficking victims who returned of their own accord and were not assisted by the program or other donors) and explored other reintegration and return models. These meetings allowed the programs to share challenges and successes, and assist each other in reintegrating victims across regions.

Lessons Learned

- *Reintegrating victims is an extremely difficult process.* In addition to the psychosocial problems for the victim of trafficking, reintegration causes stress on families because of the struggle to feed returned abductees. As such, the timing of the return is critical. The abductee needs to arrive in time to assist in food cultivation. Additionally, reintegration must be coupled with a guarantee of food assistance from organizations such as the World Food Programme so that returnees are positively received by their local communities.
- *The interview process for following up with reintegrated victims is particularly difficult with demobilized child soldiers (DCS).* Interviewers had “shown poor understanding of why they [were] interviewing DCS, their families, and their teachers.” Some outreach workers only interviewed those enrolled in schools. Because of these concerns, the project postponed following up with DCS and instead devoted resources to supporting ongoing community activities, including accelerated learning project classes and agricultural and other skill-based trainings.
- *Formulating the children’s groups was met with some difficulty.* First, there was confusion over the training objectives for the “Facilitating Children’s Participation” training conducted for the children’s advocates. There were translation difficulties. Those being trained as advocates did not understand the benefit of developing self-help groups for traumatized children, nor did they understand the need for assistance for traumatized youth. Because of this confusion, concerns were raised over the capacity of those trained. To alleviate these concerns, project staff visited the communities to work with the children’s advocates and to discuss ways to link activities to community and child priorities (for example, teaching children agricultural skills or purchasing fishing supplies for them).

Recommendations

The security situation in Sudan remains dire, and as such anti-trafficking programming is extremely difficult. However, considering the needs, *it is recommended that plans be in place for immediate assistance for shelters and reintegration activities for trafficked victims once the violence has decreased.*

If and when a Disarmament, Demobilization, and Reintegration (DDR) program begins, *it is recommended that special care should be taken to ensure that child soldiers, children associated with the fighting forces, and women associated with the fighting forces, especially non-combatants, are given the same opportunities for assistance and support as are given to adult males.*

To address prevention needs, it is recommended that training on safe migration and trafficking should be included in relevant USAID programming in Sudan, particularly in the conflict and post-conflict regions of South Sudan and Darfur.

UGANDA

Trafficking in Persons Overview

According to the U.S. Department of State's *Trafficking in Persons Report* (2006), Uganda is a source country for men, women, and children trafficked for forced labor and sexual exploitation. The rebel organization Lord's Resistance Army (LRA) abducts children and adults in northern Uganda and southern Sudan to serve as cooks, porters, agricultural workers, and combatants; girls are subjected to sex slavery and forced marriage. Some abducted children and adults remain within Uganda, while others are taken to southern Sudan or eastern Democratic Republic of the Congo. There are reports of a small number of children serving in the Uganda People's Defense Forces and various local militias; however, there is no evidence that security forces conscript children. Girls, also, are trafficked within the country from rural villages to border towns and urban centers for commercial sexual exploitation.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking as stipulated by the *Trafficking in Persons Report*. Law enforcement efforts are minimal and the government offers little support to those trafficked for prostitution. However, the government has increased public awareness of trafficking through radio programs and trainings of police. The Report recommends that the government should prosecute perpetrators of trafficking, develop a mechanism for providing protective services to all trafficking victims, and take steps to pass a comprehensive anti-trafficking law.

Program Summary

Starting in 2005, the USAID/Africa Bureau TIP fund contributed funding to the International Rescue Committee's "Community Resilience and Dialogue" (CRD) program in Uganda to provide direct assistance to victims of trafficking in the LRA-held conflict affected districts. The program USAID contributes funding for four reception centers in Uganda and two night commuter shelters for children who walk daily from rural areas to urban areas for work and safety.

The reception centers provide basic medical screening and treatment, family tracing, psychosocial counseling, and preparation for reintegration into families and communities, including educational and vocational training. Children are most frequently reintegrated into internally displaced persons camps (IDP), but are reintegrated into local communities when the situation warrants. The centers work with teachers, community, religious and traditional leaders, building awareness of the challenges that former abductees face. The centers also build the skills of these leaders so they can follow-up on the children as they move through the reintegration process.

The night commuter shelters provide basic water and sanitation facilities to at-risk individuals. They also educate children on basic hygiene, HIV/AIDS, and life skills, as well as providing a place to stay and recreational activities.

Best Practices

- *The project instituted “coordination meetings” in the internally displaced persons (IDP) camps, to increase involvement of IDP communities in project development.* These meetings allowed organizations to collaborate on projects, rather than duplicate efforts, and to get community input into project activities.
- According to Lyvia Kakonge of USAID/Uganda, *one of the project’s greatest successes has been its ability to provide a “transition environment” for formerly abducted children and ex-combatants, as well as a shelter for children and adults avoiding abduction by the LRA.* The project developed community recreational activities to facilitate reintegration and centers that “assist with reintegration by working with teachers and community and traditional leaders to build awareness of the challenges facing former abductees, and follow-up with the victim on the reintegration process.” The length of stay in the reintegration centers for the children is decided by the child’s physical, social, and emotional well-being.

Lessons Learned

- Because of difficulties of transportation to the IDP camps, *follow-up with reintegrated victims in the camps is nearly impossible.* According to an independent evaluation conducted in 2006 by MSI, more comprehensive follow-up must be done in order to ensure that victims needs are being met, and they are not reentering the LRA.
- *Most reintegrated victims are sent to IDP camps and security in the camps is very poor.* The victims face very poor social and economic conditions, and are in constant fear of being recaptured by the LRA. Morbidity in the camps is very high, and many reintegrated victims have no demonstrable skills to earn income and leave the camps. Moreover, some may have preferred the LRA to living in the IDP camps.
- Overall, *insecurity and the “changing nature of the LRA conflict” have been major challenges in implementation.* According to Lyvia Kakonge at USAID/Uganda, “at critical stages of CRD, implementation has been affected by the insecurity in northern Uganda. As a result, centers could not follow up with formerly abducted children that were reintegrated. USAID has emphasized the need for follow up, and with some additional funding from other agencies, some local organizations have made great strides in following up [on] children.”

- *Provision of mental health assistance has been very difficult.* About five percent of formerly abducted children need acute mental health assistance; however, the other 95% need assistance of some sort. Instead these children were simply being told to “forget about what happened.” The program developed a referral system to send children to professionals for help. However, there were several challenges: the staff at the reception centers do not have a mental health background, and therefore could not identify specific illnesses and provide referrals to treat them. Also, few mental health professionals in Uganda were willing to operate in conflict areas, and so the great majority of children could not be treated.

Recommendations

- *It is recommended that there be more programming in the camps and communities.* As the program stands, there are only resources and programming for twenty percent of abducted children - those that go through the reception centers. Approximately 75% of the children go directly back to their homes and camps after being abducted. The programming must reach out to these children directly, to give them support, and alternatives to rejoining the LRA and to keep them from making poor judgments regarding migration. Community programming should address both trafficked victims and those vulnerable to trafficking, and, in so doing, could address protection and prevention without singling out only trafficked persons.

Example activities could include:

Paying for the secondary costs of formal education (books, uniforms, lunch, and school supplies) so that formerly abducted children are able to reenroll in schools.

Vocation training, especially for child mothers. There have been activities in the past such as training in brick making and tailoring which were unnecessary in the community. The training merely created larger numbers of trained but unemployed people. Rather skills should be taught that the children need and could empower them in the future such as business skills and agricultural skills. This training coupled with job placement opportunities and where appropriate, microcredit, will allow children to implement the skills learned.

- It is recommended that *the reception centers focus on training and support for income generating activities*, so that reintegrated victims in the camp feel they have an economic “way out” and are not trapped in the IDP camps.
- It is recommended that *agencies coordinate in order to develop sufficient follow-up* and to ensure that efforts are not being duplicated within the same

communities but are instead extended to meet the needs of new communities.

- The overall CRD program has largely focused on psychosocial, peace building and HIV/AIDS interventions in the LRA-held regions of Uganda. However, there has not been a specific project focused on prevention of trafficking for prostitution and forced labor. *A specific program should be developed to implement prevention programs throughout Uganda*, building on upcoming anti-trafficking legislation to be developed by the American Bar Association.

WEST AFRICA (WA)

Trafficking in Persons Overview

Trafficking in Persons is a major problem for all countries of West Africa. Eight of the fifteen ECOWAS (Economic Community of West African States) countries are placed in Tier 2 or 3 in the U. S. State Department's 2006 Annual Report on Trafficking in Persons. This ranking indicates both significant levels of trafficking in persons and an absence of effective programs and policies to combat the problem. In December 2001, ECOWAS heads of State adopted a Declaration and Plan of Action against Trafficking in Persons. The ECOWAS Gender Development Center also has identified trafficking as a key gender issue.

Throughout West Africa there are networks that are organized around the illegal immigration of men, women, and children from source countries such as Mali, Burkina Faso and Niger to destination countries such as Cote d'Ivoire. Labor exploitation is the most common form of child trafficking in the region. Niger is a case in point. According to the 2006 State Department Report, it is a source, transit, and destination country for children, women, and men trafficked for forced labor and sexual exploitation. Children are trafficked inside Niger for forced begging, manual labor, domestic servitude, sexual exploitation and to work in mines.

Within the West Africa region, children are trafficked to Niger for labor exploitation from Benin, Burkina Faso, Gabon, Ghana, Mali, Nigeria and Togo. Outside the region, women and girls are trafficked from Niger to North Africa, the Middle East, and Europe for domestic labor and sexual exploitation. Men are also trafficked through Niger to North Africa for forced labor. Traditional forms of caste-based servitude, rooted in ancestral master/slave relationships, also continue in isolated areas of Niger and other West African countries. The State Department Report states that these relationships range from outright slavery to societal discrimination.

Program Summary

USAID/West Africa (USAID/WA) serves the nations of Benin, Burkina Faso, Cameroon, Cape Verde, Chad, Cote D'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Sao Tome & Principe, Senegal, Sierra Leone, and Togo. USAID/WA has provided policy assistance to the ECOWAS Plan of Action against Trafficking in Persons. Through a grant to the United Nations Office of Drugs and Crime, USAID/WA supported an ECOWAS assessment of the national legal frameworks regarding trafficking among ECOWAS states; negotiated for thirteen member states to sign and ratify international conventions on trafficking and incorporate them into their national legislation; and identified focal points and leaders of law enforcement agencies combating trafficking with a view to establishing a West Africa information-sharing network.

At a grass roots level, using entertainment education, USAID/WA with its partner, the Population Media Center, has broadcast media dramas, addressing trafficking and other social issues in Mali, Burkina Faso, Niger, Sierra Leone and Ivory Coast. Initially, WA and USAID/Mali funded the Population Media Center (PMC) to design, produce and broadcast dramas which address issues related to trafficking of children across regional borders. The program was broadcast in the local language, Dioula, a version of Bambara, and the most widely spoken language of the three target countries of Burkina Faso, Mali, and Cote d'Ivoire. With the success of this program it was expanded to Niger and Sierra Leone and interested partners from Guinea visited Sierra Leone to learn of the program for replication.

The USAID/WA 2006 Annual Report stated that under the program, 135 radio stations were equipped with WorldSpace receivers to broadcast the dramas via satellite in Cote d'Ivoire, Niger, Burkina Faso, Mali and that in Mali, Burkina Faso and Cote d'Ivoire, 144 episodes of the drama were broadcast and pilot programs were developed for Niger. Radio Moa, in collaboration with UNICEF, the Government of Sierra Leone and a consortium of NGOs aired three thirty minute programs on trafficking, including the radio drama. The anti-trafficking dramas were also aired in local languages in Guinea.

The dramas reflected real life incidents. For example, in many USAID/WA countries traditionally rural families send their children to live with urban families to enhance the children's lives and education. The reality is that the children often are used as a source of income for the urban family and sent out to the streets to work instead of to school and the girls often are led into early marriages. In Sierra Leone, the radio dramas focused also on problem solving by highlighting examples of positive community behavior and conflict transformation techniques.

The radio broadcasts were followed by discussions among men and women, youth and community leaders about the evil of child labor and trafficking. In Sierra Leone, for example, a Chief would have a group at his house or they would meet at a Center for Women or for Victims of Torture, listen to the broadcast together and then reflect on what they had heard. These groups provided a forum for discussion and debate which was recorded for radio broadcast. This gave the program credibility as people could actually hear their own concerns as expressed by themselves. The discussions also provide feedback to the producers and monitoring of the program for evaluation purposes.

There are other trafficking activities supported by USAID/WA. In Sierra Leone, for example, the Center for Victims of Torture developed a drama focusing specifically on trafficking as part of its weekly broadcasts on mental health. Through the Center, community capacity was strengthened in a series of workshops and discussions led by experts in such areas as victim identification, advocacy and strategies to combat trafficking. The Center also provided counseling services to nearly 2,000 victims of war related trauma, many of whom were trafficked during the war to serve as fighters and "bush wives" or sex slaves.

Best Practices

- *Collaboration among international donors and organizations and local groups ensured broad dissemination of the anti-trafficking message and a multiplier effect.* In Sierra Leone, for example, three NGOs collaborated on the radio dramas to send anti trafficking messages - The International Rescue Committee; The Center for Victims of Torture; Search for Common Ground. They also worked with a local video organization, Talking Drums, and UNICEF. The International Rescue Committee is a leading member of the Sierra Leone National Taskforce on Trafficking which guided the passage of an anti-trafficking in persons bill in 2005. Because of the involvement of UNICEF there was a focus on the girl child, the issue of early marriages for girls and girls' education.
- *The radio dramas were effective because they related to the reality of the listeners and were broadcast in the local languages.* The success of the program in Sierra Leone emerged out of the responsiveness of local peoples to the radio dramas which helped lead to the creation of a national network on anti-trafficking. Anti-trafficking became a part of the national agenda and a bill in parliament. This bottom-up approach informs policy at a national level that reflects the will of the people and creates anti-trafficking projects in tune with local communities.
- *Radio drama is an effective way of changing behavior.* In Sierra Leone, some 90% of the women, after hearing the drama and participating in the discussions, were no longer willing to send their children away to work. They also wanted their girls to go to school. The women involved were encouraged to participate in the governance of their communities in the government's push to decentralize. The police and army have had their awareness raised about child trafficking and now stop trucks with children to question the intention of the driver.

Lessons Learned

Language: It was important to use the local languages for the radio dramas, in Sierra Leone, Kissi and Mende, and not the dominant language, French or English. The challenge was to develop a script to communicate the issue that was neither confrontational, nor perceived to be critical; a script that would respect local customs but still raise the issue of trafficking. Using drama in the local language and a script tailored to the reality of the listeners mirrors their lives. They hear their own language and their own life stories and then reflect on how to change what they are doing to better address the issue of trafficking.

Funding: Funding for sustainability must be addressed early as the funding for the programs has ended and so have the radio dramas. It is critical to build into the design phase the idea that the funds will end within a finite period and write the dramas accordingly. Or it is critical that the design phase recognize the limitation of funds and

develop a means for fundraising during the life of the project. Project staff can work with future donors with the idea of them picking up the project where USAID/WA leaves off.

Recommendations

- The Peace and Security Process is a regional issue in West Africa and anti-trafficking is a part of this process. USAID/WA is the proper forum for trafficking programs and messages working in collaboration with the bilateral missions in West Africa. *It is recommended that USAID/WA continue to take the leadership for USAID with anti-trafficking programming in the region.*
- *A regional information exchange (Niger, Mali, Guinea, Liberia, Ghana, Sierra Leone, Burkina Faso, Ivory Coast) is recommended to share best practices and lessons learned in disseminating anti-trafficking messages, in general, and disseminating them through radio drama, in particular.* This would draw as participants the listeners (men, women, and youth), the producers and other stakeholders.
- Radio dramas have been very effective in revealing child slavery and other forms of trafficking to a local audience where trafficking is an immediate but misunderstood reality. It is also effective, especially, when the programming is integrated with other timely issues, HIV/AIDS, gender-based violence, awareness of trade corridors of goods and people. *It is recommended the radio dramas be continued on a sustainable basis, with funding mechanisms built into the design phase of the project.*
- The strategy for success was twofold: First, the presentation of the message was a drama in the local language and the medium was radio, easily accessible by local people. Second, there was a cycle of communication that involved people at all levels: the broadcast of the drama; the discussion groups; the debate of the issues moving from a local level to the national agenda; legislation, that in turn, had an impact on the local level and so the cycle is complete. *This two-fold strategy for success should be replicated throughout the West African Region in support of the ECOWAS Declaration and Plan of Action on Anti-Trafficking in Persons.*

Country Profiles: New Programs

GUINEA

Trafficking in Persons Overview

Guinea is a source, transit, and destination country for children and women trafficked for forced labor and sexual exploitation. Most trafficking occurs internally: girls are trafficked to domestic servitude, forced hawking, and sexual exploitation. Boys are forced to work as shoe shiners and street vendors, on plantations, and in mines, and are forced to beg by religious leaders. Victims are also trafficked from Guinea to Benin, Cote d'Ivoire, Senegal, Nigeria, Mali, South Africa, Spain, and Greece for domestic servitude, restaurant work, and sexual exploitation. Children and women are trafficked to Guinea from Niger, Ghana, Burkina Faso, Liberia, Senegal, Guinea Bissau, Mali, and China. The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so.

Program Summary

In December 2006, USAID signed a cooperative agreement with Save the Children to fight trafficking in Guinea. The program is designed to make children at risk of trafficking and exploitation and their families aware of dangers, to decrease community acceptance of child exploitation, and to increase the capacity of local authorities to address child trafficking and exploitation. To meet these objectives, the project will implement the following activities:

- Identify and train trainers in child trafficking and exploitive labor in each community, within targeted community structures.
- Conduct trainings for children and adults on dangers and risks of exploitive labor.
- Train youth of legal working age, as well as adult family members, on how to migrate safely and avoid exploitive situations.
- Organize creative peer education groups who execute contests, dramas, musical performances, debates, games, and competitions to promote public awareness.
- Arrange rural radio round tables with youth, community leaders, and journalists.
- Organize and host poster design contest at village and district levels.
- Work with village and religious leaders to create local rules about minimum age for migration, mandatory school enrollment, and limits to child labor.
- Train communities to recognize at-risk youth and empower these communities to develop locally relevant awareness-raising activities.
- Train stakeholders on child-friendly victim-centered protection methods.

Because of ongoing political in the country difficulties, as of February 2007, this program has not yet begun.

MADAGASCAR

Trafficking in Persons Overview

According to the U.S. Department of State's *Trafficking in Persons Report (2006)*, Madagascar is a source country for children trafficked internally for sexual exploitation and forced labor. The coastal cities of Tamatave and Nosy Be have a sex tourism problem with many children, mostly girls between the ages of thirteen and eighteen engaged in prostitution. Some are recruited in the capital by traffickers who make false offers of employment for waitresses and domestic servants. Once "employed" the girls are forced into prostitution. Children may be trafficked from rural areas for forced labor in salt and gemstone mines, loading fruit onto trucks, or as domestic servants. According to the US Department of State 2006 report, *Trafficking in Persons*, the Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Anti-trafficking laws exist, but enforcement efforts are lackluster. However, the government - with assistance from UNICEF - has conducted trainings for police officers on recognizing victims of trafficking and investigating and prosecuting those cases. The government, in cooperation with international donors, has enhanced service provision for victims, but there is little capacity within government and civil society to provide the necessary services. Lastly, the government has conducted a series of "aggressive information campaigns," especially in the most vulnerable districts.

Program Summary

In August 2006, USAID/Madagascar signed a cooperative agreement with Catholic Relief Services (CRS) for a two-year, \$400,000 program to work with the Ministry of Justice and civil society organizations on the Fight against Trafficking and Abuse (FITIA) program, in three high risk areas. FITIA is focused on raising public awareness on the need to fight trafficking; facilitating legal actions to combat trafficking; improving social services; and building the capacity of local organizations to increase access to comprehensive prevention, protection, and reintegration services for the victims of trafficking and their families.

The strategy for accomplishing this is twofold: conducting public awareness programs about anti-trafficking and improving social services for victims and high risk populations, all in three high risk zones in Madagascar. The project will conduct a series of activities to provide people with a variety of information to include background on the causes of trafficking in persons, the conditions that lead to it, the current laws that address it, and what people can do to fight it. The project will promote legal action against traffickers, and will promote "citizen advocacy around legal responses to trafficking." In order to improve social services, the program will build the capacity of local organizations to provide services to victims, their families, and those at risk for trafficking. The project will

work with local partners to ensure that services are available to all who need them; such assistance could include providing existing shelters with training, technical assistance, equipment, and small grants to improve their protection and reintegration services.

Best Practices

In its initial months, the project conducted a baseline assessment to determine the status and scope of trafficking in persons in Madagascar. According to Corinne Rafaell of USAID/Madagascar, this assessment allowed the project to develop activities that were targeted to specific vulnerable regions as well as specific needs in Madagascar.

Lessons Learned

In Madagascar as other places, poverty causes parents to be one of the major perpetrators in trafficking of children, often encouraging girls to look for foreigners to give them money. To combat this, the program will conduct activities looking at mobilizing communities and parents to be more involved in anti-trafficking in persons activities. One example of such an activity may be grants to local community associations and families of trafficking victims for anti-trafficking activities.

Recommendations

Because of the small size of the program, a follow-on activity aimed at promoting the sustainability of the activities is encouraged. Such an activity could extend the existing pilot programs into other regions of Madagascar.

SOUTH AFRICA

Trafficking in Persons Overview

According to the U.S. Department of State's *Trafficking in Persons Report (2006)*, South Africa is a source, transit, and destination country for men, women, and children trafficked for forced labor and sexual exploitation. South African women and girls are primarily trafficked internally, but they are also occasionally trafficked to European and Asian countries by organized crime groups for sexual exploitation. Women from other African countries are trafficked to South Africa and occasionally onward to Europe for sexual exploitation. Men and boys are trafficked from neighboring countries for forced agricultural labor. Thai, Chinese, and Eastern European women are trafficked to South Africa for debt-bonded sexual exploitation. The Report states that the Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government should continue progress toward the passage of anti-trafficking legislation and develop national procedures for victim protection, including screening undocumented immigrants for signs of victimization prior to deportation. The government should also compile national statistics on the number of trafficking cases prosecuted and victims assisted.

Program Summary

This fifteen month, \$400,000 International Organization for Migration (IOM) program funded by USAID/South Africa began in September 2006. The portion funded by USAID has three objectives:

1. To build the skills and organizational capacity of South African civil society groups to raise awareness about human trafficking and provide direct assistance to trafficked persons, through training of civil society trainers; training follow-up and monitoring; conducting provincial counter-trafficking coordination meetings; developing civil-society-led, provincial public awareness campaigns about trafficking in persons. Beginning in April, 2007 and continuing through July and August, 60 trainers will be trained. They will divide into 30 teams of two, and each team will go around the country and train a group of 20, for a proposed total of 600 trained persons. Trainings will advise local and provincial governments on trafficking in persons, alerting communities to the dangers of trafficking and its illegality, and teach vulnerable groups how to recognize dangerous situations. These trainings will continue through 2008. Those 600 trainers are asked to hold at least one meeting in their community, trying to reach 20 people each, for an approximate 10,000 – 20,000 people reached in total.
2. To refurbish one existing shelter, and establish services as developed from IOM's established best practices in legal and psychosocial counseling. This shelter will join IOM's existing network of shelters in southern Africa. Working

with a local partner, IOM will establish the proposed shelter in a province of South Africa that has no or insufficient capacity to securely accommodate and assist victims of trafficking. With the aim of providing a secure environment for trauma and psychosocial counseling, IOM will train shelter staff on the definition of trafficking in persons and victim screening, special needs of victims, cultural aspects of interacting and assisting persons trafficked from abroad, and shelter security measures. To ensure physical protection to victims, IOM will also finance high-security measures, including fencing and closed circuit television cameras, at the facility.

3. To support IOM's mission of rescuing victims of trafficking. IOM's national program includes the rescuing of victims of trafficking; through the funding provided by USAID, IOM will rescue an additional ten victims.

USAID's grant also pays the salary of a national anti-trafficking coordinator for IOM.

Lessons Learned

IOM's national coordinator was hired as of February 2007, five months after the start of the program, which severely delayed the start of actual programming. According to Stephen Snook of USAID/South Africa, since USAID is only a minor contributor to this program, the Mission does not have very much leverage in influencing IOM.

Recommendations

South Africa is on the Tier 2 Watch List. The Government of South Africa wants to be off the list and is contemplating passing anti-trafficking legislation. However, there has not yet been a concerted effort to take on the problem of trafficking because the Government does not think trafficking is a serious concern. Trafficking is not a priority problem for the government, because the baseline research has not been conducted. According to Stephen Snook of USAID/South Africa, "My main concern is that we're shooting in the dark. We need funding for basic research into the nature and extent of TIP in South Africa... Anecdotally, we know that lots of women from Southeast Asia and the former Soviet Union are in the South African sex trade, but we don't know how they got there. There is child labor, but we don't know to what extent it is trafficking." To rectify this, the Mission has requested funding from USAID/Africa Bureau to conduct serious research into the nature and extent of trafficking in South Africa.

ANNEXES

ANNEX A: BIBLIOGRAPHY

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ANNEX B: LIST OF INTERVIEWS

Angela Abdula
Advisor for Trafficking in Persons
Mozambique

Kitty Andang
Project Development Officer
USAID/Benin

Veronica Avati
Chef Programme Protection
UNICEF Cotonou, Benin

Dennis Bilodeau
USAID/Mali

Getahun Dendir
AID Senior Project Management
Specialist
USAID/Ethiopia

Bose Eitokpah
USAID/Nigeria

Steve Herbaly
USAID/Nigeria

Lyvia Kakonge
Conflict and Reintegration Advisor
USAID/Uganda

Ellen Lynch
Protection team Leader and HIV/FP
Officer
USAID/Democratic Republic of the
Congo

Corinne Rafael
Project Development Officer
USAID/Madagascar

Stephen Snook
Deputy Team Leader for Democracy
and Governance
USAID/South Africa

Edward Soyir-Yariga
USAID/West Africa

ANNEX C: INDICATORS

In evaluating these programs, the research team developed a system of indicators to measure the success of each program. However, given the difficulties in measurement and the differences among the programs, comprehensive monitoring and evaluation data could not be collected at this time. Below are the indicators, broken down by subsector, as compared to the evaluated programming within that sector.

<i>Prevention</i>	
<p>Programming</p> <ul style="list-style-type: none"> • Awareness raising • Pre-departure counseling for migrants • Improving education • Protection of vulnerable groups and provision of services 	<p>Indicators:</p> <ul style="list-style-type: none"> • # of training courses provided <ul style="list-style-type: none"> ○ # of participants and who was trained ○ % of training course participants who can define and describe trafficking in persons ○ % of training course participants who reported a change in attitudes/behaviors ○ Long-term: 6 months/1 year later, was the change still evident? • # of awareness raising events in community, through media, inter-personal communication and training seminars • % of target audience who were exposed to awareness-raising information activities and remember messages (print, theatre, mass media) • % of community leaders who can describe out-of-school youths' vulnerability to trafficking • # of public awareness campaigns about TIP completed • # of peer support groups for out-of-school youth • # of economic development support activities for sustainable livelihoods for vulnerable populations • # of life skills promotion activities for vulnerable groups • # of vulnerable individuals provided with psychosocial support services by trained counselors • # of participants in activities on community sensitization, mobilization, & dialogue on psychosocial & protection issues
<i>Protection</i>	
<p>Programming</p> <ul style="list-style-type: none"> • Social services • Reintegration • Health services for victims 	<p>Indicators:</p> <ul style="list-style-type: none"> • # of contacts made to alert a program or government agency about children in servitude or sexual exploitation (e.g., via hotline, internet site, NGO or law enforcement office) • # of children and adults removed from a place of exploitation without endangering others not rescued • # of identified and seized trafficking victims who have been placed in an appropriate setting for care and support, rehabilitation • # of successfully reintegrated trafficking victims as measured 12, 24 months after their initial reintegration • # of shelters/safe houses established for TIP victims • # of rescued victims provided with trauma counseling and/or psychosocial counseling • # of rescued victims provided with healthcare • # of rescued victims provided with education/skills training

	<ul style="list-style-type: none"> • # of victims accessing micro-credit facility
Prosecution	
<p>Programming</p> <ul style="list-style-type: none"> • Capacity building, especially of law enforcement • Judicial Training 	<p>Indicators:</p> <ul style="list-style-type: none"> • # of law enforcement/judges training (disaggregated by sex/Agency/Total) <ul style="list-style-type: none"> ○ % of target population trained ○ Did the program conduct pre and post- training evaluation of participants? If yes, how many evaluation surveys were recorded? ○ % of training course participants who can define and describe trafficking in persons ○ % of training course participants who reported a change in attitudes/behaviors ○ Long-term follow-up: 6 months/1 year later, was the change still evident? • # of contacts made to alert a program or government agency about children in servitude or sexual exploitation • % of cases that are publicly reported • # of traffickers and accomplices arrested <ul style="list-style-type: none"> ○ % prosecuted ○ % of those prosecuted that are convicted • # of TIP victims rescued • # of law enforcement units using provided communication equipment <ul style="list-style-type: none"> ○ # trained on provided equipment

ANNEX D: SCOPE OF WORK

Statement of Work Analysis of Trafficking in Persons (TIP) Fund in Africa

I. Summary

The Trafficking in Persons (TIP) Fund in Africa seeks to reduce the vulnerability of women, children, and men to traffickers by promoting political will and strengthening the legal and institutional capacity needed to eliminate trafficking. Operating in Benin, the Democratic Republic of Congo, Ethiopia, Guinea, Madagascar, Mali, Mozambique, Nigeria, South Africa, Sudan, Uganda, and the West African Mission, TIP activities include programs aimed at raising public awareness of the dangers of trafficking, especially for children and young women; providing psychosocial support, medical assistance, skills training, and improved job opportunities for trafficking victims, especially child soldiers and women affiliated with the fighting forces; and increasing legislative protection for trafficking victims as well as creating more stringent punitive measures against those convicted of trafficking.

Given the abundance of TIP programs coordinated by the various U.S. Government agencies, the recommendation was made to discontinue funding for TIP activities under the USAID/AFR/SD/CPG budget after FY 2006. The final status of the program will be determined when the FY2007 budget is approved. To prepare Missions in Africa to take over TIP programming in the region, USAID/AFR/SD/CPG would like to compile success stories and lessons learned through a review of Mission TIP activity reports dating back to FY 2003. USAID/AFR/SD/CPG requests the use of USAID/EGAT/WID Anti-Trafficking in Persons IQC in this endeavor.

II. Background of Projects Funded

Benin:

USAID supports the Government of Benin in its efforts to fight child labor and trafficking through its strategic objective of improved governance in productive and social sectors. The TIP project established by USAID and the Ministry of Family, Women, and Children (MFWC) promotes the protection of vulnerable groups, including children, and through the MFWC's Directorate of Family, Childhood and Adolescence (DFCA) fights child labor and trafficking and provides educational opportunities for child laborers, particularly those engaged in domestic labor (vidomègons), and those who are illegally trafficked abroad.

In August 2005, USAID also began working with UNICEF, the lead donor and senior partner working with the Government of Benin through MFWC to combat child labor and child trafficking assisting UNICEF in implementing its three-pronged approach: prevention, care and reintegration of trafficked children, and legislative reform. UNICEF has worked with MFWC to build its organizational capacity, especially its ability to ensure that services are available within communities, and this grant from USAID has enabled UNICEF to expand its activities into the northern part of Benin. This has the added advantage of reinforcing USAID activities in health and education in these regions.

Democratic Republic of Congo:

The goal of the TIP program in DRC is to ensure the safe reintegration of girls, most of whom are trafficking victims, to their communities in Ituri District and to prevent further abduction, trafficking and sexual violence. This program will inform the development of the country-wide reintegration programs for abductees, in parallel to the national Disarmament, Demobilization, and Reintegration (DDR) Program. Unless the special needs of abductees are addressed, they risk remaining trafficking victims who are forced to either turn to prostitution or continue to live with the soldiers who abducted them to survive.

Ethiopia:

The TIP program in Ethiopia contributes to the Ethiopian Government's efforts in the prevention of trafficking in human beings. In this endeavor, IOM Addis Ababa started offering pre-departure counseling services that aim to empower potential migrants by providing information about the realities of irregular migration, and in particular the potential risks for women. Such risks include negative health consequences, exploitation, violence and abuse. In addition, the Project provides counseling on human rights, financial management and health issues to potential migrants and their families. Such counseling enables the beneficiaries to make better-informed decisions related to migration, as well as to facilitate their social and economic integration in the host country. The Project provides hot-line support to give anonymous counseling services. IOM has also established an outreach network with governmental and non-governmental organizations to refer selected clients for further specialized counseling.

Madagascar:

The TIP program in Madagascar aims to increase public awareness about anti-trafficking in high-risk areas by increasing awareness of TIP-related policies and laws, government and donor actions, and services available to victims and at-risk persons. The program will also improve provision of social services to TIP victims and at-risk persons by increasing access to comprehensive prevention, protection, and reintegration services for TIP victims and at-risk persons. The goal of the program is to strengthen local civil society organizations advocacy and service delivery capacity,

increase information about trafficking, and improve government capacity to institute policy change.

Mali:

The TIP program in Mali consisted of six months of research and training, and 18 months of production of a serial radio drama, which was broadcast throughout Mali, Burkina Faso, and the Ivory Coast. The program addressed the underlying issues (such as insufficient family income) that put children at risk of exploitative labor situations. The overall goal of the project was to motivate attitude and behavior change with regard to children's rights, child trafficking, and reproductive health.

In addition, in 2002, the Women in Development Office of USAID provided support to an anti-trafficking activity to study on perceptions, processes, and consequences of child trafficking in the Sikasso region.

Nigeria:

The TIP program in Nigeria aims to reduce trafficking persons by: 1) building the capacity of law enforcement by providing training on enforcing the anti-TIP law and providing equipment to enhance communication among the law enforcement agencies, 2) providing services to trafficked victims to help prevent re-trafficking, and 3) supporting and building capacity for CSOs engaged in anti-TIP program activities.

South Africa:

The TIP program in South Africa is an extension of IOM's ongoing Southern African Counter-Trafficking Assistance Program (SACTAP), and intends to address the problem of trafficking in persons by building the capacity of South African civil society, including faith-based organizations, to more effectively combat trafficking. To do so, the project will train and certify as many as 75 civil society trainers throughout South Africa, and will create opportunities for them to hone their training skills within their home communities. It will also raise the awareness of more than 500 civil society participants with introductory workshops at the community level, while strengthening the network of stakeholders.

Sudan:

The TIP Program, Support to Abducted Women & Children in South Sudan, aims to reduce incidences of abduction—one of the major protection issues in southern Sudan. This work is complemented by funds from Department for International Development (DFID). In addition, funds from Save the Children (NZ) and Comic Relief are used to support child protection activities related to the promotion of children's participation and the follow-up and reintegration of demobilized child soldiers.

Uganda:

The TIP Program in Uganda aims to target individuals and groups socially reintegrated for psychosocial healing; identify and respond appropriately to the psychosocial needs of vulnerable groups affected by conflict-related violence in targeted districts; raise awareness in community of peacebuilding, economic development, and human rights strategies; encourage communities, organizations, and individuals to provide and support peacebuilding activities pertaining to inter-community conflict; improve HIV/AIDS planning and data capture; increase access to and utilization of HIV/AIDS prevention programs and care and treatment; and increase local NGO partners' efficiency and effectively.

In addition, in 2001, the Women in Development Office of USAID provided support to an anti-trafficking activity aimed at re-integrating formerly abducted girls by providing basic life-skills training, literacy and HIV prevention programs.

West Africa (Niger):

The TIP Program in Niger supports the work of PMC, an international, non-profit organization that works worldwide with broadcast media to develop entertainment-education programs to protect children from exploitative labor and trafficking, as well as other behavior change endeavors aimed at promoting improved reproductive health and avoidance of HIV/AIDS.

In addition, in 2004, the Women in Development Office of USAID provided support to an anti-trafficking activity in the West Africa Regional Mission to continue objectives of the ECOWAS Plan of Action against Trafficking in Persons through judicial training to implement relevant anti-human trafficking legislation and public awareness campaigns.

III. Objectives

The objective of this activity is to:

- Conduct a country by country analysis of each anti-trafficking activity funded by the Trafficking in Persons (TIP) Fund in Africa and by the WID Office in that region within the context of identified trafficking patterns
- Identify best practices and lessons learned on the basis of this analysis

The result of this analysis will contribute to U.S.G. Mission planning in Africa concerning the scope and focus of future anti-trafficking activities.

IV. Methods

ATTO will conduct a desk review of the information that is in print on the anti-trafficking activities identified above, plus those funded in Africa by the WID Office. ATTO will develop a survey instrument to standardize all information reported by the Missions,

using this survey to collect additional data from the Missions where needed. ATTO also will develop a series of indicators that can be used to discuss the successes/failures of the anti-trafficking activities identified.

V. Period of Performance

ATTO will devote resources of the Task Order to this activity between early November and mid January 2007.

VI. Special Instructions

For documents necessary to the completion of this task, ATTO will provide translations to English for Mission-generated documents in the French language that have not been previously translated.

VII. Tasks and Timeline

1. Tasks: ATTO's tasks will include but are not limited to:

- a) Carry out a review and analysis of pertinent literature and documents
- b) Meet with USAID/AFR/SD/CPG for an initial briefing and discussion of the content and deliverables associated with SOW; continue to meet with USAID/AFR/SD/CPG as project deliverables are developed
- c) Develop a survey instrument to standardize all information reported by the Missions
- e) Develop a series of indicators that can be used to discuss the successes/failures of the activities
- f) Provide USAID/AFR/SD/CPG and CTO Mary Knox with the results of the analysis, with a particular emphasis on identifying best practices and lessons learned on the basis of this analysis

2. Timeline:

November 14:	Inventory completed, first draft of survey written
November 24:	Final version of survey sent out to the missions
December 15:	Deadline given to missions for returning surveys, missing information, indicators developed
February 23:	First drafts of country sections completed
March 23:	First draft of overall summary, recommendations, and conclusions
April 13:	Final draft of entire document completed

VIII. Deliverables

ATTO will be expected to:

1. Work with USAID/AFR/SD/CPG to collect and review all relevant program materials
2. Meet with USAID/AFR/SD/CPG on a bi-monthly basis to provide updates on the progress of the work. During these meetings dates will be set for ATTO to submit a survey instrument and subsequently to submit a series of indicators for evaluating the TIP Fund activities.
3. Present a near to final draft report to USAID/AFR/SD/CPG and the CTO providing a country by country analysis of TIP activities and identifying best practices and lessons learned.
4. Provide a final written report to USAID/AFR/SD/CPG within ten working days after receipt of USAID/AFR/SD/CPG's and CTO's comments and inputs

IX. Relationships and Responsibilities

Under the direction of the CTO, the Contractor will obtain guidance for this task from USAID/AFR/SD/CPG. ATTO will work closely with Alexious Butler, Democracy and Governance Specialist.

ANNEX E: BLANK SURVEY

I. Basic Project Information

Country:
Implementing Partner(s) (by Fiscal Year):
Local and International sub-grantees:
Total Cost:
Obligated to Date:
Start Date:
(Anticipated) End Date:

USAID contact:
Email:
Phone:

Implementing partner(s) contact:
Email:
Phone:

II. Reporting Materials

So far, we have not received any reports or other documents.

Please send us the materials, if available, as described in the following chart as soon as possible:

proposal
contract
1st quarterly report
2nd quarterly report
3rd quarterly report
4th quarterly report
1st annual report
external publications
technical reports/materials
evaluations

III. Project Description

In narrative form, please address the following questions:

- What are the strategic objectives that this project addresses?
- Please give a description of the work plan (or attach as a separate document).
- What are the implementing methods of the project?
- What are the goals and targets of the project?
- What activities has the project completed thus far?

IV. Accomplishments

Please list the successes and accomplishments achieved by the project. If you have any technical materials, success stories, or kudos to complement your description, please attach as a separate document.

V. Lessons Learned

VI. Obstacles and Challenges

VII. Solutions

VIII. Principal Indicators

Please list all monitoring and evaluation indicators that have been developed for this project. If a PMP has been developed, please attach as a separate document.

IX. Networks Built and Plans for Sustainability

Please describe the networks that have been established by this project, and the plans for sustainability past the project's end date.

X. Other Work in Trafficking

Please describe other programs being implemented in country and in the region that address trafficking.

ANNEX F: SAMPLE INTERVIEW QUESTIONS

These questions represent the major, overarching questions asked in every country interview. Each country interview also included project-specific questions.

- What have been the project's greatest successes? How were these activities implemented? How were these activities received by beneficiaries?
- What have been the biggest challenges of the program? What did the project do to overcome these challenges?
- What would be your recommendations for:
 - The remainder of this project (if applicable)
 - Other trafficking projects in this country
 - Trafficking programming in the region

ⁱ UNICEF. 2006. *USAID-Funded Project: An Integrated Approach to Combating Child Trafficking. Progress Report: 2nd Quarter 2006 (April-June)*. Benin: USAID. Page 2

ⁱⁱ UNICEF. 2006. *USAID-Funded Project: An Integrated Approach to Combating Child Trafficking. Progress Report: 2nd Quarter 2006 (April-June)*. Benin: USAID. Page 3