Trafficking in the ANE Region:

Problem Analysis and Proposed Framework for USAID Response

June 2004

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FOREWORD

The purpose of this anti-trafficking framework for the Asia and Near East (ANE) region is to develop a strategic, multisectoral response to trafficking in persons, with the specific objectives of identifying priorities for anti-trafficking efforts in the region and suggesting methods of integrating anti-trafficking activities into specific USAID sectors. The framework is within the context of ongoing USAID anti-trafficking programs in the ANE region and the U.S. government's anti-trafficking policy, articulated in the U.S. Trafficking Victims Protection Act, 2000.

The framework was prepared at the request of the USAID Asia and Near East bureau as a tool to assist field missions in their pursuit of integrating anti-trafficking activities within ongoing sectoral portfolios, while elucidating key areas of concern. It was prepared under the Short-Term Technical Assistance and Research under the Bureau of Economic Growth, Agriculture and Trade's Office of Women in Development (EGAT/WID) Management to Support USAID Washington and Field Mission Anti-Trafficking Activities GEW-I-00-02-00017-00 , Task Order #1 (ATTO), managed by Development Alternatives Inc. (DAI).

The background research on the framework began on November 25, 2003, starting with a desk review of existing anti-trafficking publications and programs in the ANE region by the team leader, Ruchira Gupta, and consultants Lisa Kurbiel and Jill Tirnauer. Ruchira Gupta is the anti-trafficking expert for the ATTO. Lisa Kurbiel was the Focal Point on Child Trafficking for the United Nations Children's Fund (UNICEF) and is currently documenting best practices to end trafficking for the United Nations. Jill Tirnauer is a Senior Analyst for the QED Group, LLC.

The research was followed by an analysis of collected documents to assess needs, gaps, lessons learned, and best practices to end trafficking in persons. Professor Louise Shelley, Director, Transnational Crime and Corruption Center (TraCCC), American University, joined the team to identify the needs and gaps in anti-trafficking activity in the ANE region.

The team also contacted and spoke to several experts, stakeholders in anti-trafficking activity in the ANE region based in New York or Washington D.C., international nongovernmental organizations (NGOs), and USAID members of the ANE bureau.

The framework is based on material collected and interviews conducted in Washington D.C. from November 2003 to January 2004. The team wishes to thank all of those who took the time to meet with us and share their thoughts, information, and insight.

The team wishes to thank the ANE bureau for providing the support and background information needed to develop the framework: Lynn Sauls, Billy Pick, Matt Friedman, and in particular, Vijitha M. Eyango and Vathani Amirthanayagam. It also wishes to thank Nicole Zdrojewski at DAI for her administrative support.

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EXECUTIVE SUMMARY

The purpose of this anti-trafficking framework for the Asia and Near East region is to develop a strategic, multisectoral response to trafficking in persons with the specific objective of:

- Identifying priorities for anti-trafficking efforts in the region; and
- Suggesting methods to operationalize the priorities by integrating anti-trafficking activities into specific USAID sectors.

Data were gathered during two phases.

Phase 1—Background research that included:

- Review of existing literature on the causes and magnitude of trafficking in the ANE region;
- Collection of available descriptions of USAID programs against trafficking in ANE;
- Survey of partner NGOs in ANE; and
- Review of existing legal and political frameworks and institutions in ANE.

Phase 2—Interviews with selected stakeholders in Washington, D.C. and the field, in consultation with the ANE bureau.

SUMMARY OF FINDINGS

The following is a summary of the primary findings of the research on which the anti-trafficking framework for ANE is based. Each of these issues is discussed in more depth in the main document.

Scale and nature of trafficking in the ANE region: Numbers documenting the trafficking of persons in the ANE are often contested. For the purposes of this framework, we rely on the U.S. government Trafficking in Persons Report, 2003, estimating that approximately 800,000 to 900,000 people in the world are trafficked across national borders annually, excluding those trafficked within countries. The data for the U.S. government report have been analyzed by the Central Intelligence Agency (CIA) based on U.S. embassy reports, NGO assessments, local government statistics, media reports, and reports by international organizations. According to the Asian Development Bank (ADB), roughly 150,000 women and children are trafficked from and within South Asia and 225,000 from Southeast Asia every year. There are very little data available for the Near East.

Increasingly, women and children form the majority of those trafficked and the victims are getting younger. Some of the trafficked children are only five years old.

Legal framework: The legal mandate for anti-trafficking responses is provided by the U.S. Trafficking Victims Protection Act, 2000, which follows the spirit of the U.N. Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (2000), supplementing the U.N. Convention Against Transnational Organized Crime, Article 3. The protocol reflects the distinction between trafficking, migration, and smuggling. Trafficking in persons is for the purposes of exploitation and may be with or without the consent of the victim, whereas migration may occur with the willing consent of a migrant through legal or illegal channels, but is not for the purposes of exploitation. Smuggling is more directly concerned with the manner in which a person enters a country illegally with the involvement of third parties and addresses people who have given their consent to be smuggled.

Emerging trends: The background research and interviews reveal that more and more women and children are being trafficked, including for bonded child labor; new methods of recruitment are emerging, such as the Internet; intergenerational trafficking has increased, with trafficked women unable to prevent their children from being pulled into situations of sexual exploitation or cheap labor; crime syndicates are linked with trafficking networks; source and destination sites are constantly expanding and changing; and new sectors are driving the demand, such as sex-tourism, construction work, nursing, transport, pornography, and the garment and carpet industries.

Causes of trafficking: The increase in trafficking over the last 10 years has been devastating, due to a rise in relative disparities in the region, more efficient "supply" chains provided by new technologies, economic and political transitions in countries, internal displacement, further entrenchment of organized criminal syndicates in the slave trade, and the HIV/AIDS pandemic, leading to increasingly vulnerable orphaned children and destitute women. These factors, combined with pervasive poverty and the increasing demand for exploitative labor and sex, have led to a boost in the flesh trade.

Consequences: The erosion of social and family cohesion (where the worth of the individual to society is devalued, leading to decreasing social trust and diminished relationships) is one of the most chilling consequences of trafficking, manifesting itself in many different forms: a rise in violence against women, widening gender gaps, and a demographic imbalance caused by the many missing girls (some villages in Nepal and Thailand have no adolescent girls left). Other consequences are an increase in orphaned and vulnerable children, youth dislocation without formal education, alienation, alcoholism, infidelity, violence, desertion and divorce, dysfunctional families, the erosion of labor standards, and economic slowdown.

USAID response: Anti-trafficking efforts in the ANE region have ranged from research, networking, vulnerability reduction, prevention, institutional reform, recovery and integration, law enforcement (prosecution), and interagency planning and coordination. Countries have focused more on prevention through training programs than on vulnerability reduction of those at risk to being trafficked.

RECOMMENDATIONS IN THE FRAMEWORK

The framework recommends a flexible set of activities, after identifying country-specific needs for anti-trafficking efforts.

1. Operating Principles:

Development perspective: The recommendations are based on USAID/ANE bureau's strategic advantage in addressing the vulnerabilities of trafficked individuals or those at risk to trafficking. Anti-trafficking interventions can be either short-term activities, which affect the various stages in the lifecycle of the trafficked individual, or long-term activities, which break the cycle of violence of the trafficking process. These are not mutually exclusive. Instead, there is an ongoing continuum in which the two forms of intervention complement each other.

Targeted implementation: This framework encourages missions and partners to work with vulnerable populations in high-risk environments (such as border towns, factory clusters, slums and shanties, and red-light areas) and situations (such as conflict, natural disasters, domestic violence, pervasive poverty, and lack of social capital). All activities identified in this document should be programmed in a targeted manner, with a special emphasis on children and youth, since they are particularly vulnerable to trafficking.

Gender integration: Gender discrimination exacerbates the effect of poverty among women and girls in many of the Asian and Near East countries. Consequently, women and children are the majority of those trafficked. A gender perspective, though often woman-centered, is not women-exclusive. Gendered stereotypes that present men as powerful and operating in the public sphere, and women as passive and primarily relegated to the privacy of domesticity, feed the misconception in many societies that 'men migrate, but women are trafficked.' What is often not recognized is that men, too, are trafficked, that women are not only trafficked, but also migrate, and that trafficking often occurs within the process of migration. Therefore, it is critical that gender-based differences in the causes and consequences of trafficking be considered in the design and implementation of all USAID anti-trafficking activities in the ANE region.

Multisectoral approach: The ANE framework highlights the need to mainstream trafficking interventions into regional, national, and local programs by integrating activities into all USAID sectors. It sees anti-trafficking intervention as a cross-cutting issue that affects all aspects of a person's life and therefore takes a multisectoral approach. The framework captures a range of activities, from law enforcement intervention to activities such as economics, governance, civil society strengthening, agriculture, finance, development cooperation and knowledge sharing among organizations, and communication among stakeholders. This approach has the benefit of short-term results, while gradually and incrementally addressing the long-term, systemic problem.

2. Recommended Activities for a Multisectoral Approach:

Agriculture: Girls, boys, women, and men from rural villages are prey to traffickers when agriculture, the primary livelihood option, becomes unsustainable due to reduction in water supplies, reduced markets, reallocation of land for other projects, and destruction of land by natural disasters. It is therefore imperative that the agriculture sector target rural areas with high numbers of trafficked people. Suggested activities in the main document will lead to sustainable agricultural options with market linkages for high-risk populations and a reduction in bonded and exploitative labor.

> *For example:* The support of mothers' groups in deforested high-risk villages to reclaim community land for alternative livelihoods in Nepal has reduced the vulnerability of women to traffickers.

Democracy and Governance: Trafficking leads to and is a direct consequence of a weakened rule of law. Organized criminal syndicates have institutionalized the trafficking of human beings in the last 10 years by setting up efficient systems for the recruitment, transport, and exploitation of human beings. The syndicates either take advantage of the "culture of acceptability" among policy makers and law enforcement officials, or build a nexus between the police, politicians, and mafia to operate the trafficking rings. The suggested activities will increase social and legal services for vulnerable groups—especially women and children—and result in convictions of traffickers and the dismantling of organized criminal syndicates.

> *For example:* Building the capacity of cross-border networks—such as partnerships between NGOs and governments for the return and reintegration of trafficked and other vulnerable migrant women and children—prevents the retrafficking of individuals in the Mekong subregion.

Economic Growth: Most victims of sexual trafficking or domestic violence are illiterate, lack skills, have low self-esteem, or are unemployed. The suggested activities in the main document will prevent trafficking and assist in rehabilitating and reintegrating victims and survivors of trafficking, by challenging the vulnerabilities to trafficking through economic security and sustainable livelihood options for high-risk populations.

> *For example:* The support of activities to develop corporate responsibility for higher labor standards reduces the demand for exploitative labor and sex in Indonesia.

Education: Trafficking syndicates take advantage of families' lack of education to trick, lure, and seduce potential victims, further leading to a whole generation of trafficked youth deprived of access to education. The suggested activities in the main document will help individuals and communities build a resistance to traffickers and equip victims to start a new life.

For example: The provision of quality education to at-risk children, including boarding school referrals for children of sexually exploited women and trafficked people, prevents intergenerational trafficking in India.

Environment: Environmental disasters or changing lifestyles impacted by the change in natural environment leads to the alienation, dislocation, and displacement of people, making them vulnerable to traffickers. The suggested activities in the main document will promote balanced urbanization and the preservation of natural resources in trafficking-prone areas.

For example: Reforestation programs in high-risk villages enable women to resist the lure of traffickers in Nepal.

Population, Health, and Nutrition: Individual and public health consequences of trafficking reverberate through source, transit, and destination sites, leading to increased HIV/AIDS and other sexually transmitted infection rates, repeated and forced abortions, psycho-social trauma, rape, beatings, tuberculosis, jaundice, mental health problems, alcoholism, drug addiction, alienation, malnutrition, early death, and stressed state social welfare services. The suggested activities in the main document will ensure quality health care services will be available to trafficked persons in high-risk situations, continued health care will be available for rehabilitated and reintegrated survivors, and law enforcement officials will be trained on the health consequences of trafficking.

For example: The funding of care and support systems for children orphaned by HIV/AIDS—who are especially vulnerable to trafficking—prevents further trafficking in Thailand.

Multisectoral: Since trafficking impacts all aspects of an individual's life, certain activities have to be programmed in a multisectoral manner.

For example: Funding an interagency and interdisciplinary team, composed of a police officer, prosecutor, doctor, psychologist/psychiatrist, and social worker, will meet the immediate needs of survivors of trafficking, mitigating the consequences of trafficking in Manila, Philippines.

3. Proposed Steps:

The framework provides a detailed flow chart in the main document, which outlines steps to an anti-trafficking intervention. Some of the steps may be skipped, since some country and regional activity in the ANE region has already begun and milestones have been achieved. The recommended first step is to identify high-risk situations and areas. Step two is a policy and capacity assessment, which includes a gender analysis. Step three reviews lessons learned, best practices, and sets priorities based on needs and gaps. Step four draws up a plan of action with built-in evaluation methods. Step five is the implementation of the plan and its impact assessment, which then leads cyclically to step one.

4. Impact analysis:

Reliable measures will benefit program design and management, and help convey an understanding of which interventions work well and not so well at the local, national, and regional level.

Implementers and program staff have expressed the need to develop a more extensive compilation of standardized indicators, which can be tailored to interventions, countries, and implementers. They recommend that a work group refine existing draft indicators for anti-trafficking interventions and propose new quantitative and qualitative measures, which can capture the magnitude of trafficking as well as indicate progress toward intended outputs and medium- and long-term results.

The main document lists sample indicators for measuring progress against the results framework. Final indicator selection, based on common agreement among stakeholders, will depend on the adopted strategy and defined activities.

REPORT FORMAT

The report is divided into two parts.

Part One: U.S. and international policy, statement of the problem, best practices, and lessons learned—describing what trafficking is, the scope and magnitude of the problem, the U.S. policy framework to address the issue, and lessons learned from the analysis of reviewed best practices.

Part Two: A suggested anti-trafficking framework—describing a multisectoral response, sample indicators to assess impact, and guiding principles to prioritize activities.

PART ONE

1. INTRODUCTION

1.1. BACKGROUND

Trafficking in persons has reached devastating dimensions worldwide. According to the U.S. Trafficking in Persons Report, 2003, approximately 800,000 to 900,000 people are trafficked across national borders annually.[1] Most of those trafficked are women and children, with some victims as young as five years old.[2] According to the Asian Development Bank, roughly 150,000 women and children from South Asia and 225,000 from Southeast Asia are trafficked yearly. Very little data are available for the Near East. Vertical linkages exist between trafficking networks and criminal syndicates, institutionalizing this modern form of slavery.

USAID's Asia and Near East Bureau (ANE) has been working to prevent trafficking in persons since the late 1990s. In order to build on experience to date and to make sure future programs are effective, it now wishes to:

- Identify priorities for regional anti-trafficking efforts through a strategic planning process;
- Create a stronger empirical foundation for all trafficking activities;
- Analyze existing anti-trafficking activities within the region; and
- Track the impact of trafficking efforts throughout the region.

The ANE bureau has obtained the services of DAI via the EGAT/WID Anti-Trafficking Task Order to develop a strategic, multisectoral framework for ANE's response to trafficking. (See Annex A for ANE scope of work and Annex B, Trafficking Retreat report from Bangkok.)

1.2. WHAT IS TRAFFICKING IN PERSONS?

The international definition of trafficking in persons is provided by the U.N. Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (2000), supplementing the U.N. Convention against Transnational Organized Crime.

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[1] www.state.gov/g/tip/rls/tiprpt/2003/
[2] See Rina Sengupta and Shireen Huq, Trafficking of Persons and Gender Inequality in South Asia, unpublished paper, October.

The U.N. Protocol provides the following definition, which should be read in its entirety:[3]

> *"Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring, or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of prostitution of others or other forms of sexual exploitation, forced labour, or services, slavery, servitude, or the removal of organs."*

(See Annex C for Legal Frameworks for the U.S. Trafficking Victims Protection Act of 2000 and other relevant conventions and laws related to trafficking in persons in the ANE region.)

1.3. LINKAGES AND DIFFERENCES BETWEEN TRAFFICKING, MIGRATION, AND SMUGGLING

Trafficking, migration, and smuggling are distinct, but interconnected issues.[4] Trafficking in persons is for purposes of exploitation and may be with or without the consent of the victim or survivor, whereas migration may occur with the willing consent of a migrant through legal or illegal channels but is not for the purposes of exploitation. Smuggling is more directly concerned with the manner in which a person enters a country illegally with the involvement of third parties and addresses people who have given their consent to be smuggled.[5]

It is crucial to recognize that trafficking often occurs within the context of migration or the smuggling of people. Many migrant workers are subsequently exploited, and smuggled persons who initially leave their country with the assistance of smuggling networks can easily become victims of trafficking. Because these categories are not always static, the

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[3] U.N. Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (2000), supplementing the U.N. Convention Against Transnational Organized Crime, Article 3. The definition in Article 3 subparagraph (a) of the protocol is further elaborated in the following subparagraphs of Article 3: "(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used; (c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in subparagraph (a) of this article; (d) 'Child' shall mean any person under eighteen years of age." The U.S. Government, through the Trafficking Victims Protection Act, defines "severe forms of trafficking in persons" as: (a) Sex trafficking in which a commercial sex act is induced by force, fraud or coercion, or in which the person induced to perform such act has not attained 18 years of age; or, (b) The recruitment, harboring, transportation or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.

[4] See Mike Kaye, The Migration-Trafficking Nexus: Combating Trafficking through the Protection of Migrants' Rights, Anti-Slavery International, 2003.

[5] Protocol against Smuggling of Migrants by Land, Sea and Air, supplementing U.N. Convention against Transnational Organized Crime (2000) contains the following definition of smuggling: The procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of illegal entry of a person into a State Party of which the person is not a national or permanent resident.

determination of whether a person is trafficked should depend on the intended or ultimate exploitation of a person, rather than the person's initial intention or consent to travel or gain employment. It is important to remember that the trafficked person is not the perpetrator of the crime but the victim. Very often, countries treat victims or survivors of trafficking as illegal immigrants. To distinguish between migrations, smuggling of people, and trafficking, it is best to apply the definition in the U.N. protocol along with its subclauses.

2.   STATEMENT OF THE PROBLEM

2.1.   CAUSES OF TRAFFICKING IN ANE

The nature and scale of trafficking have undergone a dramatic change in the ANE region in the last 10 years. The numbers of trafficked individuals have gone up, the ages of trafficked people have come down, and criminal syndicates have become intertwined with local trafficking networks. Very little data are available for the Near East and the data from East and South Asia are often contested. However, according to reliable estimates by the U.S. Trafficking in Persons Report, 2003, approximately 800,000 to 900,000 people are trafficked across national borders annually.[6] Most of those trafficked are women and children, some as young as five.[7] According to the Asian Development Bank, roughly 150,000 women and children from South Asia and 225,000 from Southeast Asia are trafficked yearly. In many countries in the region, the nature of trafficking has become cyclical, as health, social, and economic consequences of trafficking exacerbate the very factors that increase trafficking vulnerability. An example is HIV/AIDS: the demand for young virgins by HIV-positive men has fueled the demand for trafficking. These girls have then ended up with HIV/AIDS and new customers who visit them in turn end up with AIDS and so the cycle continues.

Fundamental Factors

Trafficking in the ANE region is fueled by relative deprivations caused by deep-seated poverty, the low status of women in many societies, and the growing demand in many countries in and outside the ANE region for the services of trafficked people, especially women and children, for sexual exploitation[8] and hazardous[9] and exploitative labor.[10] Specifically, these demand factors give rise to domestic servitude;[11] prostitution; pedophilia; resale of human organs;[12] camel jockeys;[13] begging; slavery-like practices in sweatshops, plantations, and construction sites; mail-order brides; charlatan adoption agencies supplying

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[6] www.state.gov/g/tip/rls/tiprpt/2003/
[7] See Rina Sengupta and Shireen Huq, Trafficking of Persons and Gender Inequality in South Asia, unpublished paper, October.
[8] Economic and Social Commission for Asia and the Pacific (ESCAP). Evaluation report of ESCAP resolution 53/4 on the Elimination of Sexual Exploitation of Children and Youth in the Asia and the Pacific, New York, U.N. 2002. Also see Exposed: City's 'Sex Slave.' Mark Forbes, The Age, Sunday May 9, 1999; Trafficking in Human Beings in Southeast Europe, UNICEF, United Nations Office of the High Commissioner for Human Rights (UNOHCHR), Organization for Security and Cooperation in Europe/Office for the Development Institution and Human Rights (OSCE-ODIHR), 2002; Trafficking in Persons (Russia), Natalia Kigai, paper commissioned by the Swedish Ministry of Foreign Affairs, 2001.
[9] Jan Raymond, a Comparative Study of Women Trafficked in the Migration Process, Coalition Against Trafficking in Women (CATW) 2000.
[10] Asian Development Back, Combatting Trafficking of Women and Children, Manila, 2003.
[11] Baker, Hinton,Crawford, the Sexual Exploitation of working children, Univ. of Edinborough, Dept. of Anthroplogy, 2001.
[12] Organ Watch Project, University of California, Berkeley.
[13] Salma Ali, Camel Jockeys Trafficking to the Gulf, Bangladesh National Women Lawyers' Association, 2003.

children to prospective parents; forced recruitment of child soldiers and women combatants; couriers for drug trafficking; and pornography. Increased demand is linked to sex-tourism[14] and the culture of militarization, in which there is an increase in sexual violence.

Secondary Factors

Trafficking in the ANE region is intensified by the erosion of social stability, which devalues a human being; hostile political environments; unsafe migration and the marginalization of certain communities or ethnic groups (castes, tribes, or minority religions); conflict and natural disasters; the unexpected consequences of infrastructure projects, the planners of which did not take into account their socioeconomic impact; and the alienation and vulnerability of internally displaced people (such as those in Vietnam, China, and Mongolia).

What has led to the devastating increase in the last 10 years?

- **Crime syndicates:** Today, organized criminal syndicates have taken over the trade in humans, institutionalizing this modern form of slavery. These linkages lead to hefty profits from trafficking, which, according to some estimates, are third only to the underground narcotics and arms trade.[15]

- **Efficient "supply" chain:**[16] New technologies have made the trafficking of children, women, and men more efficient. For example, the Internet is used to induce and deceive vulnerable individuals in order to obtain initial agreement to offers of travel and employment by making false promises of well-paid, legitimate jobs and residency status in more prosperous countries; or by false befriending, declarations of love, and fake marriages. Faster transportation has made moving people from one location to another much easier.

- **New demands:** Demand is also driven by new sectors, including construction work, transport, tourism, pornography, and the garment and carpet industries.[17] The demand for military service by child soldiers and women combatants is also a new reason for trafficking.

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[14] Desai, Nishtha, See the Evil, Mumbai Vikas Adhyayan Kendra, 2001.

[15] In 1997, according to U.N. calculations, the procurers, smugglers, and corrupt public officials who ply the emerging international trade in human beings extracted $7 billion in profits from their cargo. See United Nations Office of Drugs and Crime (www.unodc.org).

[16] Trafficking in human beings, new approaches, International Labour Organisation (ILO) 2002.

[17] International Labour Organisation, Gender Promotion Program, Preventing Discrimination, Exploitation and Abuse of Women Migrant Workers, An Information Guide: Booklet 6, Trafficking of Women and Girls, Geneva: ILO.

- **Relative disparities:** Widening visible disparities within populations have resulted in people flowing from poorer to more prosperous venues.[18]

- **Transition in countries:**[19] Political and economic transitions in countries have led to changing borders, new systems of production, demand for new kinds of jobs, and sometimes a culture of militarization, which increases sexual violence and devalues women.

Figure 1: Factors Leading to Increased Trafficking in ANE

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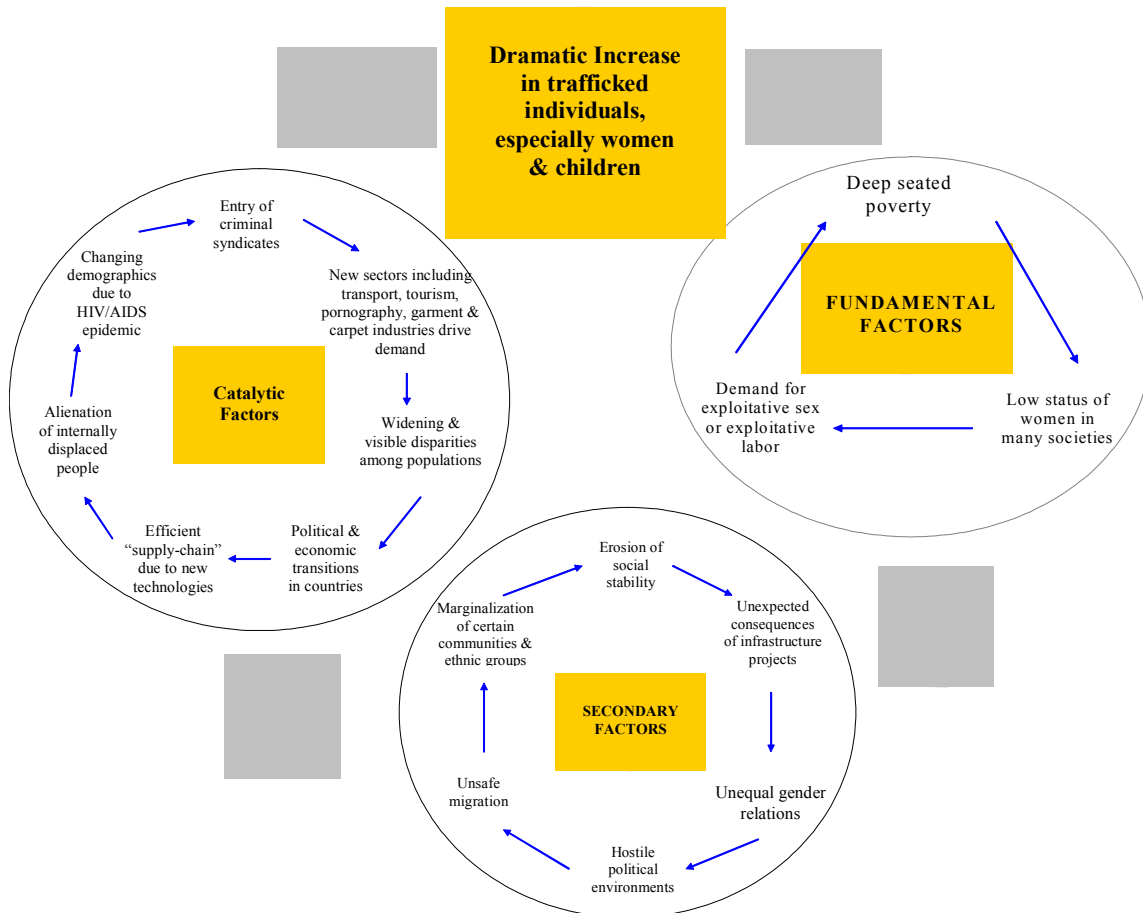
[18] See Jean D'Cunha, Trafficking and Prostitution from a Gender and Human Rights Perspective: the Thai Experience, in "a Comparative Study of Women Trafficked in the Migration Process" (Indonesia, the Philippines, Thailand, Venezuela, and the United States), CATW, February 2000. The International Organization for Migration (IOM) has identified Russia, Ukraine, Poland, and the Baltic states as emerging source sites; Hungary, Romania, and the Czech Republic as important transit countries; and the United States has now joined Western European countries, especially the Netherlands, Belgium, Germany, Italy, and Greece, as principal destinations.

[19] Misra and Rosenberg, Forms of trafficking in Indonesia, 2003.

- **Internal displacement:** Alienation of internally displaced people (for example, in Vietnam, China, and Mongolia) increase vulnerability to trafficking.[20]

- **HIV/AIDS epidemic:**[21] This pandemic has created a generation of AIDS orphans vulnerable to traffickers in Cambodia, Thailand, and Vietnam. It has also led to the utter destitution of families who cannot afford care and support for HIV/AIDS patients and are in turn vulnerable to trafficking. And it has increased the demand for young virgins by HIV-positive men who believe sex with a virgin will cure them of AIDS.

2.2. CONSEQUENCES OF TRAFFICKING IN THE ANE REGION

Both individuals and societies face negative consequences of trafficking.

The **erosion of social and family cohesion**[22] (where the worth of the individual to society is devalued, leading to decreasing social trust and diminished relationships) is one of the most chilling consequences of trafficking. This erosion manifests itself in many different forms: a rise in violence against women,[23] widening gender gaps, demographic imbalance of missing girls (some villages in Nepal and Thailand have no adolescent girls left),[24] increase in orphaned and vulnerable children, youth dislocation without formal education, alienation, alcoholism, infidelity, violence, desertion and divorce, dysfunctional families, and the weakening of labor standards.[25]

The second devastating cost is the **public health consequences** (which reverberate through source, transit, and destination countries), stressed state social welfare services, increased HIV/AIDS[26] and other sexually transmitted infection rates, repeated and forced abortions, psycho-social trauma, rape, beatings, tuberculosis, jaundice, mental health problems, alcoholism, drug addiction, alienation, malnutrition, and death.

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[20] Hansel, Mary H. "China's One-Child Policy's Effect on Women and the Paradox of Persecution and Trafficking." Southern California Review of Law and Women's Studies, Spring 2002.

[21] ILO/International Programme on the Elimination of Child Labour (IPEC) report, Feb. 2004, on HIV/AIDS and Working Children in Nepal.

[22] When women are trafficked, the impact on the children tends to be severe, resulting in emotional problems, poor grades, dropping out of school, or relatives discharging their responsibilities for girl children by marrying them off early, marital instability and discord, alcoholic husbands, infidelity, violence, desertion and divorce, when the woman returns after a long period of separation, Tinku Khanna, Apne Aap Women Worlwide, Consequences of Female Trafficking in Bihar, India, 2003.

[23] International Labour Organization, Gender Promotion Program, Preventing Discrimination, Exploitation and Abuse of Women Migrant Workers, An Information Guide: Booklet 6, Trafficking of Women and Girls, Geneva: ILO.

[24] Durga Ghimire, ABC Nepal, Bring Our Daughters Home, 2001.

[25] Human Rights Watch/Asia. 1995. Rape for Profit: Trafficking of Nepali Girls and Women to India's Brothels, Human Rights Watch, Vol. 12, No. 5 (A).

[26] Economic and Social Commission for Asia and the Pacific. Sexually Abused and Sexually Exploited Children and Youth in the Greater Mekong Subregion: A Qualitative Assessment of their Health Needs and Available Services. New York: United Nations, 2000.

The third consequence is **economic slowdown**: money shifts from the legitimate economy into the hands of organized crime syndicates, the value of labor[27] is brought down, and agricultural production decreases because many of those trafficked in the ANE region are from rural peasant families.

And finally, the further entrenchment of crime syndicates in societies results in increased corruption and a **weakened rule of law**.

2.3. EMERGING PATTERNS

More and more women and children are being trafficked: Although some victims of trafficking are men, available evidence and general consensus suggest that women and children are the majority of those trafficked. For instance, female migrants to Saudi Arabia outnumber male migrants by nearly 12 to one. They are promised well-paid jobs and end up in exploitative labor situations.[28] The International Organization of Migration (IOM) Bangladesh reports that the overwhelming majority of trafficked women and children are actually led away under deception and/or false promises[29] and that increasingly fewer women victims of trafficking are kidnapped or abducted in Asia and the Near East. Rather, they are tricked and lured by the organized crime syndicates.

Very young children are among those trafficked:[30] Furthermore, the age of trafficked persons appears to be getting younger, with evidence of children as young as five being trafficked. According to ILO/International Programme on the Elimination of Child Labour (IPEC), 61 percent of the nearly 153 million working children between the ages of five and 14 are found in Asia. In recent years, large numbers of children from Cambodia, China, Laos, and Myanmar have been forced to work as prostitutes in Thailand. Both girls and boys from poor rural areas are lured by professional recruiters and traffickers with promises of legitimate jobs in Thailand's booming economy. Girls as young as seven are brought from Myanmar into Thailand through various border checkpoints. From Cambodia, they arrive via several transit points into Thailand. Girls from south China enter by way of Myanmar, and children from Laos are brought across the Mekong River into various provinces in north and northeast Thailand. In south Asia, thousands of Nepali and Bangladeshi girls and women are reportedly sold every year to brothels in Calcutta, Bombay, Delhi, and the Middle East. Child

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[27] www.solidaritycenter.org
[28] Neha Mishra and Ruth Rosenberg, Forms of Trafficking in Indonesia, Solidarity Centre.
[29] It has been reported from certain areas of out-migration in Nepal that many young village girls actively seek to migrate to urban centers to look for 'good' jobs that better their future prospects. They cite examples of the innumerable men and a growing number of women who have left their villages to seek more viable means of livelihood, mostly in India. This phenomenon has set into motion a demonstration effect, whereby young girls and women eagerly desirous of bettering their lives initiate their own out-migration, either independently or through the assistance of agents.
[30] See Rina Sengupta and Shireen Huq, Trafficking of Persons and Gender Inequality in South Asia, unpublished paper, October 2001; Jean D'Cunha, Trafficking and Prostitution from a Gender and Human Rights Perspective: The Thai Experience, in "A Comparative Study of Women Trafficked in the Migration Process" (Indonesia, the Philippines, Thailand, Venezuela, and the United States) CATW, February 2002.

prostitution in Sri Lanka—mostly of boys as young as six years old—has emerged as a serious problem (ILO-IPEC).

Children are increasingly trafficked for exploitative labor besides prostitution: This includes domestic and agricultural work; work in factories, farms, or fishing vessels; or drug trafficking. Thailand receives a large number of children trafficked from Laos, Cambodia, Burma, and China, with the majority coming from Burma. In the Philippines, there are reports of girls as young as 14 years old encouraged by parents to go with recruiters to work as entertainers in Japan. They are brought to Japan with tampered passports, changing their date of birth to meet the age criterion. There are reports of children from Indonesia brought to Singapore, Malaysia, and Taiwan for domestic and farm work, or even for work in small factories. In-country trafficking is rampant in Vietnam and the Philippines for domestic and factory work, as well as for prostitution.

Bonded child labor is more extensively rooted in sociocultural and political structures in parts of South Asia where bonded children are delivered in repayment of a loan or other favors—real or imaginary—given to the parents or guardians of the child. Children work like slaves in the process, never knowing when their debt will finally be considered paid. In countries where the caste system or similar forms of social stratification still prevail—namely India, Nepal, and Pakistan—families and children of the dalits or kamaiyas and other sectors considered low caste are still found in relationships of bondage to landowners and upper-class castes, in spite of existing laws that prohibit slavery in all three countries. Bonded child labor in South Asia is found in agriculture, domestic work, brick kilns, glass industries, tanneries, gem polishing, and many other manufacturing and construction industries.

New and methods of recruitment are emerging:[31] Traffickers sometimes use blatant violence, but more often use subtle inducements and deceptions, which capitalize on an individual's vulnerability in order to obtain initial agreement to offers of travel and employment. These may be promises of well-paid, legitimate jobs, residency status in more prosperous countries, or false befriending, declarations of love, and fake marriages. The Internet is increasingly used in this regard. Material inducements are often provided to relatives and guardians who may or may not be deceived about the fate of the potential victim. Fewer but more extreme cases involve kidnapping and abduction. These cases, while common in parts of South Asia, are less common in the Mekong subregion, although there are widespread reports of the kidnapping of boys for adoption in China and neighboring countries. Raping women as a means of devaluing them in certain cultures is another method of facilitating the trafficking process.

Intergenerational trafficking has increased: With little or no recourse to legal or social assistance, trafficked women are unable to prevent their children from being pulled into situations of sexual exploitation or cheap labor; increasingly, exploitation related to trafficking is passed on to the next generation. In the brothels of Mumbai, India, orphaned children of mothers who have died of HIV/AIDS are immediately put to work by madams.[32] NGOs from Nepal and Thailand recount similar experiences.

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[31] See the Slavery of Women in Asia, Ruchira Gupta, Asiaweek, March 2002.
[32] 'Need for succession planning,' paper presented at the West Bengal Sexual Health Congress, 2002, Ruchira Gupta.

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Vertical and horizontal linkages exist between crime syndicates and trafficking networks: These linkages lead to hefty profits from trafficking, which, according to some estimates, are third only to the underground narcotics and arms trade.[33] Strong connections exist between trafficking networks and public officials who prevent prosecution of traffickers. Traditionally, it was the disadvantaged woman in society who was exploited and had connections with localized crime. Today, organized criminal syndicates have taken over the trade in humans. For example, Afghanistan, Myanmar, and the Golden Triangle region are all areas with a significant drug trade.[34] The illicit economy in Thailand is heavily dependent on gambling, drugs, prostitution, and the arms trade for its overall economy.[35] The Japanese organized crime syndicate, Boryadukan, is a major actor in the Asian sex trade,[36] organizing sex-tourism to Thailand and other countries and importing Asian girls from the

Figure 2: Trafficking Routes

Philippines, Thailand, and other ANE countries to Japan for the sex business.[37] Chinese groups such as the Piglet gang are significantly involved with the sex industry in Thailand and neighboring countries.[38] Indian organized crime, led by individuals based in Dubai, is involved in the international trade of girls and men from Nepal and Bangladesh to major urban centers, particularly Bombay.[39] Russian organized crime traffics men and women to Thailand, India, and Sri Lanka, as well as to some Middle Eastern countries, such as Morocco and Egypt.[40]

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[33] In 1997, according to U.N. calculations, the procurers, smugglers, and corrupt public officials who ply the emerging international trade in human beings extracted $7 billion in profits from their cargo. See United Nations Office of Drugs and Crime (www.unodc.org).

[34] United Nations International Drug Control Programme, World Drug Report, Oxford University Press, pp.122-36.

[35] Pasuk Phongpaichit, Guns, Girls, Gambling and Ganja Thailand's Illegal Economy and Public Policy, Chiang Mai: Silkworm Books, 1998.

[36] David Kaplan and Alec Dubro, Yakuza: Japan's Criminal Underworld Berkeley: University of California Press, 2003.

[37] Macan-Markar.

[38] Lintner, Blood Brothers, pp.222-23.

[39] Singh. Shankar Pratap Singh, "Transnational Organized Crime: The Indian Perspective," Annual Report for 2000 and Resource Material Series No. 59 Tokyo: Unafei, 2002 , www.unafei.or.jo/pdf/no59/ch.29/pdf accessed Jan. 31, 2004.

[40] Bertil Lintner, "the Russian Mafia in Asia," http://www.asiapacificms.com/articles/russian_mafia/, accessed Jan. 31, 2004 and interviews with Russian law enforcement personnel.

Source and destination sites are expanding and changing, with people flows from poorer to more prosperous venues:[41] Source, transit, and destination sites often overlap. In addition to older source and destination sites such as Nepal, Bangladesh, Sri Lanka, India, and the Philippines, emerging source sites in Asia include Afghanistan, Laos, Cambodia, Vietnam, China, and Myanmar, while Thailand continues to be a source, transit, and now important destination country. While Germany, the Netherlands, and Belgium continue to remain important destination points for Asian women, the United States, New Zealand, and Australia are emerging destination sites. New destination points have also developed within Asia, including Malaysia, Singapore, Japan, United Arab Emirates, Saudi Arabia, Hong Kong, and Taiwan. Evidence exists that Russian, Tajik, Kazak, Romanian, and Ukrainian women are being trafficked to Asia.

New sectors are driving the demand: Sectors that drive demand include construction, nursing, transport, tourism, pornography, and the garment and carpet industries.[42] Sex-tourism in Thailand, Sri Lanka, parts of India, and the United Arab Emirates (UAE) have created new destination points for traffickers. The demand for cheap labor has increasingly made the garment and carpet industries the first point of trafficking;[43] Sri Lanka, Bangladesh, Nepal, Vietnam, and the Philippines have begun to use trafficked labor for their garment and carpet industries. South Asia has become the largest supplier of cheap labor to the Middle East.

2.4. SUBREGIONAL SNAPSHOTS

Near East: Very little documentation is available for trafficking within, from, and to the Near East. The IOM and the U.N. Office of Drugs and Crime are developing some needs assessments and studies about trends in trafficking in this subregion. Available information from media reports and IOM and UNODC documentation suggest that trafficking to the Near East is more for exploitative labor than sexual exploitation. Domestic servitude and construction work have largely fueled the demand in trafficking.[44] Women trafficked for domestic servitude, such as nurses and cooks, are also sexually exploited.[45] Dubai has become a new destination for trafficking for prostitution from both South and Central Asia. Children from Bangladesh, West Bengal, India, and Sri Lanka have been trafficked to the UAE, Qatar, and Kuwait to become camel jockeys, according to NGOs from these countries.[46] (The UAE banned camel racing a year ago.) South Asia has become the biggest source for trafficked labor for the Near East. The Philippines, Malaysia, Indonesia, and Sri Lanka are also source areas for this region.[47] Recruitment or "manpower development"

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[41] See Jean D'Cunha, Trafficking and Prostitution from a Gender and Human Rights Perspective: The Thai Experience, in "A Comparative Study of Women Trafficked in the Migration Process" (Indonesia, the Philippines, Thailand, Venezuela and the United States), CATW, February 2000. The IOM has identified Russia, Ukraine, Poland, and the Baltic states as emerging source sites; Hungary, Romania, and the Czech Republic as important transit countries; and the United States has now joined Western European countries, especially the Netherlands, Belgium, Germany, Italy, and Greece as principal destinations.

[42] Jeremy Seabrook, Travels in the Skin Trade: Tourism in the Sex Industry, Sterling Virginia, Pluto Press.

[43] Anuradha Koirala, in *The Selling of Innocents*, a CBC documentary by Ruchira Gupta.

[44] Times of India, 12 September, 2003.

[45] Indian Express, Delhi edition, Feb 9, 2003.

[46] Camel Jockeying from Bangladesh, March 2003, BNWLA report.

[47] India Today, 14 March 2003.

agencies charge victims a fee, then transport them to the Near East for the purposes of exploitation. The two visas most used for Saudi Arabia are the "free" visa and the "entertainer" visa.[48] NGOs have reported the trafficking of people from Ethiopia and Sri Lanka for domestic servitude. An IOM report released in February 2004 also points to the trafficking of women and children from Pakistan and Afghanistan to the Near East.

South Asia: Trafficking takes place within each of the five South Asian countries: India, Bangladesh, Nepal, Pakistan, and Sri Lanka, and across South Asian borders. India and Pakistan also serve as transit countries for traffickers moving people to other destinations. According to the Asian Development Bank, at least 150,000 persons are trafficked annually within and from South Asia. The trafficking of women and children for sexual exploitation is more visible than other forms of trafficking, although there are increasing media reports of trafficking for cheap labor to the Near and Middle East.[49] According to a National Commission for Women Survey in India, the number of girls being trafficked for prostitution from Bangladesh, Nepal, and within India is also going up, from 25,000 in 1999 to 150,000 in 2003. The other disturbing trend pointed out in the survey is that the proportion of children being trafficked is higher than that of women and men. 70 percent of the trafficked children are girls, used primarily for the sex industry and secondarily for cheap labor or domestic servitude. Law enforcement agencies have found Bangladeshi and Nepali girls as young as seven years old in raids on Bombay brothels (Times of India, 8 March, 2003).

Civil society organizations working to end sex-trafficking are mushrooming in South Asia. In the last six years, two regional networks with an ever-expanding membership, Action against Trafficking and Sexual Exploitation of Children (ATSEC) and South Asia Forum against Trafficking (SAFAT), have been set up. Also, within India, the Devadasi, Basavi, and Jogini (temple prostitution) systems are the first step in the trafficking chain for many women. Tourism is another major cause of child trafficking for prostitution. The beaches of Sri Lanka and Goa and towns like Mumbai, Agra, Darjeeling, and Jaipur are the new destinations for sex tourists.[50] Ironically, fear of AIDS has contributed to the expansion of trafficking, because the demand for virgins has increased exponentially.

According to UNICEF,[51] roughly 4,500 children are trafficked from India and Bangladesh each year for bonded labor or marriage to Pakistan and then onwards to the Middle East.

Southeast Asia: The most visible form of trafficking within and from Southeast Asia is the trafficking of women and children for purposes of sexual exploitation.[52] Trafficking patterns also include women, men, and children forced into exploitative labor situations, such as sweatshop work, domestic service, nursing, and construction.[53] Another new trend is sexual bondage accompanied by domestic servitude demanded from young women forced into marriage in neighboring countries or trafficked as mail-order brides. The Asian Development Bank estimates approximately 225,000 women, men, and children—representing nearly a

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[48] Workers on the Move, Far Eastern Economic Review, Oct, 2002.
[49] India Today, 14 March 2003.
[50] Sex Tourism in South Asia, ECAPT report, February 2004.
[51] www.unicef.org
[52] Jeremy Seabrook, Travels in the Skin Trade, Zed.
[53] Van de Glind, "Trafficking in Children and Women in the Context of labor Exploitation," Child Workers in Asia, Thailand, Bangkok, 1999.

third of the global trafficking total—are trafficked from and within Southeast Asian countries. Roughly 60 percent of the trafficking in persons is within the region, with 40 percent trafficked to other parts of the world, mainly Europe, the Middle East, Japan, Australia, and the United States.[54] The Philippines, Malaysia, and Indonesia are sources for cheap labor to the Middle East, and Cambodian children[55] are trafficked for begging chains and the organ trade as well.

Patpong in Bangkok, Thailand and Subic Bay in the Philippines sprang up as red-light areas following the presence of military bases[56] and now cater to local men and western tourists. The presence of armed forces in conflict situations and peace-keeping operations act as a magnet for trafficking syndicates supplying young girls. As exemplified in Cambodia, such countries remain receiving or source regions even after the armies withdraw.

The main receiving countries in the trafficking networks in the region are Thailand, Malaysia, Singapore, China (including Hong Kong), and Japan in the adjacent Asia-Pacific region. The sending countries within the region are mainly Cambodia, Vietnam, Laos, and Burma.[57] Thailand is a transit country for trafficking victims from other Southeast Asian countries and also sends Thai trafficked victims overseas. Cambodia is both a receiving and transit point for trafficking victims. The northern region of Vietnam is the source of trafficking for young women trafficked to the border provinces of China, mainly as brides for Chinese farmers. China's one-child policy,[58] which has created a demographic imbalance leading to a shortage of marriageable women, has also been instrumental in creating a demand for trafficked women. The explosion of HIV/AIDS in the region has led to a demand for virgins as well as exacerbated the vulnerability of families made destitute by the AIDS pandemic.

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[54] Combating Trafficking in South and East Asia: A Review of Policy and Program Responses. IOM Migration Research Series No.2 , prepared by Annuska Derks. IOM, Geneva. 2000.

[55] New Kinds of Trafficking: Child Beggars in Asia," World of Work, No. 26. Third World Networks, 1998. www.hartford-hwp.com/archives/54/213.html. Humantraffic.org also has citations on trafficking in Cambodia and Vietnam for recruitment as beggars.

[56] Dumble J. Lynette. "Imperilments in the third Millennium," SAID.IT Feminist News, Culture and Politics, Vol.3, No.3, 2001. www.saidit.org/archives/jul01/article3.html

[57] Therese Caouette, "Needs Assessment on Cross-Border Trafficking in Women and Children: the Mekong Subregion" Paper prepared for the U.N. Working Group on Trafficking in the Mekong Subregion. Bangkok, Thailand, February 1998.

[58] Hansel, Mary H. "China's One-Child Policy's Effect on Women and the Paradox of Persecution and Trafficking. Southern California Review of Law and Women's studies. Spring 2002.

3. RESPONSES TO DATE

3.1. USAID INVOLVEMENT IN THE ANE REGION

USAID's approach reflects the U.S. government's '3 P' framework on the prevention of trafficking, protection and assistance for victims, and prosecution of traffickers. The framework is based on the needs of the individual and of society. Anti-trafficking interventions can be either short-term activities, which affect the various stages in the lifecycle of the trafficked individual, or long-term activities, which break the cycle of trafficking violence. These activities are not mutually exclusive; instead, there is an ongoing continuum in which the two complement each other.

Table 1: Summary of Program Activities by Country

	Vietnam	Laos	Thailand	Cambodia	Burma	Philippines	Indonesia	Bangladesh	India	Nepal	Sri Lanka
Research				X			X	X	X	X	X
Networking			X	X			X	X		X	
Vulnerability Reduction	X	X				X		X	X	X	X
Prevention		X	X	X		X	X	X	X	X	X
Institutional Reform	X		X			X	X		X		
Recovery & Integration				X	X	X	X		X	X	X
Prosecution (Law Enforcement)	X		X	X			X	X	X	X	X
Interagency Planning & Coordination			X			X	X		X	X	
National Scope				X			X	X	X	X	
Subnational Scope	X	X	X		X	X					X

Source: Matt Friedman, Trafficking Retreat, Bangkok, Thailand, 2003.

Major Emphasis: **X**
Minor Emphasis: X

3.2. BEST PRACTICES AND LESSONS LEARNED

A desk review of best practices in the ANE region (Annex D) has revealed that despite the multiplicity of actors and growing budgetary and political commitments, tangible analyses and clear descriptions of the programming impact are extremely limited. Many organizations appear to list their activities as best practices merely because they funded the project and felt it was successful. Few organizations, large or small, prioritize rigorous monitoring or evaluation of their efforts to determine, for example, the impact of an advocacy campaign on behavioral or attitudinal change or on the number of persons trafficked. Rather, they report the production of posters, videos, or advocacy messages as a sign of the program's success.

Many innovative grassroots NGOs that work for social and cultural change lack the capacity to monitor and evaluate their experiences, much less record them in an easily accessible format. Accordingly, the selection of practices included in the review is limited to those already highlighted by larger international agencies or NGOs.

Below are some important lessons that emerged while identifying best practices:

3.2.1 Prevention as the Best Strategy

▪ Strategic interventions with a preventive focus are most cost-effective in the long run. Preventive strategies enfolding micro-level programs into macro-level interventions (for example, gender- and market-responsive livelihood projects) are more sustainable.

An example of a best practice:

The Youth Career Development Program (YCDP) provides girls aged 17 to 20 from high-risk areas with employment training for the hotel and travel industry. The girls are selected from provinces in north and northeast Thailand, which are among the poorest provinces in Thailand and have the lowest levels of nonagricultural employment. The human resources development section of the Pan Pacific Hotel Bangkok provides disadvantaged young girls with the skills to work in the hotel and travel industry and the Child Protection Section of UNICEF Thailand finances the girls' stay in Bangkok and their transportation to and within the city. It also organizes child rights training and coordinates the activities of a number of other partners, such as the Thai Ministry of Education and NGOs. The Pan Pacific Bangkok coordinates the activities of 17 other hotels participating in the project. Here, the tourism sector has tied up with the education sector.

3.2.2 Involvement of the Survivors/Victims or those at Risk to Trafficking in Project Design and Program Implementation

▪ Involving those at risk or the survivors of trafficking in anti-trafficking intervention had the highest impact in the shortest time in terms of prevention, protection, and prosecution.

An example of a best practice:

Testimonials by survivors of trafficking in the villages of Nepal have been a high-impact preventive tool, as proven by Maiti Nepal, which gives leadership training to girls rescued from the brothels of Mumbai and then employs them as peer-educators. These young girls go from village to village talking about their lives in the brothels or act as vigilantes at the Indo-Nepal border. This has proven to be an effective trafficking prevention tool to raise awareness, end the stigma against trafficking survivors, and empower the victim.

3.2.3 Focus on the Rights of the Individual

▪ For programs to succeed, anti-trafficking interventions have to be embedded in a rights-based framework, which may often require a gendered approach (such as the right of a woman not to be a prostitute but to have the option of migrating). This approach is more sustainable, since the individual becomes an agent for his or her own change.

▪ Hasty interventions in trafficking, such as restrictive, punitive strategies, result in violating the rights of the trafficked person, without taking into account the fact that the trafficked person is a victim of injustice through a chain of coercive and deceptive events. Other interventions are sometimes reactive, focusing on immediate post-trafficking assistance, and less on prevention or long-term reintegration. This lack of an integrated, multisectoral strategy may create and reinforce vulnerability to trafficking.

An example of a best practice:

Sri Lankan women have readily responded to employment opportunities as domestic workers and factory workers abroad. A number of these migrant workers—the majority of whom are housemaids—end up trafficked or smuggled. The Sri Lanka Bureau of Foreign Employment (SLBFE), the country's lead agency of overseas employment administration, safeguards workers' interests through a multi-pronged approach targeting workers prior to departure, at the scene of employment, and on their return. The SLBFE targets unskilled workers, including women domestic workers, and helps them set standards for and negotiate contracts of employment; enter into agreements with relevant foreign authorities, employers, and employment agencies in order to formalize recruitment agreements; formulate and implement a model contract of employment, which ensures fair wages and standards of employment; examine the authenticity of documentation issued to Sri Lankan recruits outside; and undertake the welfare and protection of Sri Lankan employed abroad. This protects the rights of women to migrate abroad for work but safeguards them against trafficking.

3.2.4 Building Partnerships and Networks

▪ Forging new partnerships and fostering collaboration among government and nongovernmental bodies harmonizes efforts and enables actors to focus on their area of comparative advantage, whether that be governance reform, social service provision, rehabilitation, or reintegration.

An example of a best practice:

The United Nations Interagency Project on Trafficking in Women and Children in the Mekong Subregion (UNIAP) has made significant progress in mainstreaming trafficking issues by forging new partnerships and fostering collaborations among government and nongovernmental bodies. UNIAP has built partnerships with the Ministry of Education (Cambodia), the Ministry of Tourism (Cambodia), the Food and Agriculture Organization, World Food Program, and U.N. Development Programme (UNDP); throughout government ministries at the national and district levels through the efforts of a multisectoral mobile teams (Myanmar); with the border guards' (Vietnam) training Royal Thai Embassy officials in Europe in recognition of and support for trafficked persons (Thailand government and Center for the Protection of Child Rights); and through the participation in a regional task force on HIV/AIDS and mobility. These partnerships have resulted in an integrated response to trafficking across borders.

3.2.4 Holistic Response

- Trafficking is a cross-cutting issue that touches on all aspects of a person's life. An anti-trafficking intervention therefore demands a holistic, integrated, and multisectoral response.

- Whether or not activities are directly targeted toward trafficking, they may still have an impact and be considered worth replicating. Although efforts toward legislative reform for the increased protection of women and children against sexual exploitation, for example, are often not specifically anti-trafficking interventions, they might be effective in increasing victim protection. Similarly, capacity-building programs for local police agencies to combat corruption do not solely address the link between organized criminal groups and the operation of local brothels, but have an overall impact.

**An example of a best practice:**

The Department of Social Welfare and Development (DSWD) in the Philippines has succeeded in bringing together many different interventions to address the problem of commercial and sexual exploitation of children, including trafficking, and to provide for the children's basic developmental needs. DSWD activities include training social workers from local government units and accredited NGOs (Save the Children, Child Hope Asia) and cooperating with media organizations (ABS-CBN). They also have agreements with legal organizations, such as the Integrated Bar of the Philippines, Katarungan Para sa Kababaihan at Kabataan (Justice for Women and Children), and Child Justice League, and have enabled 4,128 child abuse victims to benefit from legal services in 1999. DSWD has created a vast network for reporting abuses, counseling services for victims, prosecution of offenders, and prevention of trafficking.

PART 2

4. PROPOSED ANTI-TRAFFICKING FRAMEWORK

The multisectoral approach to anti-trafficking initiatives is based on the U.S. government's "three P" framework: prevention, protection, and prosecution.

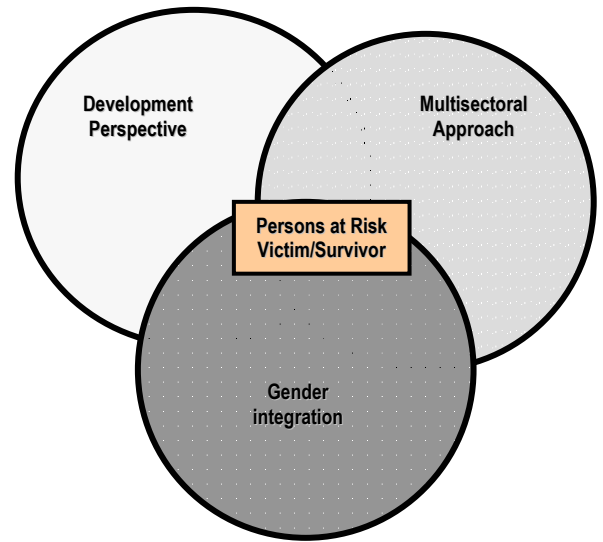**Figure 3: Proposed Anti-Trafficking Framework**
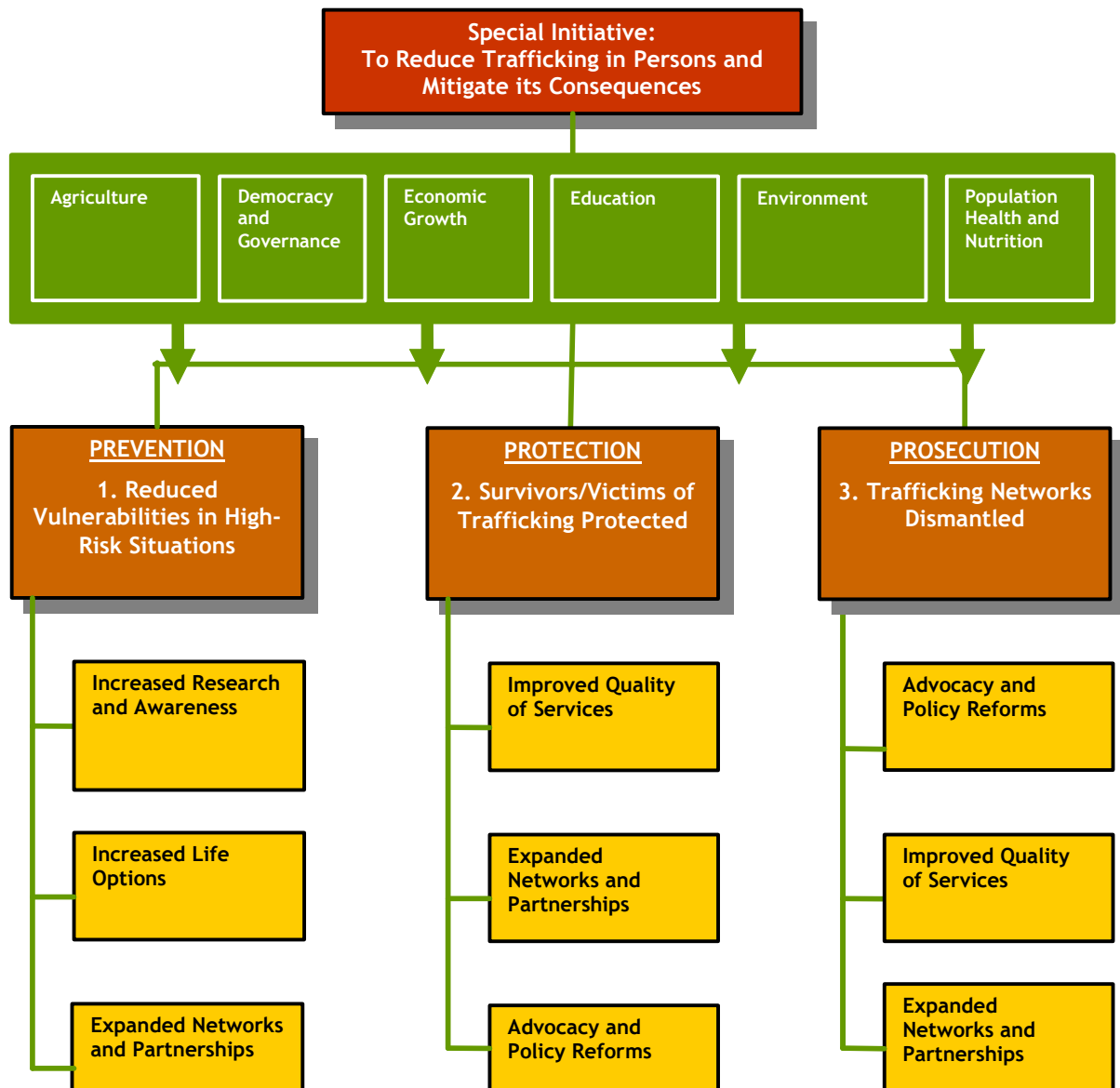
4.1. OPERATING PRINCIPLES

The operating principles of this framework are based on a long-term development perspective, which focuses on integrating gender concerns into all USAID sectors in the ANE region.

4.1.1 Development Perspective

Figure 4: Operating Principles

Gross human rights violations mar the lives of trafficked persons, often involving rape, beatings, starvation, denial of citizenship, minimum wages, slave-like working conditions, and sometimes death.[59] The Trafficking Victims Protection Act, 2000, puts the concerns of the victim/survivor or the person at risk to trafficking at the center of any anti-trafficking intervention. The protection act is based on the strong moral and legal force of protecting the rights of the trafficked person. It also stresses that long-term development intervention is important for providing alternatives to the person at risk to trafficking. This perspective (a) recognizes the similarities and differences in the experience of trafficked persons, especially women and children, rooted in their unequal social locations; and (b) addresses the survivor/victims special needs and situations through individual empowerment.

4.1.2 Targeted Implementation

This framework encourages missions and partners to work with vulnerable populations in a high-risk environment (such as border towns, factory clusters, slums and shanties, and red-light areas) and high-risk situations (such as conflict, natural disasters, domestic violence, pervasive poverty, and lack of social capital). All activities identified in this document should be programmed with a special emphasis on children and youth, since they are particularly vulnerable to trafficking.

4.1.3 Gender Integration

Gender discrimination in one form or another has exacerbated the effect of poverty on women and girls in many of the Asian and Near East countries. Consequently, women and children form the majority of those trafficked.[60] However, a gender perspective, though often

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[59] Chew, Lin, Addressing Trafficking in Persons in the Human Rights Framework, South Asia, Nepal 2001.
[60] Global Trafficking in Person Report, 2003, U.S. State Department.

woman-centered, is not women-exclusive. Gendered stereotypes that present men as powerful and operating in the public sphere, and women as passive and primarily relegated to the privacy of domesticity, feed the misconception in many societies that 'men migrate, but women are trafficked.' What is often not recognized is that men, too, are trafficked, that women are not only trafficked but also migrate,[61] and that trafficking often occurs within the process of migration. Therefore, it is critical that gender-based differences in the causes and consequences of trafficking be considered in the design and implementation of all USAID anti-trafficking activities in the ANE region.

4.1.4 Multisectoral Approach

The ANE framework highlights the need to integrate trafficking interventions into mainstream regional, national, and local programs. It sees anti-trafficking intervention as a cross-cutting issue that affects all aspects of a person's life and therefore takes a multisectoral approach in the context of the three "P" policy frameworks (prevention, protection, and prosecution). The concept captures a range of activities, from law enforcement intervention to activities such as economics, governance, civil society strengthening, agriculture, finance, development cooperation and knowledge sharing among organizations, and even communication between stakeholders. This approach has the benefit of short-term results while gradually and incrementally addressing the long-term, systemic problem.

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[61] Rina Sengupta and Shireen Huq, Trafficking of Persons and Gender Inequality in South Asia, unpublished paper, October 2001; and Thérèse Blanchet: Beyond Boundaries: A Critical Look at Women and Labour Migration from Bangladesh, Research Publication, Drishti Research Center, Dhaka, April, 2002.

4.2.   RECOMMENDED SAMPLE ACTIVITIES BY SECTOR

4.2.1   Special Multisectoral Initiative to End Trafficking in Persons and Mitigate its Circumstances in the ANE Region

The framework is further illustrated in the table below by sector:

Table 2: Special Multisectoral Initiative to End Trafficking in Persons and Mitigate its Circumstances in the ANE Regions

Sector	Intermediate Results	Sample Activity[62]	Suggested Indicators[63]
Agriculture	1. Sustainable agricultural options with market linkages for high-risk populations.	▪ **Agroforestry, Basic Health, and Community Development (ABC Nepal)**—ABC Nepal launched mothers' groups in deforested high-risk villages to reclaim community land for income-generating schemes.	▪ Higher number of women have cash inflow from agriculture in their own communities.
	2. Bonded and exploitative labor in agriculture discontinued.	▪ **Solidarity Center**—Works with labor unions in Indonesia to end exploitative labor practices.	▪ Number of unions and land owners sensitized to labor laws. ▪ Increased income among women in target areas.
Democracy and Governance	1. Increased social and legal services for vulnerable groups, especially women and children.	▪ **Return and Reintegration of Trafficked and Other Vulnerable Children Project** in Thailand addresses cross-border trafficking in women and children within the six countries of the greater Mekong subregion. It focuses on developing systematic and sustainable cross-border working arrangements by building partnerships between NGOs and governments for the return and reintegration of trafficked and other vulnerable migrant women and children.	▪ Number of victims/survivors of trafficking receiving legal services. ▪ Higher number of trafficked women reintegrated or repatriated successfully for at least X number of years. ▪ Percentage of government funds at the national level spent on social services targeting trafficked women and children.
	2. Law enforcement and judiciary sensitized to gender-related vulnerabilities.	▪ **Law Enforcement Against Sexual Exploitation of Children**—The LEASEC project takes a holistic approach, from redrafting protective legislation to effective enforcement of existing child protection laws in Cambodia.	▪ More gender-sensitive laws in place. ▪ Higher number of women reporting abuse. ▪ Average time from arrest to conviction reduced. ▪ Percentage of victims/survivors who believe they can get support from the legal system.

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[62] For more information, see Annex C: a Sampling of Best Practices to Combat Human Trafficking in the ANE Region.

[63] Field inputs required.

Sector	Intermediate Results	Sample Activity[62]	Suggested Indicators[63]
Economic Growth	1. Economic security and sustainable livelihood options through community-based initiatives.	▪ **Combating Trafficking in Women and Children (TICW) Project**—The TICW project reduces vulnerability to trafficking through improved access to existing services, the development of alternative livelihood strategies, skills training, income generation, and basic education for at-risk teenage girls and women.	▪ Increased income among women in target areas.
Education	1. Quality education provided to children in at-risk situations.	▪ **Prerna**—Operates a night crèche for children in Bombay's densest red-light district to protect them from intergenerational prostitution and help them with after-school homework.	▪ Reduction of retrafficking scenarios. ▪ Percentage increase in children attending primary school in target areas. ▪ Reduction in drop-out rates of children in red-light areas.
	2. Vocational training for at-risks groups.	▪ **Youth Career Development Programme (YCDP)**—YCDP reduces vulnerability by giving girls from high-risk areas in Thailand, aged 17 to 20, employment training for the hotel and travel industry.	▪ Number of at-risk youth in sustainable alternative jobs. ▪ Percentage of individuals rescued who are successfully reintegrated into society, disaggregated by gender.
	3. Rights awareness improved among at-risk groups.	▪ **Action Against Trafficking and Sexual Exploitation of Children (ATSEC)**—ATSEC is a network of NGOs from South Asia, which collects cross-border data, provides victim assistance for repatriation, assists with capacity building, and provides a common voice for regional advocacy. ATSEC also builds awareness of the consequences of trafficking among rural communities.	▪ Increased knowledge of the root causes and consequences of trafficking in persons among select populations, such as the judiciary, police, parliamentarians, and vulnerable groups. ▪ Increased number of local NGOs accessing trafficking-in-persons funding—national and international. ▪ Percentage of population aware of how to access the legal system in the case of trafficking in persons. ▪ Percentage of victims/survivors who believe they can get support from the legal system.
Environment	1. Policies promoted for balanced urbanization and preservation of natural resources in trafficking-prone areas.	▪ **Agroforestry, Basic Health, and Community Development (ABC Nepal)**—Promotes reforestation in high-risk villages in Nepal.	▪ Reduction of trafficking scenarios, retrafficking scenarios, and decreased migration in target areas.
Population, Health, and Nutrition	1. Increased awareness of health consequences of trafficking.	▪ **Cambodia Women's Crisis Center**—CWCC links its crisis intervention services to larger community mobilization through media campaigns, grassroots organizing, and legal advocacy.	▪ Reduction in stigma of and discrimination by general population toward victims of trafficking/survivors.

Sector	Intermediate Results	Sample Activity[62]	Suggested Indicators[63]
	2. Quality healthcare available to trafficked persons in red-light areas.	• **Save the Children U.K.**—Save the Children is building the capacity of NGOs to improve the quality of services for children and women in red-light areas in Nepal and India.	• Number of victims/survivors assisted by organizations providing social services, disaggregated by gender, age, and type of service.
	3. More care and support systems for children orphaned by AIDS, who are especially vulnerable to trafficking.	• **Apne Aap Women Worldwide**—Works with HIV-positive women in prostitution to plan the future of their children by helping them write wills, draw up guardianship papers, place children in boarding schools, and make memory books.	• Reduction of retrafficking of AIDS orphans.

4.2.2 Agriculture

Girls, boys, women, and men from rural villages are prey to traffickers because agriculture, the primary livelihood option, becomes unsustainable due to reduction in water supplies, reduced markets, reallocation of land for other projects, destruction of land due to natural disasters, and other factors. It is therefore imperative that the agriculture sector target rural areas with high numbers of trafficked people. The suggested activities will ensure sustainable agricultural options with market linkages for high-risk populations and a reduction in bonded and exploitative labor.

Activities

- Fund sustainable agricultural options with market linkages for populations at risk to trafficking;
- Support mothers' groups in deforested high-risk villages to reclaim community land for alternative livelihoods;
- Design programs that take into account the special needs of post-trafficked individuals, such as the need for shortened days and less strenuous labor due to compromised physical status;
- Train agricultural cooperatives and associations in issues of trafficking and bonded labor; and
- Prosecute cooperating agencies and partners that use trafficked labor.

4.2.3 Democracy and Governance

Trafficking leads to and is a direct consequence of a weakened rule of law. Organized criminal syndicates have institutionalized the trafficking of human beings in the last 10 years by setting up efficient systems for the recruitment, transport, and exploitation of human beings. They either take advantage of the "culture of acceptability" among policy makers and law enforcement officials or build a nexus between the police, politicians, and mafia to

operate the trafficking rings. The suggested activities will ensure increased social and legal services for vulnerable groups—especially women and children—higher conviction of traffickers, and dismantling of organized criminal syndicates.

Activities

- Provide technical assistance to host country governments in redrafting protective legislation for trafficked individuals;
- Support capacity-building programs to train police officers, investigating judges, and prosecutors in handling trafficking cases, which address investigation, the rescue of victims, the use of referral systems, the arrest of offenders, and the initiation of court proceedings. A crucial first step would be to develop training materials, including operating procedures and practice manuals, with explanations of the current relevant law, practical exercises, and case studies focusing on correct and incorrect police behavior and errors committed by the police while handling child sexual exploitation cases;
- Fund special training for law enforcement officials and judiciary, which deals with international law related to sex-tourism and prosecution of offenders;
- Develop the skills of NGOs working on anti-trafficking initiatives by organizing training sessions on a variety of issues, including laws related to violence against women, human rights investigations, program management, and monitoring and evaluation;
- Build government capacity to monitor, investigate, document, and report on abuses against women, advocating for appropriate actions, laws, and policies to ensure equal protection under the law for women, and seeking justice for victims;
- Establish centrally located drop-in centers in areas of high vulnerability, where citizens and government officials can report trafficking cases in relative privacy and safety, administered by trained professionals who uphold the dignity of the individual and maintain the confidentiality of the information;
- Support the colocation of crisis shelters with outreach services, which provide trafficked individuals and their children with critical services, including counseling, 24-hour security, food and clothing, tutoring, access to vocational training programs, group educational sessions, health, and follow-up services;
- Sensitize and organize community members, including villagers, local authorities, and local police on violence against women and the laws against it, while enhancing their ability to tackle the problems in their communities themselves;
- Fund systematic and sustainable cross-border networks by building partnerships between NGOs and governments for the return and reintegration of trafficked and other vulnerable migrant women and children;
- Train survivors of trafficking to testify and work with law enforcement; and
- Support community-watch programs that focus on domestic and gender-based violence.

4.2.4 Economic Growth

Most victims of sexual trafficking or domestic violence are illiterate, lack skills, have low self-esteem, or are unemployed. The suggested activities will prevent trafficking and assist in rehabilitating and reintegrating victims and survivors of trafficking, by challenging the

vulnerabilities to trafficking through economic security and sustainable livelihood options for high-risk populations.

Activities

- Promote small business initiatives in areas where populations are at risk of being trafficked, as a means of reducing vulnerability;
- Provide skills training linked to job opportunities for at-risk youth;
- Locate employment opportunities for individuals who wish to return to their communities and families after being trafficked;
- Work with labor unions to end exploitative labor practices;
- Develop corporate responsibility toward employing non-trafficked labor, as well as reducing the demand for exploitative labor;
- Train employees of the hotel and travel industries on the risk of being trafficked;
- Fund support systems for migrant workers through industry associations;
- Provide access to banking for trafficked individuals and those at high risk, such as sexually exploited women;
- Ensure access to government food subsidies for those vulnerable to exploitation;
- Ensure the enforcement of strict rules and regulations regarding the licensing of foreign employment agencies; and
- Support free preparatory courses for those seeking overseas employment, focusing on employee rights and sensitizing them to possibilities of being trafficked and the risk of HIV/AIDS.

4.2.5 Education

Trafficking syndicates take advantage of a lack of education in families to trick, lure, and seduce potential victims, further leading to a whole generation of trafficked youth deprived of access to education. The suggested activities will help individuals and communities build a resistance to traffickers and equip victims to start a new life.

Activities

- Provide quality education to at-risk children, including boarding school referrals for children of sexually exploited women and trafficked people.
- Set up scholarship opportunities for children of trafficked people.
- Ensure the retention of girls in schools, since they are particularly vulnerable to traffickers.
- Fund informal education and functional literacy programs for survivors of trafficking.
- Increase knowledge of the root causes and consequences of trafficking among relevant populations, such as the judiciary, police, border guards, educators, social service personnel, parliamentarians, and vulnerable groups. Suggested vehicles include nationwide television and radio, public forums, research and publications, international awareness-raising efforts, women's coalitions, ministerial meetings and conferences, press statements, education sessions about sex-trafficking in affected communities, media

campaigns that advocate women's rights, and programs for the victims of violence against women.

- Design special programs that address the stigma of and discrimination against trafficked individuals.
- Support campaigns to reduce fear of organized crime.
- Reduce the demand for trafficked labor through training and sensitizing programs for students, migrant workers, labor associations, and corporate employers.
- Fund vocational training for victims and survivors of trafficking.

4.2.6 Environment

Environmental disasters or lifestyles impacted by a change in the natural environment lead to alienation, dislocation, and displacement of people, making them vulnerable to traffickers. The suggested activities will promote balanced urbanization and the preservation of natural resources in trafficking-prone areas.

Activities

- Support reforestation programs in high-risk villages;
- Promote policies that balance urbanization and preservation of natural resources in trafficking-prone areas; and
- Protect against indiscriminate exploitation of natural resources.

4.2.7 Population, Health, and Nutrition:

Individual and public health consequences of trafficking reverberate through source, transit, and destination sites, leading to increased HIV/AIDS and other sexually transmitted infection rates, repeated and forced abortions, psycho-social trauma, rape, beatings, tuberculosis, jaundice, mental health problems, alcoholism, drug addiction, alienation, malnutrition, early death, and stressed state social welfare services. The suggested activities will ensure quality health care services will be available to trafficked persons in high-risk situations, continued health care will be available for rehabilitated and reintegrated survivors, and law enforcement officials will be trained on the health consequences of trafficking.

Activities

- Improve access to quality health services for trafficked persons by ensuring facilities are located in high-risk sites, such as red-light areas and truckers' spots and ports.
- Develop the skills of NGOs working on anti-trafficking initiatives by organizing training sessions on a variety of issues, including counseling of abused women and children in confidential drop-in centers and shelters. This would include health care and psycho-social support to both individuals and groups to reduce feelings of shame, isolation, and fear, and improve self-sufficiency and self-esteem.

- Design specific models of care and support for children who have been abused or have witnessed abuse.
- Ensure survivors have access to long-term recovery centers, which provide care and assistance to individuals and their children during reintegration. These centers should provide ongoing health and psycho-social support, as well as educational assistance, including school fees and skills training. Ensure detoxification services are also available.
- Fund care and support systems for children affected by HIV/AIDS, who are especially vulnerable to trafficking.
- Train the medical community and law enforcement officers in both the health consequences of trafficking and the health needs of victims during rescue and recovery operations.
- Promote care-seeking behavior and provide health services to those who are trafficked.
- Ensure the access to client-friendly voluntary counseling and testing (VCT) sites in high-risk environments.
- Provide antiretroviral (ARV) treatment to trafficked individuals with AIDS.
- Provide mother-to-child-transmission (MTCT) services to individuals in high-risk groups.
- Support NGOs and community-based organizations (CBOs) providing comprehensive palliative care (including nutrition and treatment of opportunistic infections) to trafficked individuals.
- Promote HIV-prevention efforts in high-risk environments.

4.2.8 Multisectoral

Due to the cross-cutting nature of trafficking impacting on all aspects of the individual's life, certain activities have to be programmed in a multisectoral manner.

Activities

- Fund an interagency and interdisciplinary team composed of a police officer, prosecutor, doctor, psychologist/psychiatrist, and social worker to meet the immediate needs of trafficking survivors;
- Design a multisectoral response to the needs of children of women in red-light areas to combat intergenerational trafficking; and
- Support the creation of a multidisciplinary and multisectora

4.3.   MONITORING AND EVALUATION

4.3.1 Impact Analysis

In developing this framework, a review was conducted of indicators used to assess the impact of anti-trafficking interventions in the region. (See Annex E.) From a review of available literature, it is not clear whether many operating units within the organizations involved in

trafficking prevention undertake regular monitoring and evaluation of anti-trafficking programs.

Yet a number of organizations such as the International Labour Organisation (ILO), U.N. Office for Drugs and Crime (UNODC), U.N. Division for the Advancement of Women (DAW), and even USAID itself and its implementing partners have made clear the tremendous and important need to develop qualitative indicators and impact measures for anti-trafficking programs. As expressed by Frank Laczko of IOM in his article for the Migration Policy Institute, "there is still very limited information on the scale of trafficking, how it works, and the most effective means to halt it. One of the biggest knowledge gaps lies in the area of data collection."[64] Reliable monitoring measures would only benefit program design and management, and help convey which interventions work well and not so well at the local, national, and regional level.

Implementers and program staff have expressed the need to develop a more extensive compilation of standardized indicators, which can be tailored to interventions, countries, and implementers. They recommend that a work group refine existing available draft indicators for anti-trafficking interventions and propose new quantitative and qualitative measures, which can capture the magnitude of trafficking and indicate progress toward medium- and long-term goals. Future recommendations and a compilation of suggested indicators may be found in Annex E.

4.3.2 Potential Indicators

The following is a list of indicators suggested for use in measuring progress against the results framework. **Final indicator selection, based on common agreement among stakeholders, will depend on the adopted strategy and defined activities.**

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[64] Frank Laczko "Human Trafficking: The Need for Better Data," Data Insights on Key Migration Topics, June 2002-2003 (The Migration Policy Institute), 9.

**Table 3: Potential Results Indicators for Anti-Trafficking Programs**

To Reduce Trafficking in Persons and Mitigate its Consequences

1: Vulnerabilities reduced in high-risk situations

- Increased income among women in target areas—*Economic growth and agriculture;*
- Percentage increase in children attending primary school in target areas—*Education;*
- Percentage of government funds at the national level spent on social services specifically targeted to women and children—*Democracy and governance;*
- Number of laws passed and implemented at the national level—*Democracy and governance;*
- Increased knowledge of the root causes and consequences of trafficking in persons among select populations, such as the judiciary, police, parliamentarians, and vulnerable groups—*Education* (a suggested method is a three-year, rapid assessment with a trafficking policy index developed);
- Increased number of local NGOs accessing trafficking-in-persons funding, national and international—*Democracy and governance, education, population, health, and nutrition;*
- Increased anti-trafficking intervention funding from other sources—*Democracy and governance;* and
- Reduction of retrafficking scenarios—*Education, health, democracy and governance, environment, and economic growth.*

2: Survivors/victims of trafficking protected

- Percentage of individuals rescued who are successfully reintegrated into society, disaggregated by gender (success can be defined as reintegration and remaining in community for a minimum of one year)—*Democracy and governance, education, and economic growth;*
- Number of individuals employed or in school one year (or some other time frame) after leaving transitional support, disaggregated by gender—*Education and economic growth;*
- Number of victims/survivors assisted by organizations providing social services, disaggregated by gender and type of service—*Democracy and governance, population, health, and nutrition;*
- Reduction in stigma of and discrimination by general population toward victims/survivors of trafficking (focus groups)—*Education, health, and democracy and governance;*
- Number of laws in place to protect victims of trafficking (local vs. national)—*Democracy and governance;* and
- Increased government funding for survivors/victims' programs—*Democracy and governance, population, health, and nutrition.*

3: Trafficking networks dismantled

- Number of traffickers arrested—*Democracy and governance;*
- Number of traffickers convicted with appropriate jail time—*Democracy and governance;*
- Average time from arrest to conviction reduced—*Democracy and governance;*
- Ratification of cross-border cooperation agreements for the extradition of traffickers—*Democracy and governance;*
- Percentage of population aware of how to access the legal system in the case of trafficking in persons—*Education and democracy and governance;*
- Number of victims/survivors of trafficking receiving legal services—*Democracy and governance;* and
- Percentage of victims/survivors who believe they can get support from the legal system—*Education and democracy and governance.*

4.4. STEPS TO DEVELOP A STRATEGIC PLAN FOR ANTI-TRAFFICKING IN THE ANE REGION

The guidelines below outline a strategic plan for developing interventions in trafficking in persons. Since each trafficking situation in the ANE region is unique, with its own history, culture, economy, set of actors, and set of power relations, there is no 'magic formula.' The outline is intended to be applied for both inter-country and in-country cases in ANE.

The building blocks make decision making more rational and effective. Each step is described in detail as regards the type of activities involved, the nature of information needed, and an outline of the several papers and products. Policymakers and program officers can choose from a wide range of models, which vary in methodology according to the types and phases of trafficking in persons. For efficacy, the steps should outline a timeline.

Figure 5: Flow Chart of Steps in Anti-Trafficking Interventions
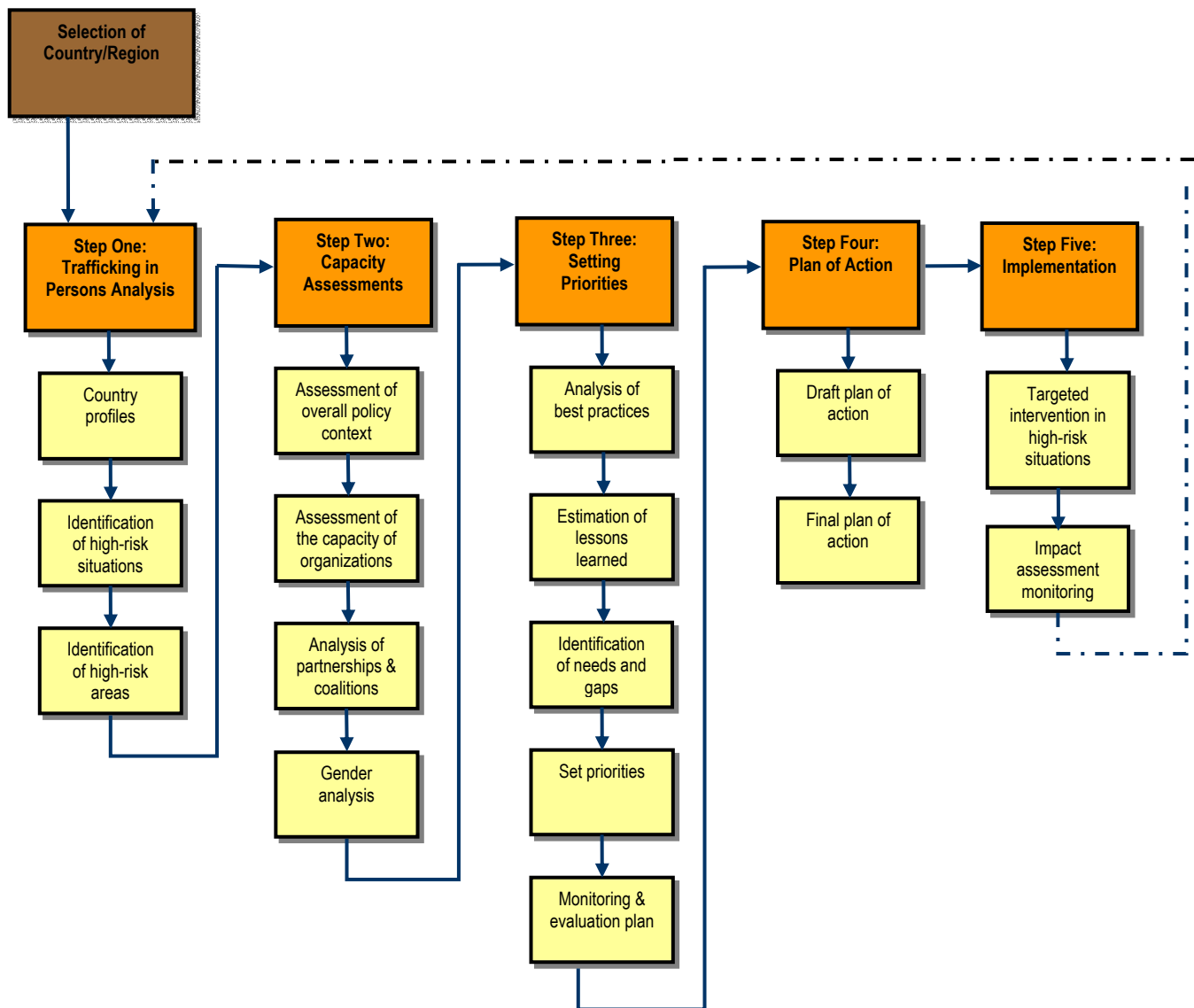
Step 1: A Trafficking-In-Persons Analysis Paper

The simple finding that 'something needs to be done' does not lead to automatic action. A trafficking-in-persons analysis paper, written either by USAID or another reliable agency, should be the starting point. The paper should include a country or region profile; an indicator trend projection if possible; the key linkage to aspects of trafficking in persons and problem areas, giving an overview of trends, causes, dynamics of trafficking in persons; and the main areas that require preventive measures against trafficking in persons.

Such an analysis should identify cause-effect relationships to understand trafficking in persons and be confident that a given program activity will be sufficiently effective. A first requirement is the creation of country profiles of those countries deemed to be the most important to monitor for potential trafficking-in-persons intervention. These countries should then be monitored and assessed according to a standardized trafficking-in-persons analysis methodology, such as SWOT (strengths, weaknesses, opportunities, and threats). Emphasis should be placed on consulting in-country stakeholders on trafficking-related strategies and its dynamics. The country profile need not be done by USAID if a good analysis by another reliable agency exists.

The trafficking-in-persons analysis assigns weight to specific indicators of areas for response or problem areas. For instance, exclusionary government and public institutions with a legitimacy deficit indicate that governance is a problem area. Other examples of problem areas might be justice and human rights, the socioeconomic setting, the internal security setting, or the regional security setting. These problem areas should indicate potential opportunities for policy interventions to redress a negative trend. The linkage of problem areas to specific policy fields, instruments, and actors call for operationally and logistically realistic responses.

Step 2: Policy and Capacity Assessment

Just as trafficking-in-persons assessment provides clues on negative trends and significant problem areas, so should policy assessment shed light on the preventive capacity of specific actions. This assessment needs to build on the trafficking-in-persons analysis. The policy analysis should identify viable options for policy intervention and recommend to policymakers a coherent approach to trafficking-in-persons intervention. A gender analysis based on the development framework is essential.

At the operational level, a broad range of organizations exists with different policy frameworks, mandates, and operational mechanisms. The issues of who should be involved and who should decide are crucial to anti-trafficking intervention and therefore constitute an inherent part of the policy-planning and decision-making process. As each actor in the international arena (governments as well as inter-governmental organizations and NGOs) has its own range of instruments, mandates, and operational frameworks—each with particular strengths and weaknesses—the policy assessment above all should consist of an appraisal of the "available organizations' available capacities."

Step 3: Setting Priorities and Listing Lessons Learned

Any evaluation must first ask which strategy is likely to be effective in a given setting. The answer lies in developing needs and impact assessment indicators. In this regard, experiences with previous responses to trafficking-in-persons situations can provide important information. A second question relates to the lessons learned or retrospective analyses. Evaluations may focus on different units of analysis, resulting in several sets of lessons about what is effective or ineffective, depending on the level at which trafficking-in-persons intervention is being evaluated. Prospective or retrospective evaluations therefore can only assist in informing policymakers and are no guarantee for successful and effective prevention.

For a variety of reasons, it can be useful to opt for partnerships and coalitions in the intervention policy. Assessments of the overall social, political, and security context should therefore be carried out to identify partnerships and coalitions that could enhance the in-house capability to deal with a particular trafficking-in-persons situation. These partners should be assessed on their capabilities and objectives, as well as their activities thus far in the regions and countries under consideration for intervention.

Analysis should then identify the policy instruments available for response. When assessing these instruments, it is important to include issues such as timing and potential combinations of instruments.

Step 4: A Strategic Plan of Action

Recommendations on which policy instruments to use for specific opportunities for intervention and which partnerships or coalitions would be best should be made in a strategic policy paper or a draft plan of action. The draft plan provides the first outline of a final strategy for dealing with a trafficking-in-persons situation.

Since no intervention will be embarked upon ad infinitum, the design of such a draft plan of action should also define exit strategies.

The draft plan of action has to be assessed for political and financial costs. Political costs refer to the internal and external support for the suggested strategy. It will be important to assess whether action affects political relationships or other policy goals. In addition, it is necessary to assess whether suggested plans are financially feasible. The best options may not always be attainable in practice. Noninvolvement is an option as well.

The final plan of action contains the overall strategy for managing or mitigating the potential trafficking-in-persons situation. The plan defines main objectives and priorities, outlines guidance on management procedures, and sets terms of reference for responsibilities and cooperation.

Step 5: Implementation

In the implementation phase, the main goal is not just to implement policies, but to assess their impact. Hence, intermediate evaluations have to be made to determine whether the strategic goals have been reached and whether the impact in practice coincides with the desired results. Changing circumstances and unforeseen effects call for new approaches, plans, and timing of activities, which can best be attained through continued application of the trafficking-in-persons trend analysis. An integrated framework for assessing trafficking in persons and related policies should address how to respond to early warning signs and how to mobilize effectively when an alarm is deemed credible.