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PROVIDING SOCIAL ASSISTANCE TO TRAFFICKED PERSONS

Social Assistance Consultation Meeting
November 26-30, 2005

Global Alliance Against Traffic in Women
Bangkok, Thailand

CONTENTS

ABOUT GAATW

The mission of the Global Alliance Against Traffic in Women (GAATW) is to ensure that the human rights of migrant women are respected and protected by authorities and agencies. It advocates for the incorporation of human rights standards in all anti-trafficking initiatives, including in the implementation of the Trafficking Protocol, Supplementary to the UN Convention Against Transnational Organized Crime (2000). GAATW focuses on centering the experiences and voices of trafficked persons and affected communities, and advocates for adherence to human rights principles in all anti-trafficking work. GAATW strives to promote and share good practices in anti-trafficking initiatives, and attempts to prevent harm caused by existing bad practices.

GAATW promotes and protects the rights of migrant women workers and believes that ensuring safe migration should be at the core of all anti-trafficking efforts. We develop and disseminate information to women about migration, their rights and working conditions. We also advocate for living and working conditions that provide women with more alternatives in their country of origin. GAATW supports the self-organization of migrant women workers, ensuring their presence and self-representation in international forums.

GAATW is an alliance of non-governmental organizations (NGOs) and self-organized groups that are autonomous and collaborate on specific projects and campaigns. Since its formation in 1994 in Chiang Mai, Thailand, GAATW has grown into a network of over 75 members who are committed to:

- Promote the application of human rights principles and the use of appropriate instruments and mechanisms to address specific issues in the context of migration, labor and trafficking in persons.
- Advocate for the inclusion of legal protection of the human rights of trafficked persons in domestic laws and policies.
- Provide direct support to those in need.

Alliance members are entitled to receive resources and services provided by the GAATW-International Secretariat (IS). GAATW aims to build new alliances among various sectors of migrants worldwide.

During its founding conference in 1994 in Chiang Mai, participants identified problematic areas in contemporary discourse and activism around trafficking in women. GAATW was born of a collective decision to address these issues. From 1995-97, a multi-country research was jointly undertaken with the Dutch Foundation Against Traffic in Women (STV). The resulting book provided conceptual clarity on the issue, and established that human rights violations are causes as well as consequences of trafficking. Consultations, trainings and workshops were held in various regions (including: Asia, Eastern Europe, Africa and Latin America) from 1996-2000 to further define the human rights based approach to trafficking and to incorporate rights-based approaches in assistance. The resulting handbooks and guidelines (*Human Rights and Trafficking in Persons* [2000] and *Human Rights Standards in the Treatment of Trafficked Persons* [1999]) were used to advocate internationally, and were instrumental in expanding the concept of trafficking in the UN Trafficking Protocol.

GAATW in ASIA
Workshops were held in South East Asia on rights-based assistance to trafficked women and children in Indonesia, Malaysia, Thailand, Vietnam, Burma, Cambodia, Lao and the Philippines from 1996 to 1998. Through collaborative efforts of participants in these workshops, a manual titled *Human Rights in Practice – A Guide to Assist Trafficked Women and Children* was produced.

Feminist Participatory Action Research (FPAR) projects were also implemented between 1997 and 2000, aimed to systematically investigate the situation of trafficking in women in Cambodia and Vietnam, and to develop appropriate strategies to support affected women. The tangible outcomes of the project are: the conceptualization of a sustainable model of a community, and a rights-based approach for assisting women and preventing trafficking.

GAATW in AFRICA
Regional consultations with African NGOs were organized in September-October 2000 to gather critical input and feedback on the draft version of the manual on human rights and trafficking in persons. The suggestions and case studies from the region were incorporated in the manual to illustrate the diversity of experiences. National-level consultations will be held in the fall of 2006 on Access to Justice.

GAATW in EUROPE
The three-year National Advocacy Project (NAP) launched by GAATW in 2001 aimed to advocate the introduction of the Human Rights Standards (HRS) in national legislations on trafficking, the signing and ratification of the UN Protocol and the application of this international instrument in the service of trafficking victims. The project covered seven countries around the world. Some of the activities included training of border police and press releases and lobbying campaigns for comprehensive policy to tackle trafficking. GAATW, in conjunction with its members, Perm Center Against Violence and Human Trafficking, and La Strada Poland co-organized an HRS and strategic planning workshop for Russian NGOs. The effort highlighted the many aspects involved in the process of trafficking and the importance of providing network support to each other for further work in addressing the issue.

GAATW in LATIN AMERICA & CARIBBEAN (LAC)
GAATW arrived in the LAC region in 1995 in the framework of anti-trafficking work. The first two activities involved compiling information on the trafficking scenario and organizing a regional meeting on Trafficking and Human Rights. The event took place in 1996 in Santo Domingo (Dominican Republic) with support from several institutions and NGOs such as COIN, INTRAW and the University of Puerto Rico. Thirty organizations attended the event from the LAC region.

In May 2003 a regional workshop on Trafficking and Human Rights took place in Bogotá (Colombia) jointly organized by the IOM, Grupo Juridico Internacional de Derechos Humanos (International Legal Group on HRs), GAATW and Casa Allianza. The workshop resulted in the creation of a LAC network against human trafficking called NO ATRAPAINDIAS. Its objective was to ensure the constant electronic exchange of information of the anti-trafficking activities undertaken by each organization member. Recently, members from Latin America have formed a GAATW chapter in the region.

GAATW in NORTH AMERICA

GAATW Canada was launched in September 1996 in preparation for the North American Regional Consultative Forum on Trafficking in Women held in 1997. The event aimed to facilitate the development of the North American Network to address issues of trafficking in women in the region. It brought together women from across North America and other regions who devised a plan of action reflecting the thinking and efforts of existing organizations to guide GAATW's future work in the region. This consultative forum resulted in the publishing of the event proceedings titled *Whores, Maids & Wives: Making Links* (1998). Additional research compiled in 2002 provides a comprehensive document investigating the trafficking situation in Canada, government policy, and globalization.

DEFINITIONS AND TERMINOLOGY

The following definitions apply throughout the report:

Discrimination: the UN Convention on the Elimination of All Forms of Discrimination Against Women defines discrimination as any distinction, exclusion or restriction made on the basis of sex [gender, or other classifiers in society, such as ethnicity, colour, religion or political opinion] which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise … of human rights and fundamental freedoms.[1]

Exploitation: the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol) defines it as: "Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude, or the removal of organs."[2]

Forced or compulsory labor: the ILO Forced Labor Convention gives the following definition: "All work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily."[3]

Inclusion/(Re)integration: part of the recovery process wherein the trafficked person becomes a socially active member in a community, and is accepted by that community. This can apply to those who settle in destination countries or to those returning to countries of origin.

Migrant: someone who voluntarily leaves (either regularly or irregularly) his/her community or country of origin to earn an income in another town or country.

Migration: a descriptor for the process of the movement of persons, thus including those *forced* or *compelled* to leave their homes, such as refugees, displaced persons, uprooted persons, trafficked persons, and economic migrants.

Recovery: a process of stabilizing the emotional, physical, psychological and social welfare of persons who have been abused or exploited, including trafficked persons.

Social Assistance: any assistance *provided to or provided for* persons other than legal assistance, for any length of time (short/mid/long term) and during any phase of recovery (emergency, stabilization, return, social inclusion/(re)integration) including but not limited to: accommodation/shelter, assessment services, counselling/psychological support, economic/financial, health/nutrition, language/literacy, outreach, referrals, repatriation/return assistance, translation services, vocational training; also known as direct assistance, psycho-social assistance, emergency assistance, 'rehabilitation'.[4]

Trafficking: the Palermo Protocol defines trafficking in persons as "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".[5]

List of Common Acronyms

HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IO	International Organization
GAATW	Global Alliance Against Traffic in Women
GO	Government Organization
ILO	International Labour Organization
IOM	International Organization for Migration
NGO	Non-Governmental Organization
UNICEF	United Nations Children's Fund
UNHCHR	United Nations High Commissioner for Human Rights
WHO	World Health Organization

INTRODUCTION

Over the past decade, the issue of trafficking in persons and the protection accorded to them has gained increasing attention at the regional and international levels. The UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons (Palermo Protocol), which entered into force at the end of 2003, and the growing international pressure from NGOs are forcing governments to include measures to protect and assist trafficked persons, but it's a painfully slow process fraught with challenges. Authorities are limited in their capacity to identify trafficked persons, while scarce resources mean that organizations find it challenging to provide adequate social assistance that meets the needs of trafficked persons as well as respects their human rights.

GAATW, through its member organizations, has collaborated on various pioneering publications on social assistance and human rights over the years. The first one titled **Practical Guide to Assisting Trafficked Women (1997)**[6] was certainly ahead of its time. With a sound base in human rights, the manual provides introductory information about assisting and protecting women who have been or are in danger of being trafficked. It also provides information on advocacy on national and international levels to fight trafficking. While the landscape in which social assistance is provided has altered, many of the tools and methods remain the same. Two years later, GAATW's landmark guide to assist trafficked women and children was published. **Human Rights in Practice (1999)**[7] broadens the scope of the previous guide and explores some of the issues with more critical rigor, while at the same time maintaining information at a practical and comprehensive level. Included in this guide are: dos and don'ts, checklists, step-by-step processes, and cases to elucidate principles. Also released in 1999, **Human Rights Standards for the Treatment of Trafficked Persons**[8] documents acceptable methods of investigation and detection of trafficked persons, the necessity of privacy and confidentiality, standards in health and other services, and support required during return and (re)integration. The 2000 **Report on Providing Assistance to Trafficked Women & Children: Focusing on Burmese Nationality and Minorities**[9] investigates the direct implications of a Memorandum of Understanding on the processes of identification, assistance, and return. The report compares two similar cases and summarizes lessons learned and recommendations for each step from raiding, legal process, recovery to repatriation. It also provides a table on the capacities of those organizations in the region that are involved in anti-trafficking work. Further lessons learned and recommendations feature in the December 2003 edition of **Alliance News: Process of recovery.**[10] With a regional and thematic focus, the issue discusses terminology used to describe recovery, details the ongoing work to assist trafficked persons, comments on challenges faced in the field and proposes recommendations to move forward. It is also one of the earliest critical reflections on the anti-trafficking framework and the issue of assistance. The most recent edition of **Alliance News: Giving and receiving help**[11] documents the direct experience of service providers, the challenges they face, and rewards they often receive.

GAATW has definitely contributed in furthering discussion on how we provide social assistance but we are not alone. Similar efforts have been made within the international community since the signing of the Protocol. While none of the guidelines/recommendations are binding on states, there certainly has been recognition of their usefulness and necessity.

The WHO (2003), UNICEF (2003) and the UNHCHR (2002) have provided guidelines to incorporate human rights into the assistance given to trafficked persons.

WHO Ethical and Safety Recommendations for Interviewing Trafficked Women (2003)[12] drafted in consultation with experts on trafficking and violence against women,

provide the basic standards for interviewing trafficked women. The guiding principles include: (1) do no harm; (2) know your subject and assess the risks; (3) prepare referral information – do not make promises that you cannot fulfill; (4) adequately select and prepare interpreters and co-workers; (5) ensure anonymity and confidentiality; (6) get informed consent; (7) listen to and respect each woman's assessment of her situation and risks to her safety; (8) do not re-traumatize the woman; (9) be prepared for emergency intervention; (10) put information collected to good use.

UNICEF Guidelines for Protection of the Rights of Child Victims of Trafficking in South-Eastern Europe (2003)[13] address 11 specific aspects concerning the protection of the rights of trafficked children: (1) identification of children as victims of trafficking; (2) appointment of a guardian for every trafficked child; (3) questioning by the authorities; (4) referral to appropriate and coordinated services; (5) interim care and protection; (6) regularization of a child's status in a country other than his/her own; (7) individual case assessment and identification of a durable solution; (8) implementing a durable solution, e.g., possible return to the child's country of origin; (9) access to justice for children; (10) protection of the child as a victim and potential witness; and (11) training for all those who deal with child victims of trafficking. Many of them have been included in the European Convention on Action against Trafficking in Human Beings (2005).

UNHCHR Principles & Guidelines on Human Rights and trafficking (2002)[14] outline the minimum standards in providing assistance (in accordance with human rights) and establish guidelines that will ensure that the principles are respected. Of interest specifically to the provision of assistance to trafficked persons are the principles directly relating to protection and assistance, and Guidelines 2 and 6. Excerpts have been included as annexes.

International organizations have also provided direction in the form of standards and guidelines. The International Organization for Migration (IOM) recently introduced a **Resource Book for Law Enforcement Officers on Good Practices in Combating Child Trafficking (2006)**[15] that provides guidelines on interviewing and identification of trafficked children. Recent publications by the ILO Regional Project on Combating Child Trafficking for Labour and Sexual Exploitation include **Child-friendly Standards & Guidelines for the Recovery and Integration of Trafficked Children (2006)**, **Rehabilitation of the Victims of Child Trafficking: a multidisciplinary approach (2006)** and **Good Practices in Asia: prevention and rehabilitation (2006).**[16] Rights-based approaches to providing social assistance to trafficked children are highlighted throughout. Anti-Slavery International has also published a practical guide for providers, **Child Domestic Workers: A handbook on good practice in programme interventions (2005).**[17]

All these principles and guidelines, handbooks and approaches mean little if they are not implemented by authorities, stakeholders, and NGOs. What remains of paramount importance is an assessment of the extent to which these principles, guidelines and recommendations are being applied, and of the barriers that those using them are encountering. The consultation was held, in part, to assess the realities of social assistance, and to answer some of these broader questions.

During the 2004 Member Congress, a clear recommendation was provided to GAATW-IS: organize opportunities for knowledge and experience exchanges both within and outside of the Alliance. Although many of us have had extensive experience working on this issue, the membership recognizes the value in sharing and analyzing our work, and synthesizing it into a broader and more holistic picture.

THE SOCIAL ASSISTANCE CONSULTATION

From 26-30 November 2005, a consultation meeting on Social Assistance was held in Bangkok. It involved representatives of GAATW-IS, member and sister organizations who met to share, consult, and collaborate on strategies for providing assistance to trafficked persons. Organizations that define their work as social assistance providers working with trafficked persons to help them cope with their experience and rebuild their lives were also invited. The services provided by such organizations are varied, and include: outreach/screening, health and psychological counseling, shelter/accommodation and vocational/language training, among others.

The objectives of the consultation were clear:

- ☑ **share experiences, good practices, skills and methodologies.**
- ☑ **analyze experiences in terms of the learning that has taken place and how further support can be extended to each other in future work.**
- ☑ **identify barriers and challenges that we face, and how we can work to eradicate them.**

In the preparatory process, GAATW-IS initiated both an e-group and staff exchange projects. The e-group was set up to provide space for discussions among members involved in social assistance. Many organizations, unable to attend the consultation, participated in the e-group and provided detailed country reports. Staff exchanges between member organizations took place prior to the consultation. These provided an excellent opportunity for shared learning and networking.

Members were invited to submit a detailed report of the situation in their countries, based on a questionnaire, as well as complete a brief presentation at the onset of the consultation. The lively and respectful discussions that ensued were testament to the richness of the input, and the commitment of the practitioners who attended the consultation.

This report compiles information provided and discussed during the consultation. It is by no means definitive, but will necessarily adapt to additional experiences and lessons learned. It aims to build upon work done in the past decade (see section on Context & History) by

GAATW and member organizations. We hope that new ideas will be stimulated resulting in practical benefits and contact between service providers will increase. GAATW recognizes the value of information gained from direct assistance; therefore the consultation process was designed to document what is being done, the challenges faced, and what needs to be done to enhance providing assistance to trafficked persons. We hope that this report captures part of the spirit of the consultation and provides a useful record to all of you.

Organisations Represented At The Consultation

Participants		
Alice Maranga	Federation of Women Lawyers Kenya (FIDA Kenya)	Kenya
Alina Budeci	International Centre for Women Rights Protection and Promotion “La Strada”	Republic of Moldova
Betty Pedraza Lozano	Espacios De Mujer	Colombia
Bishnu Neupane	Women’s Rehabilitation Centre (WOREC)	Nepal
Carina Morita	House for Women “Saalaa”	Japan
Fabiola Laco	Useful to Albanian Women (UAW)	Albania
Florrie Burke	Safe Horizon	USA
Francisca Ferreira	Centros de Orientacion e Investigacion Integral (COIN)	Dominican Republic
Grace Osakue	Girls’ Power Initiative (GPI)	Nigeria
Inkyong Lee	Eulim	South Korea
Jacqueline Leite	CHAME	Brazil
Str. Jeanne Devos	National Domestic Workers Movement (NDWM)	India
Luciana Campello	Projeto Trama	Brazil
Maria Koleva	Bonded Labour in the Netherlands (BLinN)	Netherlands
Marija Andelkovic	ASTRA – Anti-trafficking Action	Serbia
Nosa Aladeselu	African Women Empowerment Guild (AWEG)	Nigeria
Pari Ruengvisesh	Sex Worker Action Network (SWAN)	Canada
Petra Kutalkova	La Strada Czech Republic	Czech Republic
Rachel Idelevich	Kav LaOved	Israel
Dr. Renu Rajbhandari	Women’s Rehabilitation Centre (WOREC)	Nepal
Sevim Arbana	Useful to Albanian Women (UAW)	Albania
Shova Yadav	Women’s Rehabilitation Centre (WOREC)	Nepal
Taisya Zmacnynskaya	La Strada Belarus	Belarus
Tamara Vukasovic	ASTRA – Anti-trafficking Action	Serbia
Usa Lerdsrisantad	Foundation for Women (FFW)	Thailand
Vichuta Ly	Legal Support for Children and Women (LSCW)	Cambodia

The Context

Our countries are ravaged by wars, armed conflict, civil strife, political instability and natural calamities. Our societies (still) confront patriarchy, racial, gender, class/caste and other kinds of discrimination. The current economic models and trade agreements increase the vulnerability of poor people. Neo-liberal policies and capitalist doctrine are preventing sustainable change, while the strong right-wing conservative political climate in the North has inflamed distrust of the 'other'. And yet, in spite of the barriers we face and the seeming impossibility of the tasks ahead of us, we continue to ally with people who have been exploited, whose rights have been violated, and who struggle daily to maintain their dignity.

Trafficked persons come from diverse backgrounds, ages, countries, ethnic groups and cultures. They have experienced different kinds of abuse, have varied levels of resilience and hence have varied needs. The constant is the severe abuse of their human rights, throughout all stages of the trafficking cycle. The human rights violations associated with trafficking in persons have been well documented in the past decade. Human rights are implicated in both causal factors and vulnerabilities, and in the responses (or lack thereof) of governments, authorities, and enforcement officials. Therefore, our responses must always ensure that the human rights of trafficked persons are respected.

Trafficking has been identified as a highly gendered phenomenon, largely due to the following reasons – feminization of poverty and of the informal employment sector, economic marginalization of women, and systemic gender discrimination. What cannot be ignored is the key role of violence against women in increasing the vulnerability of women and girls to trafficking and in shaping the trafficking outcome. While men and boys are not exempt from the trafficking phenomenon, there are far fewer of them, and they are trafficked in different ways and for different reasons. There is a need for society to recognize the multi-dimensional nature of trafficking. Trafficking may affect girls, boys, women, and men and may occur for a variety of purposes, including varying forms of physical labor, commercial sex work, domestic labor, mail order brides, etc. We should endeavor to take into account these differences so that our responses in the form of social assistance are appropriate, complete, and sustainable given the situation.

Trafficking patterns vary with the geopolitical climate and with the rapid expansion and growth in various economies. We have known for many years that our

Motivation…

We see them sitting like herds of cattle at railway stations of prominent junctions, clutching their little bags containing all their belongings; we see them packed in unreserved compartments of passenger trains like goods for transport, their pinched faces lined with exhaustion and hunger; we see them even at airports, herded like slaves for export to a foreign land and sold to the highest bidder. Many of them are bought in the village, some have to pay back a debt of the family and are trafficked to be resold.

These are the migrant domestic workers within the major cities of India and abroad. They sell their labour as their only commodity to support their struggling often starving families back home. They are totally uprooted, work extremely long hours, their pay is arbitrary, they are the victims of physical, psychological, emotional, and sexual abuse. They are one of the most vulnerable groups for HIV/AIDS and other sicknesses. Their hopes are killed under the ruthless oppression and unjust exploitation... It is a human rights issue, a gender issue, a bonded labour issue and a child labour issue.

~ courtesy NDWM, India

work cannot be confined to the national level, and that our responses in the form of social assistance will require us to be aware of the changing contexts in which trafficking takes place.

Regional Migration/Trafficking Patterns

Participants provided information on the migration and trafficking patterns within their countries and regions. This information has been replicated in the table below. Arrows indicate direction of flow. Transiting is indicated by the two-headed symbol, and internal trafficking by the equal sign.

ALBANIA	> Italy, Greece, UK, Germany, France, Belgium, Switzerland, Northern Europe, Bosnia Herzegovina, Romania, Moldova, Ukraine, Serbia and Montenegro <> Moldova, Russia, Romania, Bulgaria to Western Europe, N. America
BELARUS	> Russia, Germany, Greece, Poland, Cyprus, Turkey, Israel, Lebanon, UAE < Moldova, Ukraine
BELGRADE, SERBIA, & MONTENEGRO	> Italy, Spain, Sweden, Germany, UAE < E. Europe = Belgrade, Serbia, Montenegro
BRAZIL	> Spain, Netherlands, South America, Germany <> Venezuela, Suriname, French Guiana to USA, Europe etc… = Brazil
CAMBODIA	> Thailand, Vietnam < Vietnam <> Thailand
CANADA	< China, South Korea, Eastern Europe <> USA = Canada
COLOMBIA	> Nicaragua, Costa Rica, Mexico, Aruba, Panama, Venezuela, USA, Canada; Spain, Poland, UK, Russia, Italy, Czech Republic, Netherlands; Japan,Korea, Taiwan, Hong Kong, Thailand = Colombia
CZECH REP.	< Ukraine, Bulgaria, Soviet Union, Vietnam, China, Kyrgyzstan, Slovakia > Western Europe (esp. Germany), USA <> Western Europe = Czech Republic
DOMINICAN REP.	> Europe, including Spain, Italy, Netherlands, Austria, Belgium, UK, Greece; Central/South America, including Venezuela, Panama, Argentina, Brazil, Costa Rica, Caribbean; Asia, including, Japan, Israel, Lebanon
INDIA	< Nepal, Sri Lanka, Bangladesh > Europe, USA, Singapore, Malaysia, Taiwan, Hong Kong, Japan = India
ISRAEL	< China, Thailand, Philippines, Eastern Europe (Romania
JAPAN	< Thailand, Philippines among others
KENYA	< Burundi, Rwanda, Sudan, Somalia and Congo > Europe

	<> Asia to Europe = Kenya
REPUBLIC OF MOLDOVA	> Western Europe, Russia, Italy, Belarus = Moldova
NEPAL	> India, Pakistan, Middle East = Nepal
NETHERLANDS	< Bulgaria, Lithuania, Latvia, Estonia, Moldova, Romania, Nigeria, Cameroon, Sierra Leone, Russia, Ukraine, Belarus
NIGERIA	> Europe (primarily Italy, Spain, Germany), South Africa = Nigeria
SOUTH KOREA	< Bangladesh, China, Vietnam, Pakistani, Philippines (marriage)
SPAIN	< East Europe (Bulgaria, Romania), Africa (Nigeria, Morocco), Central America (Ecuador, Colombia, Dom. Rep.)
THAILAND	> Australia, Africa, Europe, Japan, Middle East (Bahrain), N. America, New Zealand < Burma, Cambodia, China, Lao, Vietnam = Thailand
USA	< Central & South America, Asia, Europe (Eastern Europe to NYC), Africa

SUMMARIZING THE CONSULTATION MEETING

Day 1: 26 November

Counselors and care workers are the interpreters of the hearts and minds of trafficked women.

Carina Morita
House for Women "Saalaa," Japan

Session one opened with a welcome address and some background by Bandana Pattanaik, the International Coordinator of GAATW. She said that it was a wonderful and unique opportunity to have an internal meeting of service providers, all of them working with trafficked and migrant women. Many participants noted they looked forward to sharing, learning, and networking with others who, like them, were committed service providers.

This session also provided an overview of the trafficking and migration patterns in Asia, including identifying push/pull factors causing migration to occur, and identification of countries of origin/transit/destination.

Session two commenced with presentations by participants from organizations within the Asian Region – Usa from FFW (Thailand), Carina from Saalaa (Japan), Vichuta from LCSW (Cambodia), Renu from WOREC (Nepal), and Str. Jeanne from NDWM (India) highlighted the specificities in their countries, the social assistance provided, and the challenges faced. Discussion centered primarily on (re)integration aspects of vocational training, legislative challenges, and opportunities for compensation. The session came to a close with Renu, who observed that "the responsibility of social and psychological repatriation falls on the shoulders of the receiving countries".

Session three continued with the final presentations by colleagues from the Asian region. Inkyong Lee from Eulim (South Korea) discussed her organization's attention to an often overlooked area where trafficking can occur – forced, fraudulent and/or exploitative marriages. Rachel from Kav LaOved (Israel) described the government's policies that foster an environment where trafficking occurs, and their advocacy and legal aid service for the protection of worker rights. Discussion centered primarily on government registered mediation/recruitment agencies and the role they play in trafficking.

In the wrap-up to the presentations on the Asian region, issues identified were: international marriages, demand for work, push factors in migration, and the protection of migrants' rights. Gaps in process, in service delivery, and in policy/legislation were also identified. Participants were asked to reflect on their own programs and analyze whether it is empowering for women.

Session four presentations concerned the Africa region. Grace (GPI) provided an overview of the current realities in the area, the types of trafficking that occur, their incidence and root causes, and the legal framework(s) in operation. She identified the "need for action outside the continent" to address both push & pull factors and to advocate to governments. Alice from FIDA (Kenya) described the legal situation in her country, their advocacy for access to justice for all women, and the large degree of cooperation between stakeholders. In Nigeria, Nosa from AWEG highlighted the funding and cultural realities that hinder the ability of organizations to deliver services. Discussion centered on the incidence of specific forms of trafficking – the trafficking of children as soldiers and trafficking of organs. Similarly, conflict, displacement and food insecurity as issues in migration/trafficking were highlighted. Innovative programs, including awareness and outreach to hotels, were described.

The first day was wrapped up with a Solidarity dinner.

Day 2: 27 November

Day two was full with two sessions and an evening of film screenings.
Session five had 6 presentations from the European Region. An overview of the current situation in Eastern, Central and Western Europe was provided to orient participants. Tahisiya from La Strada Belarus, Alina from the International Center for Women Rights Protection and Promotion (La Strada Moldova), Petra from La Strada Czech Republic, Maria from BLinN (Netherlands), Fabiola from UAW (Albania) and Tamara from ASTRA (Belgrade, Serbia and Montenegro) shared the challenges and opportunities their organizations face providing direct services to trafficked women. Discussions centered on rights-based approaches and shelters, trends, and (re)integration practices.

At the end of the session, the following questions were raised for consideration during the rest of the consultation meeting (see social assistance section):

1. Should there be a rights-based approach for providing shelters?
2. Should there be separate shelters for trafficked persons from that of others, such as victims of domestic violence etc.?
3. Should there be combined shelters as well as vocational training and reintegration programs?

Session six highlighted the experiences of colleagues from the Americas. The initial overview of the pattern of human movement and migration in the Americas was divided by region. Betty from Espacios de Mujer (Colombia), Jacqueline from CHAME (Brazil), and Francisca from COIN (Dominican Republic) spoke about the gaps and the realities of doing anti-trafficking work in Central and South America and the Caribbean. Gratitude is extended to Berit and Luciana for providing translation support. The session continued with presentations from colleagues in North America – Florrie from Safe Horizon (USA) and Pari from SWAN (Canada). They described the similarities and differences between the challenges they face, including governmental policies, lack of awareness, funding realities, how they deal with hidden populations, among others. Discussions centered on rescues/raids, case management, confidentiality, funding for returns, tied-finding in the USA, and barriers to implementing legislation.

Session seven facilitated by Bandana identified the emerging issues for discussion during the course of the next two days. Participants viewed the films entitled *America, America* and *When We Walk the Streets*. The inspiring sight of empowered women organizing themselves and participating in mainstream society was noted by all. A much shorter film from Bangladesh caught the audience's attention by capturing, in motion, the situation women face. Many discussed openly the reality of police brutality against sex workers. The film screening was followed by highlights of the major issues presented by the panelists during the December 2004 Congress. Bandana identified the need to gather concrete examples of good practices and good interventions, to analyze the work that is being done in prevention and to take a closer look at what we are trying to prevent.

Day 3: 28 November

Sessions eight and nine were based on the emerging issues. Two small group discussion sessions highlighted the main issues surrounding 5 important areas of assistance: identification, social assistance, social inclusion/(re)integration, dilemmas faced and the question of power. Central questions concerned raids/rescues and repatriation, re-traumatization and re-trafficking, good practices in social assistance and shelters, strategies for successful social inclusion, and issues of power and the ideology of the powerful.

Day 4: 29 November

Sessions ten and eleven contained two interactive workshops – an experiential
learning process to illuminate group therapy and counseling processes and an exercise in self-care and secondary trauma.

"Check in the feeling" and a listening exercise followed by facilitated discussion allowed participants to understand how they behave with clients (including how to listen to women, how they've reacted to the stories) and to understand how/why women set boundaries. The 'psycho-drama' (role-play) exercise brought out the helplessness and frustration as well as the elation that clients go through in the process of recovery.

The afternoon was filled with a discussion of traumatic responses associated with trafficking, and steps that service providers can take to ensure self-care. All stressed the need to take breaks, to release their emotions, and to share their experiences. Many of the same self-care strategies we use can be deployed to alleviate traumatic responses. Innovations in practice and lessons learned were described.

Information about the staff-exchange program was shared in the evening. Overall, the experiences were highly valued by those involved. Francisca from COIN visited Proyecto Esperanza and Maria from BLinN visited GPI in Nigeria. Both exchanges were described as enriching experiences that provided new ideas and much-needed context.

Day 6: 30 November

Session twelve, the final day of the consultations, was dedicated to devising an action plan, evaluating and arriving at conclusions. With regard to the action plan, Bandana raised the following questions based on the discussions – how can we retain the amazing strength that this group has and share this knowledge with the other groups that we are working with?

Overwhelmed by the level of expertise and sensitivity of the group, Bandana suggested that some of the participants with hands-on experience work together to (1) produce a module for practitioners and (2) provide a training workshop for other groups who are providing direct assistance.

Many participants expressed their gratitude for the experience of the consultation and thanks were extended to the Secretariat the traditional Nigerian way. The final session and consultation were closed by everyone saying good bye in their native languages.




ISSUES IN IDENTIFICATION

Main Issues

- Difficulty in reaching out to trafficked persons in non-sex work situations like domestic work, forced or fake marriages, in fact in most situations other than brothel-based prostitution Language barrier in destination countries; translators play a significant role in voicing the concerns of the victims
- A better understanding of the demand side in destination and origin countries
- The issue of who conducts the interviews; suggestion for standardized questions, but acknowledgement that criteria for victim identification may vary from country to country and the type of trafficking
- Avoidance of stress/trauma during identification; suggestions to reduce trauma in the process of identification include the following:
  - Reducing the number of interviews
  - Sensitivity of the interviewers
  - Having a reflection period
- Use of the identification process in the prevention of trafficking

The identification of the trafficked person remains an enormous and a fundamental challenge for all anti-trafficking initiatives. The life and safety of the trafficked person is under threat, and this vulnerability continues until prompt and accurate identification takes place. Significantly, "failure to identify a trafficked person correctly is likely to result in a further denial of that person's rights".[18] The following cases[19] highlight both the further denial of rights and the nuances of the trafficking context.

Nancy had been brought to Britain by relatives claiming she was their daughter and was starved and traumatized after they said she was possessed by the devil. Her plight was overlooked by the police, social workers and medical staff and she died covered in bruises.

~ Courtesy FIDA, Kenya

A Filipina care worker is reported to have been underfed and driven to exhaustion by her employer. The worker dramatically lost weight, but was not allowed to bring her own food to her employer's home for fear that the food would not be Kosher. She grew more and more ill. On her weekly day off, the worker complained of high fever and weakness. Her friend helped her to get to their weekend apartment in order to rest and recover. While her friend was out taking care of her employer, the sick worker died. The worker's employer had arranged no health insurance for her, despite written promises to do so. The worker did not complain about her situation, because she feared that her employer's family would retaliate.

~ Courtesy Kav LaOved, Israel

Lyn, a 26-year-old Filipina is married to a Korean national who is suffering from mental disability. The husband, who is 46 years old, doesn't make any money and always stays at home. His parents, however, have many houses that they rent out. Her parents-in-law treat her like a baby, just the way they treat her husband. She cannot respect her husband and doesn't want to have sex with him. Her parents-in-law are very worried about this. They insisted that she should have sex with him. So one day she ran away and became an undocumented worker. A month later, the Korean Immigration deported her to the Philippines.

~ Courtesy Eulim, South Korea

In spite of our best efforts, there remain many obstacles in the successful identification of trafficked persons. Alice from the Federation of Women Lawyers (FIDA) in Kenya described many of the barriers to identification in her country, which also apply across borders: people may not be ready to talk, may not speak the local language, may not see themselves as victims, may feel responsible for a family debt, may not trust anyone, may fear their traffickers, may suffer from the Stockholm syndrome[20], may have loss of memory or may not have yet been exploited.

The circumstances surrounding trafficked persons are complex, regardless of whether the person in the exploitative situation has been rescued or has escaped. Not only will the trafficked person hesitate to come forward for fear of reprisal by the trafficker, but may also not recognize the situation as such. Instead, they are more likely to regard themselves as (illegal) migrants – their misfortune resulting from bad decisions they made. La Strada Moldova mentioned the cases of labor exploitation of men, who were very unlikely to identify themselves as trafficked.

A lack of trust in enforcement authorities due to perceived or real threats is a major barrier. In the Netherlands, estimations by the National Rapporteur on Trafficking in Human Beings indicate that only about 5-10% of all victims report to the police.[21] Risk of deportations, general ignorance in destination countries and corruption and abuse by police/authorities are significant obstacles that impede the identification. Due to the anti-immigrant sentiment throughout the West, many authorities would rather deport undocumented persons than investigate their case. In the Netherlands, if the suspected woman says that she is not a victim of trafficking, then the police will arrest and deport her back to the country of origin. Colleagues from Proyecto Trama in Brazil noted the case of a young woman trafficked to Israel in 1998 for prostitution: "She was able to run away from the brothel, where she was forced to work as a prostitute. When she arrived at the Brazilian Embassy, she had to lie that she had been robbed in order to get a temporary passport to return to Brazil. She did not receive any assistance from the embassy." Similarly, a Serbian woman approached the consular office for assistance, where she was asked not only for documentation but also for money. The cases involving corrupt officials and police accepting bribes for their silence remain all too common. It is not just that they turn a blind eye. Participating organizations described cases where police are involved in recruitment or provide assistance during cross-border trafficking. Research by GAATW and documentary films by sex workers in Bangladesh, Cambodia and India describe police brutality experienced on a near-daily basis.[22] Consequently, the trafficked person who has experienced corruption or abuse would not view authorities as trustworthy. This is not to say that all countries are plagued by these challenges. Many

Why some trafficked persons hesitate to come forward…

- Feel trapped with no way out
- Lack of control over their bodies/lives
- Have experienced abuse, ongoing threats of abuse towards themselves or their family
- Limited knowledge of their rights
- Susceptible to violence, fines and penalties by employers/agents
- Outstanding debt to traffickers, employers, or agents
- Residing illegally without proper documentation
- Worry about deportation
- Situation may involve corrupt government officials, police, or military
- Face ethnic, social, gender and other discrimination
- Adopt self-protective measures as a result of stress or trauma
- Sense of loyalty towards those on whom they have been dependant
- Do not view themselves as trafficked persons

participants noted their ongoing relationship, and the positive experiences of trafficked persons with authorities (see section titled **Issues in Cooperation/Networking**).

In the vast majority of countries, both law and society view trafficked persons as criminal and suspect. They are (potentially) illegal migrants, who live and work on the margins of society, often in close proximity to criminal elements. This puts them at a distinct disadvantage when coming into contact with law enforcement or immigration officials, even if such officials are trained in victim identification. This attitude was highlighted as the norm, rather than the exception by participants. Kav LaOved, based in Israel, describes the situation of exploitative labor within the country as severe – payment is often withheld, or there is under-payment, deception, confinement, and abuse. The situation is aggravated by the fact that no anti-trafficking legislation exists yet. Enforcement officers and government ministries are reluctant to investigate situations of violence and exploitation and tend to deport immediately. In India, women are charged for engaging in immoral activities (sex workers), and are detained immediately. Once a woman is identified as an illegal migrant in Japan, she is deported and cannot return to Japan for 5 years. Without proper identification as trafficked persons, detentions and deportations are likely to result.

The strategies used to locate trafficked persons vary from context to context. Broadly speaking, raids by authorities and outreach work by NGOs were identified by participants as ways to initiate contact with (potential) trafficked persons. Screening of trafficked persons can be completed by authorities and/or NGOs often with different results. The outcome of these strategies is dependant upon the degree of cooperation between authorities and civil society, and within the NGO network. In Brazil, Trama's strategy to identify trafficked persons is to build a network of local and international organizations including a women's police station, and one for children and adolescents.

Methods to Locate Trafficked Persons

I didn't know who to trust so I ended up a slave;
now you tell me that in order to be free I need to trust a stranger?
~ The Rescue Paradox, courtesy Safe Horizon, USA ~

Raids/Rescues

While some NGOs perform rescues of individual trafficked persons (the majority do not), raids are the primary means by which trafficked persons are located. Conducted by authorities on brothels or other sites of sex work (primary) and at immigration points, raids have the intent to search for (illegal) migrants, which is in itself problematic.

Maria Koleva, representative of Bonded Labour in the Netherlands (BLinN) noted: "It happens very often that things go wrong during the police raids and victims of trafficking get arrested or deported as illegal immigrants. It is a pity that often victims of trafficking are not being recognized and offered support and protection and are instead being treated as criminal individuals. The priority is to control the flow of illegal migrants."

Similarly, Pari Ruengvisesh from SWAN (Canada) described:
"The police raids on massage parlors and bawdy houses did certainly make the lives of women being 'rescued' more difficult. Most were arrested, detained and deported (often still carrying the debt with the agent). Some potential witnesses were being threatened by their boss/trafficker and ended up being under police's high level of protection."

Raids may be conducted by specialized teams, border/immigration agents or regular police; at local, regional, or federal levels; and by individuals with varying degrees of training. Their focus on sex work and (illegal) migrants means that many trafficked persons who do not fit the 'stereotype' go unidentified – this includes those in other sectors (e.g. domestic work), those trafficked internally, and men. Some participants discussed enforcement officers erroneously identifying persons as trafficked because they were without proper legal documentation and/or work in brothels. Many raids in Cambodia involve the removal of sex workers who are not trafficked.

In several cases, raids conducted at brothels and bawdy houses did not respect the human rights of sex workers, especially privacy and confidentiality. In Moldova, there have been cases when the identity of the trafficked person was disclosed. In Canada, in 1997, the door to the brothel was left open while the inhabitants were being strip-searched; and in 2004, media coverage of a bawdy house raid revealed personal details of the women arrested. Often, those subject to raids and arrest are not able to return to gather their personal belongings. One participant noted gross violations of human rights throughout the process: "They are caught, not allowed to change clothes and [collect] their belongings. They are quite often [returned] … in the clothes they were apprehended in (work clothes)."[23]

What is deeply disturbing about the raid trend is the lack of planning – raids are conducted on an ad-hoc and reactionary basis, with total disregard for the rights of 'rescued' persons, some of whom may indeed be trafficked and some may not. But all must have their inherent, universal and inalienable human rights respected. Participants strongly recommend that authorities and other groups conducting raids should send out qualified and trained agents, and that a raid should only be conducted in certain cases where trafficked persons are present. Raids should not be used to harass migrant workers.

Outreach

Broadly defined, outreach can mean any number of things depending upon the context and who it is performed by. Outreach work is crucial in identifying and supporting victims of trafficking in the environment in which they are forced to work.

Participating organizations described many methods employed in doing outreach work, including:

- training of authorities, health care workers, and other organizations whose work may intersect with trafficked persons
- direct/street outreach
- hotline services
- referral networks/mechanisms
- awareness raising campaigns.

The two main outreach mechanisms employed in the anti-trafficking initiatives of participating organizations are hotline services and direct/street outreach. Drawing upon international recommendations, principles, and instruments, hotline services provided by participating organizations all conform to the principles of confidentiality and anonymity. Many have services based in multiple languages, especially those of the typical origin countries. One participant mentioned that ideally these are run 24 hours to accommodate differing time zones and so that those who escape the situation are able to connect immediately. Recognizing the funding and staffing realities, many organizations mentioned that they have an answering service during office closures.

Hotline services are used by trafficked persons, family members, and others. Many participants noted that referrals to other organizations or by authorities are received by the hotlines. House for Women "Saalaa" gets calls mainly from second or third parties and not from the victims themselves. For La Strada Moldova, the hotline is the main outreach tool used in identifying trafficked persons, and in Serbia, ASTRA SOS hotline has resulted in 172 victims being identified (108 adults and 64 children/minors) from 2002-2005. It should be noted, ASTRA had only two cases of trafficked persons self-identifying while still in a violent situation.

The central issue in the case of hotline services is access. How will those who need to utilize these services either obtain the number or be able to call? The intersection of direct/street outreach with services (including hotlines) should provide some of the answers.

In the USA, community organizations have created direct/street outreach activities with street theatre, posters, matchbooks, prayer cards, calendars etc. that contain hotline numbers and information about gaining help. "Saalaa" uses 'discrete' calling cards printed in several languages and placed in strategic places such as in ethnic restaurants and food shops. Similarly, various ethnic community organizations have made culturally appropriate materials containing hotline numbers that should limit the suspicion of traffickers/employers/agents. Another option is to advertise these numbers in appropriate media, including multi-cultural television channels, newspapers and radio stations.

In addition to providing information about hotline services, direct/street outreach has the ability to disseminate vast amounts of information to those who need it, as well as advocate to employers. For those participating organizations who undertake this work, it regularly involves site-visits. Foundation for Women (Thailand) provides direct outreach in the Immigration Detention Centre which helps to identify trafficked victims from illegal migrant workers. During this process they are able to provide information about safe migration to the women and children. In addition to their hotline services, La Strada Moldova has a mobile intervention group, while ESPACIOS DE MUJER (Colombia) constantly visits construction sites, bars, hotels, massage parlors, and strip clubs. This serves to highlight their work among trafficked persons, and their regular visits increase recognition among those who are likely to come into contact with trafficked persons – the sex workers themselves. Sex Workers Action Network (SWAN) performs similar outreach services, targeting closed workplaces, primarily massage parlors; Kav LaOved goes to construction sites and hotels to disseminate information on labor laws; and NGOs in Cambodia provide information on safe migration practices in provinces where migration is high.

Many of the organizations also described the process through which awareness raising campaigns act as outreach tools, whereby individuals, family members and friends of trafficked persons become knowledgeable on the next steps to take.

Escape

Ria escaped while on her way back to the apartment from one of her outings with a customer. She decided to escape because she was pregnant and was fearful to be found out by her employer, who had in the past used physical violence on her when she was unable to deliver what the employer wanted. She sought help from a stranger who helped her contact a local NGO.

~ Courtesy "Saalaa", Japan

This situation, where trafficked persons are able to leave on their own or identify themselves as a trafficked person and obtain assistance from governmental or non-governmental

organizations, occurs infrequently according to consultation participants. In Serbia, ASTRA reports that escape is the rarest way out of a trafficking situation, and has happened in only a few cases. In the four years of work of ASTRA SOS Hotline, they have had only two cases of trafficked victims who managed to call the hotline directly from the situation of violence. Most often, trafficked persons have their movements so tightly controlled that there is no possibility of escape. They may be controlled by threats to themselves and their families back home, or by repeated assaults and abuse.

There are always exceptions. "Saalaa" mentions a number of cases (abstracts drawn from the authors' experience) where the trafficked person was able to leave the situation directly or contact family members outside for assistance. Similarly, some accounts of survivors of trafficking in Nepal[24] and cases out of Myanmar[25] describe escape.

Screening Processes

Formal identification of trafficked persons largely falls within the mandate of authorities – police, immigration officials, embassy personnel, and/or representatives of social welfare departments – who may or may not be aware of legislation (either national or international), guidelines and principles concerning the identification of trafficked persons.

The participants noted with concern that many trafficked persons remain unidentified. As a result, in countries where legislation requires authorities to 'certify' a person as trafficked, those who do not receive certification either do not receive any social assistance, or the limited assistance is wholly inadequate. For example, the anti-trafficking law of Edo State, Nigeria criminalizes prostitution; therefore, it is impossible for trafficked persons who were involved in prostitution to access and receive services. In Thailand, FFW is able to provide comprehensive assistance to those identified as trafficked, whereas services are less for those who do not want to be or are not identified. Similarly in Japan, a person identified as an illegal migrant receives no services and is deported. This constitutes a major gap in service provision, and identifies the imperative need for comprehensive training of relevant authorities to identify (potential) trafficked persons.

A second concern raised at the consultation was the interrogation process used by authorities during identification. It is unclear whether specific guidelines or tools are used during this process – countries may not have any, may choose not to disclose them, or may simply not use them. In Canada, it is unclear whether enforcement officials are trained in using the Reference Guide for Canadian Law Enforcement (2005)[26] in the screening process. The Netherlands has established a protocol where the woman is interviewed by members of specialized teams or immigration officials and informed of her rights; however, this rarely happens as there is no time or trained staff available for these interviews. Many participants described that enforcement rarely informs the (potentially) trafficked person of her/his rights, especially where a reflection period is possible as this could, in their view, jeopardize or interfere with the investigation process. As one participant pointed out, "Law enforcement can push the victim to testify without giving a reflection period. Sometimes they do not provide the victim with full information regarding her rights in the process of criminal investigation."

Fully recognizing the process of interviewing as hierarchical, participants recommended that those who interview trafficked persons, especially authorities, use the World Health Organization guidelines mentioned earlier. Similarly, Clause 16 of the United Nations Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power (1985) states that persons who are likely to be in contact with victims should receive training in order to enable them to identify victims and to be sensitive to their needs.

Authorities screening (potential) trafficked persons should also be sensitive to the situation of (potential) trafficked persons, the risks that they face and their practical realities. In the course of their investigation, they should guarantee that the process does no further harm to the person, does not re-traumatize those with psychological issues, and fully respects the rights of trafficked persons according to National and International Law.

Many NGOs have also developed screening processes, interviews, and questionnaires for use with (potential) trafficked persons. Because the authorities are responsible for formal identification in most cases, the majority of the participants describe their screening as a process resulting from trust-based relationships established over a period of time. Information from informal interviews and discussions is then brought together to complete the picture. Participants describe this method as allowing the trafficked person to retain full control over what is disclosed, and ensuring that trust is maintained. Where the NGO has some responsibility for identification, a more formal structure is required.

Foundation for Women (Thailand) utilizes the following guidelines (questions) to identify trafficked persons at the Immigration Detention Centre:

- Did you enter Thailand by means of fraud, threat, force or kidnapping?
- Was your entry facilitated by an agent?
- Is the work you do the same as the agent told you?
- Did you not get any payment or get less than you were promised?
- Did you experience physical violence at work?
- Have you been impeded by your employer or not?
- Have you experienced sexual violence?
- Did you get sick or have any accident at work?
- Did you work more than 8 hours/day?
- Did you work more than 12 hours/day?
- Can you go back home by yourself after being sent to the Border?

In the Czech Republic, La Strada has a standard procedure to identify trafficked persons. It helps social workers decide if the person fits into the La Strada target group. The semi-structured interview is carried out with each person who is seeking help from La Strada. (If it is found that the person was not trafficked, she/he is referred to other NGOs or service providers).

Participants raised the concern that some organizations undertaking identification of trafficked persons are not operating in accordance with rights-based models; more specifically, they have practices of victim identification, which do not comply with the principles of confidentiality and voluntary acceptance of help. This is especially true where personnel do not receive adequate training, and can result in re-victimization (where the interviewer presses for further details) or non-identification of trafficked persons. Organizations conducting interviews or screening should be aware that often the person omits significant aspects of their experience.

During the consultation, participants almost unanimously noted gaps in standardized and systematic screening procedures. Where non-governmental organizations and government organizations both conducted screening, the results are often significantly different. In 2004, data reported by ASTRA did not agree with the Agency for Coordination of Assistance to Trafficked Victims. They failed to agree on ten cases. In two cases, ASTRA's assessment differed from the assessment of the Agency, while eight children identified by the police and ASTRA as trafficked were not included in the Agency's database.

Depending on the identification process, the horror of trafficking can continue after the trafficked person is liberated. It is imperative that basic criteria for identification be established. The process or method used to locate and identify trafficked persons needs to be grounded in and centered on the person's rights.

Recommendations

Basic Criteria for Identification of Trafficked Persons
☑ Restrictions to mobility, if movement is limited and controlled (e.g. confiscation of legal documents and restrictions in contract) ☑ Buying privilege for working (providing an unreasonable amount of money to agents to have working privileges), debt bondage ☑ Exploitation of the vulnerability of the worker ☑ Control of one person over the other, misuse of power, and psychological coercion ☑ Misleading and false information, fraud, deception concerning working conditions or marriages.

Process to Identify
☑ Identification process should be formalized to every possible extent. ☑ Collaboration should exist between specialized police teams and experienced NGOs; NGOs should consider training police personnel. ☑ Rights of the trafficked person(s) should be put at the center of any initiative and no harm should be done during the identification process. ☑ 'Rescues' should be only conducted when necessary and by a multi-disciplinary team. Police should inform and consult NGOs prior to carrying out raids. ☑ Joint teams (counselor, enforcement, lawyer) should be used where possible to identify. ☑ Interviews should only be conducted by trained persons who are knowledgeable about human rights, sensitive to the situation of the trafficked person, and aware of the power dynamics involved. ☑ Interviews should be limited to a minimum to prevent re-traumatization and a reflection period to be granted to the person. ☑ Those who identify should be different from those who provide service. ☑ Labeling a person 'victim of trafficking' should be avoided. ☑ Information provided should be realistic, accurate and detailed, and should explain the human rights that have been violated, and provide options including compensation.

ISSUES IN SOCIAL ASSISTANCE TO TRAFFICKED PERSONS

The aim of any support for the victims has to be to overcome powerlessness and to empower these women so that they can lead a self-determined life (again).

~ Useful to Albanian Women ~

Main Issues
• Shelters – issues of safety and freedom, various kinds of shelters, ethics around shelter homes – from whose perspective are they defined? • Counseling services – presenting problems, models of assistance, innovations, other • Financial/Economic services – the lack of available resources to address this need • Health services and testing for HIV/STDs/STIs • How much do we know about the perspective of the trafficked persons and to what extent are we able to center her rights?

Trafficked persons are vulnerable to serious exploitation. Often without access to social welfare, lodging, financial resources or income and social contacts, they remain highly exposed. It must be recognized that "the trafficking cycle cannot be broken without attention to the rights and needs of those who have been trafficked".[27] The core elements for support and assistance provided to trafficked persons are clearly outlined in Articles 6 and 7 of the Palermo Protocol and Article 25 of the *Convention Against Transnational Organized Crime*.[28] These measures include the provision of: residency status, appropriate housing, counseling, medical and legal assistance, and employment and training opportunities. However, these provisions are not binding on states under the Protocol.

More often than not, the assistance provided by the state is not sufficient enough to ensure full (or to the fullest extent possible) physical, psychological and social recovery. Gaps in the law and in the implementation of laws prevent trafficked persons from receiving the support that should be offered in practice. In many cases, its provision is tied to the cooperation of the trafficked person in legal proceedings. La Strada is unable to provide comprehensive assistance to foreign trafficked persons in the Czech Republic who don't want to cooperate with the police or whose application was denied. In Spain, some NGOs require the person to report the case to the authorities to receive their support. Ideally, government authorities should "ensure access of trafficked persons to a full range of protection, services and assistance, including notably safe and secure housing; material assistance; medical and psychological care and treatment; access to education (particularly for children); vocational guidance and training and access to the labour employment, and require that such measures are provided on a fully informed and consensual basis and in a manner that respects the dignity and privacy of the person"[29] without discrimination and the setting of conditions. As we know, the reality is nowhere near the ideal. NGOs are left with the difficult task of ensuring the full range of assistance with inadequate funding; however, participating organizations are trying to find innovative solutions to meet these needs.

In general, the assistance offered to victims is provided in various stages from emergency through social inclusion, and return through (re)integration. At the earliest stage, many trafficked persons are often confused as to where they are, what has happened to them, whether they are in danger of deportation, etc. During the first contact with trafficked persons, consultation participants described their intent to create a feeling of safety and security, instill confidence and trust, explain what has happened and prepare to listen. A needs assessment often follows, or is completed informally using information gathered during this first contact which is used to facilitate access to available services. Concerns were noted that other NGOs

conduct a needs assessment procedure but often decide what is best for the woman or child rather than basing it on individual need, acknowledging the agency of the person, and allowing her the right to deny services.

Participants outlined the types of social assistance often required by trafficked persons during the first contact or during the emergency phase – accommodation, psycho-social assistance (counseling), medical assistance, and financial support. These needs continue throughout long-term recovery, and influence social inclusion/(re)integration processes addressed later.

Accommodation and Shelter

Shelters are not just four walls with a roof. Having a safe and secure place to stay is an important issue for trafficked persons now outside the exploitative situation. Ensuring safety and security, while upholding the rights of trafficked persons is an important issue for service providers. Out of all the physical needs identified, shelter and accommodation received the most attention at the consultation. Shelter services can take many forms; still, there are not enough adequate shelters to meet the needs of trafficked persons. Informal sheltering options (e.g. host-families) were not discussed in depth, although many organizations are using this method. While shelter is often provided with identification as a trafficked person, willingness to testify ensures increased security measures.

ILLUSTRATIONS

In Holland, when a woman decides to press charges against her traffickers and receives the temporary B9 residence permit, she is entitled to a place in a women's shelter. In Moldova, shelter services are temporary (2-3 weeks) and shared (3 per room); however, if the woman is testifying, she is placed in private apartments for the duration of the trial. In Spain, many shelters will not accommodate women unless they agree to bring their case before the authorities.

Participants distinguished two main categories of shelters – government and NGO-run – with very different operating standards, policies and capacities both between and within the categories. One factor accounting for this variation is location. For places outside cities or without large immigrant populations, capacity to provide adequate accommodation gets limited. Another factor is access. Women who have newly migrated may find it hard to access shelters because of language and/or cultural barriers. A third factor is country position in the migration nexus. In origin countries, shelter support tends to be provided post-return and includes services different from those provided in destination countries. In destination countries, shelter services mainly focus on emergency and immediate needs; however, this depends on whether and when the trafficked person will be repatriated.

Whether government or NGO-run, most shelters provide temporary accommodation for 24 hours to 2 weeks; are not solely for trafficked persons or foreign migrants; maintain confidentiality of location in various ways; are able to house between 3 and 20 women in shared spaces; have rules and restrict the movement of the women housed there; and provide some activities and services for the women.

Government and International Organization Shelters

Government shelters in Japan are coordinated by Women's Consulting Offices and focus on women who have experienced domestic violence rather than trafficking. In Brazil, there is one shelter in Rio de Janeiro for domestic violence survivors, but it does not accept trafficked persons. Government shelters that are specific for trafficked persons are often established and/or operated by the International Organization for Migration (IOM). IOM in Albania coordinates a temporary reintegration center that provides shelter for up to 20 women in shared rooms. Through an agreement, police provide security to the shelter. If the women

choose, they may participate in various activities outside the shelter but accompanied by a social worker. IOM is also helping in capacity building of the National Reception Center, an arm of the Ministry of Labor and Social Affairs which accommodates foreign trafficked persons and irregular migrants seeking assistance for voluntary return to their country of origin. The Nigerian government, through the National Agency for Prohibition of Trafficking in Persons (NAPTIP), has two shelters which provide shelter for up to two weeks for girls referred to them by government agencies. The shelters are in Lagos (a 3-storey building) and Benin (a 5-bedroom bungalow). In Phnom Penh, the Cambodian Government Shelter (DOSVY) provides accommodation for 24 hours, following which the trafficked person is referred to other NGO shelters throughout the city.

NGO Shelters

There is also considerable variation between shelters run by NGOs. Consultation participants were concerned about the restrictions placed on women in shelters. Many pointed out concerns voiced by trafficked women who said that the shelters were too restrictive and the staff discriminated against them.

The majority of participating organisations provide referrals for shelter services, and generally, these shelters are not specifically for trafficked persons. There are seven providing direct shelter services to trafficked women. In most of these, caseworkers and/or social workers are assigned to work with the trafficked person for the duration of their stay. Services and activities are also provided, including counseling and language training where required. All organizations provide shelter at no charge. Eulim provides shelter (room and food) for a short period (3 months), but will refer to migrant women's shelters if long-term shelter is needed. La Strada Belarus and Czech Republic run mini-shelters where trafficked women can stay for a limited time (up to 6 months, but with an average stay of 2 weeks in Belarus). Upon entering the shelter, the residents are provided with a 'humanitarian emergency kit' that consists of basic necessities for hygiene, pens and notebook, and other useful items. During their stay, the women can move freely provided they respect the rules of the shelter (including curfew) and inform their social worker. Ban Ying provides shelter services to any migrant woman (primarily from Southeast Asia) who has experienced violence. There are no limitations on the duration of stay. One of their shelters has individual rooms, and the other is shared accommodation. The women can move freely provided they observe the rules. They are provided a key and can spend the night outside the shelter. Proyecto Esperanza provides two shelters for women aged 18 to 40. The emergency shelter houses seven women in individual rooms for up to three months (average = 1 month), following which the women have the choice to move to the mid-term shelter. The mid-term shelter accommodates 7 women in shared rooms. The duration of shelter support is assessed on an individual basis, but the average is 6 months. House for Women "Saalaa", established in 1922, is a crisis shelter for foreign women. It provides temporary shelter for foreigners, for trafficked persons and for others experiencing domestic violence. Safe Horizon offers shelter services for women who experience violence (primarily domestic). These shelters are in the form of self-contained apartments for two women plus their children. Residents are able to come and go, but must agree to rules of confidentiality and abide curfew.

COMMON SHELTER RULES…

- ***Curfew***
- ***Confidentiality***
- ***Chores***

Throughout the consultation, many innovative ideas were offered by participants to ensure that shelter services are adequate and respectful of rights (including the provision of mobile phones, and safety plans). There was consensus that shelter services need to be flexible based upon the specific needs in individual cases, and must ensure that the rights of the residents are not violated further. Shelters, like all services, must have the trafficked person at the centre.

As many organizations want to have shelters, further information and analysis was requested by participants. Should shelters house only trafficked women, or accommodate other women experiencing violence? How do we advocate and access funding for shelters? It was felt that further investigation is needed to establish basic guidelines and standards based on human rights principles, and the need for adequately trained staff for running shelters. Participants requested for clarification on definitions and descriptions of closed versus open shelters, and a publication dedicated to shelter issues.

Psycho-Social Assistance

Do we respect [her] capacity and [her] right to self-direction, or do we basically believe that [her] life would be best guided by us?

~ Carl Rogers (1951)[30] *~*

Trafficking leads to "a public health crisis in which millions of lives are devastated by trauma".[31] While the formal diagnosis of Post-Traumatic Stress Disorder (PTSD) is at the extreme, undoubtedly, trafficked persons suffer from stress and various forms of psycho-social distress due to the traumatic experiences they endure, which are a result of abuse of power, betrayal of trust, entrapment, helplessness, pain, confusion and/or loss. By their own account, trafficked persons in contact with participating organizations describe constant abuse expressed through psychological pressure in different forms such as: threats, false promises, swearing, physical and sexual violence etc. This situation has the ability to induce traumatic responses. Trauma[32] involves exposure to an event or situation which overwhelms the individual's perceived ability to cope – the person feels emotionally, cognitively, and physically overwhelmed.

Common problems for trafficked persons	
☒ Addictions ☒ Anger or aggression ☒ Anxiety and/or Generalized Anxiety Disorder ☒ Blame or self-blame ☒ Depersonalization and denigration ☒ Depression ☒ Disorientation ☒ Emotional numbness ☒ Guilt or shame ☒ Intense fear, numbness, or helplessness ☒ Lack of trust (in self & others) ☒ Low self-esteem or inferiority ☒ Loss of control	☒ Memory problems ☒ Nightmares or flashbacks ☒ Physical symptoms of stress & trauma (including: headaches, appetite change, lethargy, stomach/digestive problems, diarrhea) ☒ Shock ☒ Sleep disorders or disturbances ☒ Suicidal thoughts ☒ Personality disorders ☒ Post-Traumatic Stress Disorder

Trafficked persons may have immediate or delayed reactions to their traumatic experiences. There is no one standard response or pattern of responses to a crisis. As service providers, we can assume that some psycho-social support will be requested by the trafficked person at some point and in some form. As they say: Be prepared!

Counseling was identified as an immediate need for trafficked persons. Unfortunately, many states do not include psychosocial assistance (counseling or other forms) in support programs

for trafficked persons. In Germany, psychological assistance is not considered essential, and in Kenya, the lack of legal structures/cooperation/MoU means that psychological services are minimal. In these situations, many NGOs undertake to provide the service directly.

The services provided to trafficked persons are: someone to listen and give emotional support, peer or group support sessions, crisis or suicide intervention, counseling, psychotherapy, and/or hospitalization. For the majority of participating organizations, emotional support is provided by trained personnel and referrals are made for severe cases. They all attempt to empower the clients by using strengths-based approaches.

In Nepal, WOREC arranges psychosocial counseling by trained counselors at transit homes and safe houses, and at over 30 counseling centers at the community level. La Strada Czech Republic assigns clients with caseworkers who have education (college/university) in counseling and receive additional training in crisis intervention; they provide clinical psychotherapy upon the client's request. Some organizations, such as Proyecto Esperanza and Eulim, have psychologists or other highly specialized personnel on staff; however this is rare. Often there are not enough qualified counsellors, and clients must go through a series of referrals or lengthy wait times. ASTRA went through a painstaking process to identify adequate, professional and sufficiently sensitive therapists. La Strada Belarus and ASTRA offer individual sessions with counselors and psychologists, whereas Ban Ying offers not only sessions with a psychologist but also a uni-national self-help group with the help of an NGO worker from the same country. GPI in Nigeria encourages trafficked persons to join support groups, where they are able to openly discuss their problems. This inclusive environment allows them to freely make suggestions on ways that they could be better served. Safe Horizon encourages the formation of various groups (parenting, relaxation, etc…) that provide emotional support and education. They also encourage a mentoring approach – those further along in recovery provide mentorship and guidance to others who share language and similar experience. Peer support models are also being used by organizations in Albania, Japan, Nepal, the Netherlands, Thailand and India. UAW uses peer-support groups to complement individual counseling, as they create solidarity when the women realize they are not alone in their suffering. Similarly, FFW has a program called Sharing Space where women can openly talk about their experiences, if and when they wish to. These groups focus on empowering the women and on psychosocial support offered by peers. For BLinN, initial sessions are directed at helping the women to handle their traumas, to regain their self-esteem and to develop their personal capacities and potentials. These initial sessions are followed by training sessions directed towards the personal development of the women (i.e. assertive behavior, social skills, anger management, etc…). House for Women "Saalaa" does not intervene in the formation of peer-support groups; rather, they find support groups form naturally. Interactions among residents are encouraged through group activities and taking meals together.

ASTRA hopes that their Daily Centre will result in natural and organized peer-support, envisioning it as a place where individual and group therapy could be organized, as well as group meetings, psychodrama, self-help groups and informal contacts between clients.

Regardless of the method, providing psychosocial assistance to trafficked persons requires a special approach and additional skills. Ethical issues, including confidentiality and privacy,

must be considered and trust issues may arise during the process. During the experiential learning sessions, participants explored some of the common reactions trafficked persons display and their own responses to these reactions. These include: resistance, avoidance, projection, telling her story as the 'story of a friend', lying, or talking about physical symptoms only. Many of these are coping mechanisms which require time and respect to break through. The reaction of the counselor/therapist to the trafficked person is important to this breakthrough as well. The Psycho-drama exercise demonstrated the importance of active listening and 'checking in' to confirm understanding, as "we hear things in our own mindset" and often get things wrong. Empathy, compassion, respect, and openness help in creating a sharing space. Those who provide these services require patience and understanding. Coping mechanisms, such as resistance, should not be challenged. Ideally, sessions should be led by the trafficked person and the counselor/therapist should attempt to be on an equal footing with the client at all times. Another challenge is the language barrier often present especially in destination countries. Participating organizations all offer some form of interpretation or translation services. Recognizing that language and cultural barriers can lead to misunderstandings, "Saalaa" and other organizations offer counseling and consultation services in the women's native language, since being able to communicate in one's native language is in itself reassuring.

Varied but significant changes are often seen following psychosocial assistance. These are, of course, dependant upon both the severity of the reaction – for example, treatments for some diagnoses (PTSD, or Generalized Anxiety Disorder) are protracted – individual factors, and whether the assistance is received in the destination or origin country. Some of the improvements noted by participants include:

- ☑ Decreased anxiety and fear
- ☑ Fewer nightmares, sleep disturbances, intrusive memories
- ☑ Increased awareness of self and of rights
- ☑ Higher self-esteem and confidence
- ☑ Increased independence
- ☑ Pro-social behavior
- ☑ Improved personal interactions and relationships
- ☑ Brighter vision of the future and feeling of hope
- ☑ Elimination or decrease of physical symptoms

For La Strada Czech Republic, positive changes in clients typically begin after the 'stabilization period' (refers to the initial phase of social assistance where immediate physical and psychological needs are addressed). Using the principle of empowerment, the client is encouraged to evaluate the social assistance received using changes in her/his life, achievement of pre-set goals, and steps taken in cooperation. AWEG and GPI in Nigeria say their support group approach is working. There are visible differences between how the girls were at first contact and how they are after the counseling and training sessions, [in] their willingness to participate in other programs and their role during support group meetings.

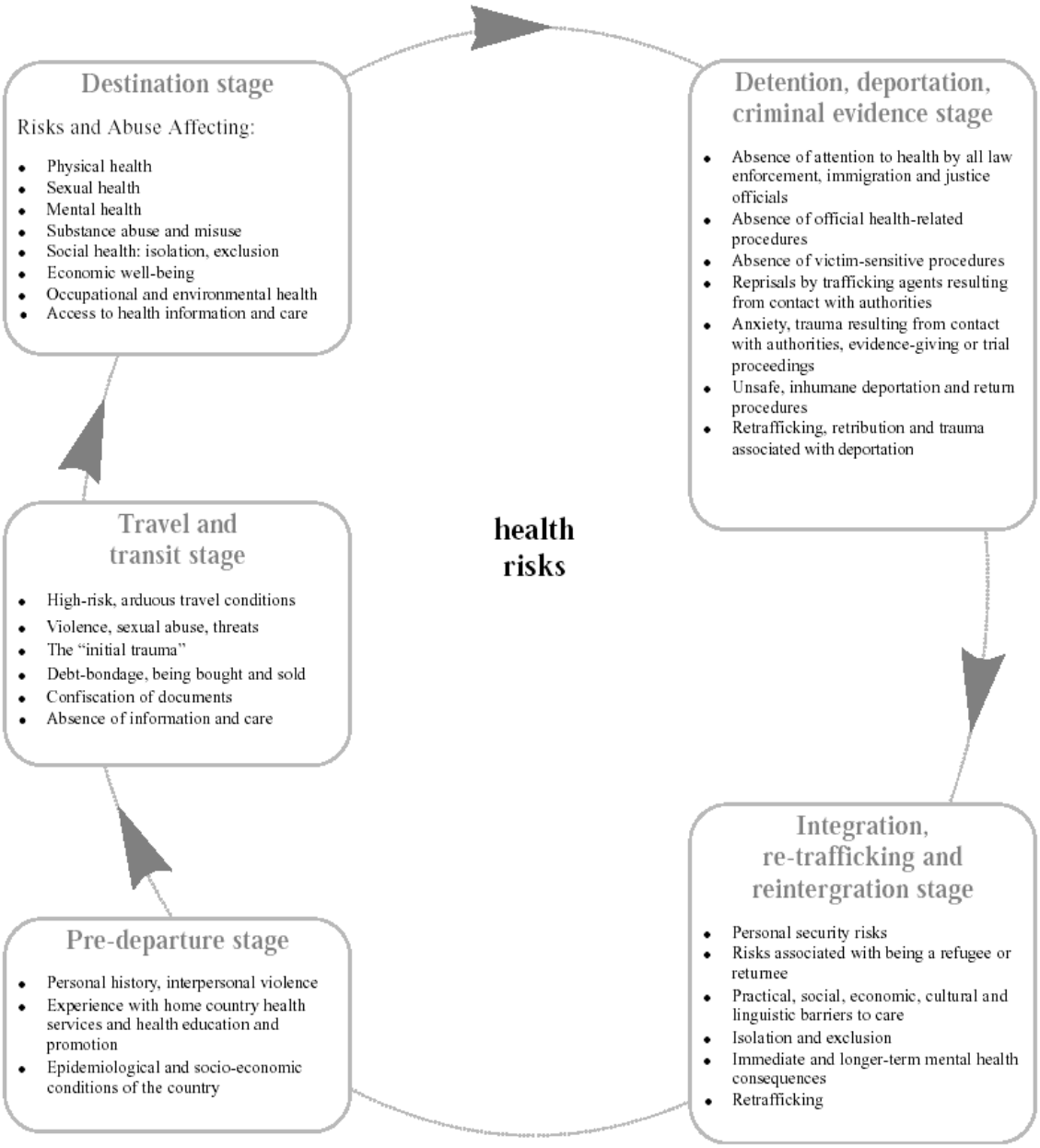
Looking critically, however, is important to our work. For service providers in destination countries, these positive changes seen during the initial phases of recovery can be interrupted by various internal and external factors (especially, during repatriation and (re)integration processes). Participants cautioned us to avoid labeling clients, especially where the labels are negative. Labels such as 'victim', 'problematic' or 'difficult' may trap the individual in that identity through the ongoing stigmatization they face, severely hindering their recovery. Forcing people to receive psycho-social (counseling) assistance, to join a support group, or to volunteer has similar consequences. Florrie from Safe Horizon summed up the main issues saying, "Counseling needs to be offered in a way that is acceptable to the client. Many of our

clients come from cultures that do not recognize the symptoms of trauma in the same way. We do not want to 'pathologize' someone's experience and we do not want to force someone into a mental health system that is contrary to their belief system or that will not be helpful to them." Participants stressed the necessity of constant evaluation and analysis of all programs.

Physical/Health Assistance

The right to health is enshrined in constitutions and law, and yet the health of trafficked persons is, more often than not, severely compromised. Health risks are present throughout all stages of the trafficking experience, as conceptualized in research from the London School of Hygiene and Tropical Medicine (2003):[33]

Conceptual framework 1: Stages of the trafficking process



Many trafficked persons experience abuse from various individuals – traffickers, employers, agents, customers and clients. This abuse combined with long work hours, food and sleep deprivation, substandard living conditions, and limited access to medical information and care contributes to deterioration in health. Health problems common in trafficked persons include malnutrition, dehydration, poor personal hygiene, dental or eye diseases and conditions, traumatic physical injury (including bruising, broken bones, untreated medical problems), critical illnesses (diabetes, cancers, heart or liver disease), respiratory problems, urinary tract infections, addiction-related issues, sexually-transmitted infections or diseases, HIV/AIDS, reproductive problems, and complications from abortions or other surgeries. Unfortunately, many of these problems exceed the available resources for medical assistance.

Comprehensive health information and care is limited not only during but also after the trafficking experience. The reasons are complex: inability to physically access healthcare providers, fear of deportation and stigma, lack of understanding of health, cultural taboos (especially around sexual health), language difficulties, and lack of insurance coverage or money to pay for service. In addition, health care providers often are reluctant to provide services to those without proper legal documentation. While in many countries there are difficulties accessing basic health care, specialists and specialized services are near impossible to access without documents and/or money.

Participants noted a great need for free medical services for trafficked persons. Some participants (Thailand and Spain) have governments that cover medical costs regardless of legal status. In Thailand, FFW refers cases to government hospitals in Bangkok for free services. These include HIV testing upon request. Non-Thai women and children have equal access to this service with an official referral. In Spain, registration with the municipality is required for access to be given. Other countries will provide basic coverage for those 'certified' as trafficked persons. In Germany, the state will cover *essential* medical services for legalized persons only. The Anti-trafficking Program in the USA does not provide physical health services. It is the responsibility not only of the state, but also of health care providers who should be obliged by their oath to give medical assistance, irrespective of whether a person is legal or insured. As many national and foreign trafficked persons are without documents and considered illegal, they are denied services except where the situation is life-threatening or in special cases, such as pregnancy. Arranging basic medical care for clients who have no documents is the main problem participants face, so how are medical needs being met?

For countries without government assistance or where specialized services are necessary, cooperation between stakeholders is essential. Agreements with local health offices, nursing outreach teams, international organizations (i.e. IOM), private clinics, and other NGOs help to ensure that needs are met at no or low cost. FIDA Kenya networks with other organizations, including the IOM, to provide physical health assistance to trafficked persons. In Belarus, La Strada has signed agreements with medical centers in Minsk and in all regional centers of Belarus. Through these agreements, the trafficked person is able to receive medical examination. The medical centers provide services free of charge and use voluntary, anonymous, and confidential principles. SWAN (Canada) is able to provide health services (mainly sexual health) by partnering with the street nurses program. The service is free. There are also a few clinics which are free of charge and do not require identification or coverage. In the Czech Republic, La Strada partners with NGOs offering STI tests and gynecological treatment free of charge. While LSCW (Cambodia) does not provide health services, they refer to other health resources and NGOs providing these services. HIV/AIDS screening is free; however, there is a fee for medical examinations.

Where agreements for free services are lacking, participating organizations will cover the expense. In Serbia, ASTRA ensures that the trafficked person has check-ups and treatment in private clinics. They cooperate with a private clinic in Belgrade that provides medical assistance to trafficked persons *pro bono* when needed, meaning when the organization is unable to cover the cost of health care service. For trafficked persons in the USA, Safe Horizon covers expenses (including prescription medications) using their client emergency funds. GPI (Nigeria) gives financial support to enable access to both public and private health services. The trafficked person then pays for these services. Unfortunately, many community health centers are not women-friendly and women are not encouraged to be open about their sexual problems or needs.

Some participating organizations provide medical services themselves. WOREC (Nepal) provides general health check-up based on individual needs through their fixed and outreach clinics. The cases are referred to the hospitals if necessary. COIN (Dominican Republic) runs a health clinic that offers general consultations, gynecological services, HIV/AIDS, dental check-ups and vaccinations. They also provide laboratory service at low cost. There are 4 doctors, 2 dentists, 2 laboratory assistants, a nurse, and a receptionist on staff at the clinic, paid in part by the Ministry of Health.

In addition to providing direct medical services or referrals, many organizations undertake training and awareness campaigns for health providers. One of the main concerns expressed by participants was that health providers were not specifically trained to deal with the health problems in trafficked persons, or be sensitive to the trafficked person's experience, especially in matters of sexual health. Also, according to ASTRA (Serbia), there has never been a case of a medical doctor reporting a trafficked person, although all clients said they received some examination or check-up during the period of trafficking. Whatever the reason, this information fortifies the need for comprehensive training of general and specialist medical professionals. In many countries, NGOs provide training to healthcare professionals about human trafficking, including issues of force and coercion, and the health concerns they may encounter. Safe Horizon (USA) trains medical professionals assisting victims of rape and sexual assault to do forensic examination in a sensitive manner. Such medical training is extremely helpful to women who have endured sexual trauma. WOREC takes an additional step by providing village-level health worker training, and 'barefoot gynecologist' training to women's collectives throughout Nepal. Women who receive this training then educate other women about their bodies and how to take care of themselves.

Financial Assistance

Every woman should have a purse of her own.

~ Susan B. Anthony ~

Like everyone, trafficked persons want financial independence. After all, economic necessity is one of the root causes for the occurrence of trafficking. Vocational skills training and education are normally provided in long-term (re)integration programs; however, the provision of direct financial aid is often not part of assistance programs.

In some cases, social service benefits (welfare) are available but access varies by country, circumstance, and willingness to press charges. The Netherlands and Germany provide benefits to women who receive visas or are willing to testify, and in Canada, there has been some talk about the possibility of financial assistance being provided by the Ministry of Employment and Income Assistance to 'extreme cases' but it is not in place yet.

For participating organizations, including financial assistance as part of the program is difficult. Limited funding is the main issue. SWAN (Canada) ensures that that need is partially met through private donations and personal funds. FIDA Kenya refers trafficked persons to other organizations like Society of Women in Distress (SOLWODI) and IOM for financial assistance; however, the financial assistance programmes of these organizations are also limited, and the money provided to the women is nominal (especially in relation to what they previously earned in destination countries). La Strada Belarus provides financial aid/grant services once to each trafficked person but they can also access three grants through IOM. In the Czech Republic, La Strada provides financial assistance when needed for Czech and foreigner clients. While Czech clients are usually financially supported until social benefits are available, foreigner clients get funding for as long as is required. BLinN offers temporary financial support and emergency funding to cover the period until the women can locate employment. Similarly, many Cambodian NGO shelters provide financial assistance through loans, but only after the victim fully receives vocational training.

GAATW colleague, Jiraporn Saetang, notes that direct financial assistance could be further explored as an alternative, or as an additional mechanism for assistance. It could serve the purpose of empowering trafficked persons to regain control of their daily decision-making.[34] However, success requires funding, and should take into account the state of continued dependency that the women find themselves in.

Recommendations

Assistance work requires adequate funding. Participants encouraged strong advocacy and lobbying with donors to allocate proper funding to ensure all needs of trafficked persons are met. The following recommendations remain flexible in view of the variety in local contexts and respect to the human rights of trafficked persons.

Recommendations
• Social assistance programs and their delivery should empower those using the services. • Constant evaluation and analysis of all social assistance programs to check if the needs of trafficked persons are met. • Networks between organizations to ensure most of the needs of trafficked persons are met are beneficial. • Shelters which do not allow contact with outside world and keep the women without any activity may slow down recovery. • Accurate information about the process of assistance and explanation of the rules of the shelter should be shared with the trafficked person. • Counseling is an immediate need for trafficked persons. • Labels such as ‘victim’, ‘problematic’ or ‘difficult’ should be avoided. • Shelters must not force trafficked persons, or others, to ‘volunteer’ or participate in any activity against their desire. • Guidelines for shelters based on human rights principles should be established and used, and should incorporate feedback from trafficked women who have used the service. ~ In-depth description of closed shelters, open shelters and those in-between highlighting their strengths and weaknesses from the perspective of trafficked persons so that service providers can choose models which best suit their local context.

- GAATW-IS should work with members and friends to bring out a publication on shelter issues with case studies and examples of programs.
- Peer-based models, such as those in Serbia and Albania that allow women to gather, share, openly discuss and train, were identified as good practices to include in social assistance programs.
- Opportunities for direct financial assistance as an alternative, or as an additional mechanism for assistance should be explored.
- Training programs are needed for health care providers, shelter staff, psychologists, and others in order to sensitize them to the nuances of trafficking and migrant issues.

ISSUES FOR SOCIAL ASSISTANCE PROVIDERS

Beware the slippery slope -- and the road paved with good intentions.
~ Matthew Robb, MSW[35]

Social assistance providers are usually acutely aware of the stresses of those they help; however, they aren't always as alert to the stress and fatigue that can slowly surface in their own lives. Some of the common reactions are:

Physical/Behavioral (fatigue, headaches, changes in sleeping, increased blood pressure, changes in eating habits, changes in smoking habits, changes in alcohol and drug consumption); **Emotional** (feeling helpless and overwhelmed, increased mood swings, decreased motivation, feeling burned out, crying more frequently and easily); **Cognitive** (difficulty in making decisions, problem solving and concentrating, forgetfulness, questioning why this happened in a world that is supposed to be safe).

Those working with trafficked persons are not immune to these reactions and need to remind themselves that these are normal human responses to stressful circumstances. A colleague from La Strada described staff burn-out, common among NGOs working in trafficking. Staff risk their own safety, sometimes are unable to provide help (limited capacity of the organization), and often feel helpless and frustrated when the root causes do not change. Not knowing whether the assistance was useful, and not having closure are two other factors that can increase stress. At the extreme, compassion fatigue and secondary traumatic stress[36] characterize the cumulative effects of working with survivors. Although many of the underlying stresses cannot be prevented, we can increase our ability to cope by taking care of ourselves and staying healthy. It is important to know our limits, so we can continue to be available to clients.

Here are some stress-relieving activities that participants use to care for themselves:
singing, humming, listening to music, watching films (comedy and sad films), sharing with close friends or colleagues, arguing or debating, socializing with friends, time alone, exercising (including going to the gym, swimming, long walks, using the stairs, kayaking, biking), cleaning/ organizing, shopping, long baths, massage, writing, sleeping, crying, praying, self-analysis, maintaining professional distance, compartmentalizing.

Maintaining healthy boundaries between work and home, and professional distance between oneself and the client are important ways to decrease stress. Professional relationships, such as those between service providers and clients, usually involve imbalances of power. Professional boundaries must be established; however, they are influenced in part by culture. Models prescribing clients to attend formal sessions in a private office may not be appropriate in some countries where home visits are more suitable. Participants recommended avoiding friendships with clients while maintaining equality and respect. Organizational policies may also be useful in reducing stress. Staff at Safe Horizon (USA) spend their Fridays talking about themselves and how they are doing, so that at the end of the week they are more relaxed.

Practicing self-care principles serves not only to alleviate stress and fatigue, but also demonstrates healthy coping strategies to those we try to assist. It could be said that self-care is practicing what we preach.

Recommendations

Recommendations
• Maintaining healthy boundaries between work and home, and professional distance between oneself and the client are important ways to decrease stress. • Avoiding friendships with clients while maintaining equality and respect. • As service providers, our role is to assist trafficked persons with sustainable livelihoods and to empower them to be informed of ways to migrate safely if they choose.

ISSUES IN SOCIAL INCLUSION/(RE)INTEGRATION

A prerequisite to integration is the existence of a society that is tolerant and inclusive.
~ Cristina Talens and Cecile Landman[37]

Main Issues
☑ Mitigating vulnerability to re-victimization while avoiding dependency. ☒ Root causes – poverty, gender/class discrimination – are not being addressed. ☒ Responsibility for social integration is exclusively on countries of origin and mostly with NGOs, many of whom are currently under-resourced. ☒ Stigma of prostitution extends to all trafficked women. ☑ Programs must respond to demand for adequate employment, and merit to be accorded to informal work (e.g. domestic labor). ☑ Networking between destination and origin countries needs to be strengthened.

While some trafficked persons want nothing more than to return home, others wish to remain in the destination country. Often, the choice is not their own. The majority are involuntarily repatriated to their countries of origin where they potentially face retaliation, threat, exorbitant debts, no livelihood, discrimination, and stigma. In spite of these problems, many reports have noted that in reality most trafficked persons choose not to access or do not know of the assistance available to them.[38] Nevertheless, it is important to have assistance available to those who want and need it, as the potential for re-victimization and trafficking remains. For those who have the opportunity to remain in the destination country, the issues are the same, with the added demand of adapting to a new culture and society.

The social inclusion/(re)integration processes aim to eliminate discrimination, ensure that rights are respected, and encourage socially active members of the society. The process is lengthy. It requires work on multiple levels – individual, family, community – and a variety of services in addition to the continuance of those included in the emergency phase. Long-term assistance programs should recognize the strengths and resilience of trafficked persons and build upon them with the aim to further empower the person. The process of social inclusion is a mutual responsibility of origin and destination countries.

Social Inclusion/(Re)Integration in Destination Country

The process towards inclusion begins when the trafficked person decides to remain in the destination country for a period of time. Generally, this requires that legal status and residency permits be obtained. For participants from destination countries, the right of trafficked persons to remain in the host country is often contingent on their collaboration with authorities (Czech Republic, Japan, Spain, Netherlands, USA), or non-existent (Israel). Permanent residency status may be granted following the investigation or reflection period and in *exceptional* circumstances. In the Netherlands, permanent residence may be granted on humanitarian grounds but this only occurs in 1% of cases according to BLinN.

Regardless of whether residency is granted, trafficked persons can benefit from inclusion/(re)integration services in host countries. Language, cultural gaps and economic insecurity were noted as the main difficulties for trafficked persons. For some, acceptance by their own ethnic communities may be hindered by discrimination and stigma. Others may be

reluctant to approach or live in the vicinity of their ethnic community because of shame. To deal with these barriers, participating organisations provide language and literacy classes, cultural training, and vocational skills courses. In some cases, however, these long term assistance programs can be misleading, and may cause unrealistic expectations that they will be able to stay.

Language (and Literacy) Classes

Speaking the language of the host country is essential, especially when securing paid work. Many trafficked persons have received little formal education and illiteracy, like language, may limit options for employment. Most NGOs provide basic language and literacy classes either directly or by referral to other organizations. In the Netherlands, these are state-financed; however, BLinN arranges language training for victims of trafficking without a residence permit. Most are run using volunteers. While providing language and literacy skills, these classes also provide opportunities to meet new people and to extend social networks.

Cultural training and orientation

Cultural trainings uncover the shared sets of values, attitudes, beliefs, and behaviors, which are widely held by members of the host culture and which cause confusion and insecurity in newcomers. These training sessions can be formal or informal and include practical information to increase understanding of the environment and to enable active participation in the host society. Orientation services provide basic information on the location of services throughout the city or town – accessing transportation, public services (e.g.: library, recreation facility, etc…), market or shopping, among others.

Vocational skills training

The ability to work goes a long way in the recovery of trafficked persons. For trafficked persons in destination countries, there are difficulties finding work not only because of language, but also because of lack of skills and required qualifications, as well as systemic discrimination in the employment sector.

> *Victims of human trafficking with a B9-status have access to vocational training, **provided that they master the Dutch language**. There are very few training possibilities in languages other than Dutch, which is a major obstacle for the women. Furthermore, in most cases **no financial assistance** is granted by the state for such purposes. Only in special cases can women receive support from the municipality where they live for study purposes.*
>
> *~ BLinN Country Report*

Many NGOs providing vocational training offer computer classes. Following an assessment of interests and skills, some NGOs are able to assist with locating and funding training opportunities and/or internships related to the training course. Others are able to refer to outside agencies that provide vocational training. Safe Horizon (USA) assists their clients to map out a work-plan based on existing skills and strengths. Many organizations encourage goals that secure financial independence in the country of origin as well.

Social Inclusion/(Re)Integration in Origin Country

The preferred option for governments seems to be repatriation. This may also be the goal of the trafficked person. COIN (Dominican Republic) describes how half of the returning women

never want to leave the country again; on the other hand, most of the victims GPI (Nigeria) has contact with are not happy about returning – "they seek and achieve other avenues for going back to Europe." Possibly, this is largely dependant on whether the return was voluntary or not, but the experience of participants shows that many women who are repatriated or deported have no 'home' to go back to or may be unwilling to go back to families that had violated their rights. Where trafficked persons are deported, services in countries of origin may be largely unknown and/or inaccessible.

Risk assessments and repatriation processes

In order to ensure the safety and security of the person, many (but not all) destination states and authorities undertake a risk assessment. Governments and/or NGOs in the country of origin should also be involved in the risk assessment process. Participants expressed concerns that the risk assessment and repatriation processes were not sufficient to ensure that the trafficked person was safe and supported in the country of origin. Additionally, participants noted inadequate measures to ensure human rights protection throughout the process of repatriation. One organization described the recent repatriation of a minor to the country of origin (Iraq) on the principle of family reunification. Whether a risk assessment was completed remains unknown; however, obviously the conflict was not taken into account. Others described cases where family members are involved in recruiting victims. Without a complete risk assessment, there is a substantial risk of being re-trafficked.

Some governments, such as Canada, require an assessment before the deportation of any foreign national. The results can be inaccurate, as cases of repatriated people under threat or hardship are not uncommon. Other governments undertake risk assessments only when a permanent residence permit is sought. NGOs are left to cover the gaps where possible. Many participating organizations complete a risk assessment, especially where they are involved in the repatriation process. In Serbia, the accounts of botched repatriations (oversights such as no pick-up at the airport, no connection to service providers, the quality of services in the shelter in the country of origin, etc.) caused ASTRA and partner NGOs to complete risk assessments and repatriations on their own. This service was closed by the government due to pressure from other actors. However, ASTRA still undertakes a risk assessment and coordinates with other NGOs when cases are known. La Strada Czech Republic carries out a risk assessment with each client who returns home and prepares a detailed safety plan. La Strada Belarus, which operates in a country of origin, has been able to influence risk assessments of partner organisations in the country of destination.

'Voluntary' returns are often coordinated by IOM in collaboration with governments. In Latin America and the Caribbean, IOM is involved in the majority of returns. In the Czech Republic, safe return is organized by the Ministry of the Interior via IOM for clients who are certified as trafficked persons. The IOM program to repatriate migrants undertakes a risk assessment, covers the cost of the airline ticket, and can provide some money for reintegration. IOM also provides information and referral to specific NGOs providing assistance services in the country of origin.

Whether between the IOM and the NGOs or within the NGO community itself, cooperation in repatriation is beneficial and helps to ensure support and security to the trafficked person. Throughout parts of Europe, participating organizations described strong coordination between NGOs in destination and origin countries, primarily within the La Strada network. In many cases, the NGO in the country of origin is informed of the outcomes of risk assessment and provided details of the return (date/time/location etc). This allows many of the NGOs to meet the person at the airport or railway station, immediately connecting the trafficked person to continuing services that will assist inclusion/(re)integration. Where cooperation fails is with

some of the Western European nations. One participant described the repatriation of young women who were identified as trafficked persons. They were under great risk due to the criminal network involved; however, assistance organizations in the destination country did not notify relevant services of the girls' arrival in the country of origin.

This case and others highlight the necessity of cooperation throughout the risk assessment and repatriation process. Clear and standardized procedures for risk assessment should be implemented in every case prior to the return of a trafficked person. Returns must be voluntary, with assistance in place. For worse or better, the experience during repatriation will influence recovery and (re)integration

The main challenges to inclusion/(re)integration in the country of origin are the unchanged or worsening economic conditions and stigma or shame associated with the experience of being trafficked (especially from family members). Both are factors that can influence the desire to migrate again. (Re)integration services should empower those who use them. As service providers, our role is to assist trafficked persons with sustainable livelihoods and to empower them to be informed of ways to migrate safely if they choose. Participants expressed innovative ways to resolve some of these issues, but stressed that the programs should be based on the trafficked person's needs and wishes for the future.

Vocational Training

In countries of origin, vocational training is generally arranged based on the wishes of the person for specific skills and on the demands in the labour market. According to participants, the majority of taught skills include cooking, catering, computer literacy, sewing, weaving, hairdressing, business management, typing, among others. GPI notes that these skills in reality will not provide the same level of income as earned while abroad. Participants recognize that many income generation and vocational training programs do not meet the demands of the women for work.

Many organizations use referrals or offer programs which provide access to more advanced or specialized training. WOREC (Nepal) offers both formal education and life-skills training, including leadership training, health worker training, and early childhood development training programs. A Turin-based Italian NGO TAMPEP runs the ALNIMA project which provides vocational training and reintegration programs in Albania, Morocco, and Nigeria with the objective of improving the living conditions of project participants and facilitating a positive reintegration into the labour market in their country of origin. In Moldova, La Strada provides support for trafficked women to complete school. La Strada Belarus has agreements with employment centers in all regions in Belarus where specialists assist in job-seeking and advanced vocational training. These specialists organize education/re-qualification based on studies of the job market. Some organizations described that training is often not enough, and the lack of work experience is a barrier to job placement. For many, skill training is provided on-the-job in the private sector, where possibilities of being offered employment are higher.

Other organizations use similar approaches, using business and micro-credit models. Agencies involved with (re)integration in Cambodia help set up small businesses, and provide access to micro-finance assistance in Nigeria and the Dominican Republic. These options also have challenges.

An Example…

ASTRA, in collaboration with the London-based organization Women-to-Work, delivered a three-week entrepreneurial training to the first 11 participants. This program has introduced mentoring as a form of support in Serbia for the first time. Training activities include preparing resumes, conducting and participating in interviews, developing social networks and practicing presenting a business idea. Some of the important skills the women gained were: (1) interviewing (2) participating on teams (3) asking questions to gain information and basic market research skills (4) networking (5) preparing and delivering presentations (6) analysing costs (7) communicating by email (8) building a resume/CV and assessing one's strengths and weaknesses (9) planning … In contrast to many projects of this kind, this program did not encourage handicrafts or traditional cooperative activities for women which tend to create gender-segmented labour markets. The training focused on helping women develop new ventures and opportunities that may be economically competitive. In the future, the program should help to promote unique business ideas in keeping with local opportunities and conditions.

UAW (Albania) points out that vocational training, while providing professional and financial advances, is more beneficial because of the involvement of the trafficked persons in the community. Their participation in various social and domestic activities organized by the group strengthens social bonds among them and makes them more confident and hopeful of future possibilities.

Family counseling and community sensitization

Fear of social stigma and loss of family honor leads many trafficked persons to actively seek privacy, notes LCSW. They do not want to discuss the experience or their work, and many do not want to return to their families. But when appropriate and where possible, many organisations work with the families of the trafficked person and the surrounding community.

For UAW, the return of the trafficked person (usually women) to the family is one of the principal objectives of the (re)integration program. Shame prevents families from accepting those who have been trafficked, so UAW staff spend time meeting the family and establishing a trusting relationship to prepare them. "It takes a lot of work to sensitize the families, so that they understand that they should accept their daughter and take care of her in order to prevent her [being] re-trafficked."

With the trafficked person's approval or request, La Strada Belarus helps restore their relationship with family and community members by working with these groups. La Strada Moldova arranges for a social worker to meet with the trafficked person's family before her return. It also provides information about the medical, psychological and social aspects of reintegration through their step-by-step brochure. A variation of this concept is their summer camp for trafficked persons, spouses and children. The camp involves group and individual sessions with psychologists, organization of support groups, re-socialization/reintegration of trafficked persons within their families (building up the relationships) and socialization of children (building self-confidence). GPI (Nigeria) provides counseling for family members and the community in an attempt to ensure that the returnee trafficked person is accepted.

Participating organizations also conduct general awareness raising campaigns in communities at high risk. NDWM (India) conducts a national program to dignify domestic work; Eulim (Korea) uses the media to highlight and hopefully improve the status of migrants; and WOREC (Nepal) helps mobilize women and adolescents to strengthen local strategies for

gender empowerment and community action against trafficking. Family counseling and work within communities can be an important aspect in the inclusion/(re)integration of trafficked persons in society. However, it is only one part of the broader picture that informs inclusion.

Good Practices and Realities

The discussion group on social inclusion highlighted some good programs in their notes. In addition, the group described some of the problematic realities which inclusion/(re)integration programs have contributed to. Both are included in the tables below.

GOOD PRACTICES
☑ National program to dignify domestic workers in India
☑ Micro credit scheme for women in the Dominican Republic
☑ Summer camp for trafficked women and their families (spouse, children) in Moldova
☑ Social campaign and support for education in Moldova
☑ Professional training for street children and adolescents in Albania
☑ Program to protect the rights of migrant workers and women who have married Korean men
☑ Outreach and training on safe migration to young women working in the entertainment sector in Nepal
☑ Successful networking between the police, government sector and NGOs on the issue of trafficking in Colombia
☑ ALNIMA project for vocational (re)integration in Benin City, Nigeria
REALITIES AND PROBLEMS
☒ The proliferation of support programs for repatriated trafficked women has left out other young women and girls. Some believe that to be 'eligible' for assistance they must be trafficked.
☒ Some programs create dependency among the trafficked women.
☒ Many programs are isolated and non-sustainable.
☒ Many programs are still using the 'anti-migration' message, which does nothing to counter human trafficking or to alter the illusions around destination countries.

Recommendations

Future strategies on social inclusion/(re)integration should incorporate multiple perspectives and approaches.

Recommendations
☑ Inclusion strategies should focus on sustained and sustainable work with women and men in the informal sector especially with migrants.
☑ Programs should look beyond trafficking for sexual exploitation and provide realistic information on migration.
☑ Inclusion/(re)integration of trafficked persons benefits from stronger networking between destination and origin countries.
☑ Long-term assistance programs should recognize the strengths and resilience of trafficked persons and build upon them with the aim to further empower the person.
☑ There is a need to lobby governments to adopt policies for safe migration, to sign and ratify the Palermo Protocol, and to ensure the protection of the rights of trafficked persons.
☑ Awareness raising campaigns should be included in inclusion/ (re)integration work to help change peoples' attitudes towards trafficked persons.

- ☑ There is a need for a clear and standardized procedure for risk assessment and repatriation between countries of destination and origin. Human rights of trafficked persons must be protected throughout the process. Returns must be voluntary, with assistance in place.
- ☑ Family counseling and work within communities can be an important aspect in the inclusion/(re)integration of trafficked persons in society. However, it is only one part of the broader picture that informs inclusion.

ISSUES IN COOPERATION/NETWORKING

Throughout all phases of the trafficking cycle, cooperation is necessary to ensure that the trafficked person receives adequate services to cover their needs. One person or one organization cannot do it alone. Participating organizations described the level of cooperation, or lack thereof, between various stakeholders in their countries. Some of what they described is detailed below.

☑ ***La Strada International Network***

It is a network of nine independent women's rights NGOs in the Netherlands (STV), Poland, the Czech Republic, Ukraine, Bulgaria, Belarus, Bosnia and Herzegovina, Macedonia and Moldova. It works to eradicate trafficking, especially in women and children in Central and Eastern Europe. La Strada has created national and international networks for social assistance, safe return and support to survivors whether in destination or origin countries. For example, where a La Strada member has a Belarusian client wanting to return, they contact La Strada Belarus directly for (re)integration support.

Member organizations also cooperate outside of the network. Those present for the consultation described some outside relationships:

- *La Strada Belarus* has an agreement with all actors in the country (law enforcement, government, NGOs, international organizations), but cooperation is not always 100% effective. They also partner with NGOs abroad.
- *La Strada Moldova* engages with the National Committee to Combat Trafficking in Human Beings and the Center for Combating Trafficking. They cooperate with the IOM and other NGOs in the country providing emergency and long-term services.
- *La Strada Czech Republic* is a key partner in the Government's Trafficked Persons Protection Scheme, which is made up of NGOs, the IOM, the police and the Ministry of the Interior. There is limited contact with NGOs outside of the network in other countries.

☑ ***Government & NGO cooperation in Cambodia***

LCSW described how trafficked persons in Cambodia are located, identified and assisted through cooperation and networking among service providers. In addition to district and commune authorities, medical service providers, general public, NGOs, international organizations and embassies (approached for cross-border trafficking), this network includes Ministry of Women's Affairs, Ministry of Tourism, Ministry of Interior (police/immigration police/judicial police/anti trafficking), Ministry of Defense (police/military), Ministry of Justice, and Ministry of Social Affairs, Veterans and Youth Rehabilitation. A Memorandum of Understanding (MoU) between these service providers stipulates that state and/or private agencies must send women and child victims of trafficking to welfare institutions of the Department of Social Development and Social Security for safe shelter and recovery care. They then make further referrals. Ministries will refer cases to specific NGOs, and service providers have agreements with each other.

☑ ***Inter-Country NGO Collaboration Project***

Project BOW is a result of networking between UAW (Albania), government organizations in Europe and other NGOs, especially Greek NGOs from Athens, Thessalonica, Ioannina, and Tirana. The partners will create a network of services in Greece and Albania to assist women and minors (mainly Albanian). There is planned collaboration on treatment, SOS helpline,

rehabilitation, joint initiatives for awareness, database, reintegration, funding support. Also, the group plans collaboration with enforcement authorities and other institutions.

- ☒ **CANADA:** At the time of the consultation, there was no MoU between government ministries at the federal, provincial and municipal levels, and no MoU between the government and the NGOs. However, the process had been started.

- ☒ **USA:** Federally, there is some coordination between the government and law enforcement but no formal MoU for identification. Local law enforcement often remains uninvolved – trafficking is not an important issue because there are not the numbers to substantiate the efforts and resources needed.

- ☒ **SPAIN:** There is no comprehensive strategy as yet to provide assistance to trafficked persons. Parliament (Commission on Trafficking in Persons) has come to the conclusion that a National Action Plan is necessary, but no steps had been taken at the time of the consultation. There is no formal structure to coordinate and exchange information between public authorities and NGOs working on the issue. In the NGO sector, a strong network is also missing, and in general, each NGO is working independently and without exchanging very much with the others.

Without a doubt, cooperation – between and within law enforcement, governmental authorities, NGOs, and other stakeholders – benefits the identification, assistance and inclusion processes immensely. Participants acknowledged that this takes time, especially where the relationships are characterized by distrust and suspicion. During the identification and repatriation phases, the trafficked person would be better served if enforcement and authorities coordinated their activities with NGOs. Cooperation in the form of referral networks between NGOs and others helps to ensure that the gaps in social assistance, return, and social inclusion are eliminated. Where NGOs are not connected with government, international organizations can provide these crucial links. Recent reports by ILO describe the multidisciplinary team approach used in Thailand which provides an answer to bridging the gaps in provision of services to trafficked children – the teams provide a 'one-stop service' of comprehensive assistance, from medical treatment and rehabilitation to psychosocial care and legal support.[39] Strong cooperation networks make everyone's job a little easier and go that much further in ensuring the rights of trafficked persons are respected.

DILEMMAS FACED AND ISSUES OF POWER

The consultation and small group discussions brought out a number of challenges and barriers to providing social assistance. These challenges, however, reach beyond social assistance and cover a range of issues and experiences. They are listed in their relevant sections for this reason.

Dilemmas

Participants spent some time discussing the daily dilemmas they face in their work. The central questions were about how we, as service providers, deal with questions of development and freedom (e.g. open borders and information technology), ethical and moral issues (e.g. does supporting sex workers' rights mean promoting prostitution?), and human versus national security. Some factors that enhance people's freedom are also increasing their vulnerability. The opportunities provided by open borders and increased use of technology are also being capitalized on by traffickers.

Dilemmas we face…

- *Trafficked victim becoming trafficker*
- *Non-judgmental stand in dealing with victims*
- *How do you speak of the violation of human rights if it has been a case of free choice?*
- *Changing moral values*
- *Right of employer and employee*
- *Self-responsibility*

Power

Issues of power emerged in discussions on identification, assistance, and integration. While participants never arrived at concrete answers or solutions, they agreed that awareness and acknowledgement of the issues were absolutely a necessary first step. They also came up with some strategies on how to deal with these dilemmas and power issues: use empowering strategies and enabling practices, continue to center our efforts on the rights of the trafficked person, provide support to each other through transparent and open networks, and lobby and advocate for change.

Despite challenges, the participants and affected communities continue their struggle to ensure that rights of trafficked persons are respected while their needs are met. Many of the organizations are using human rights based strategies in order to facilitate workers' self-organization, advocate to donors to adopt a 'process & impact' approach, and ensure that community-based participatory approaches are used.

Facing Power issues…

- *Collective power – **Power With***
- *Revision of legislature*
- *Work done by specially trained units and women*
- *Power of donors and NGOs – funding is tied to results & number of trafficked persons*
- *Concentrate on the community we work with and not just on abstract agendas*
- *Educating clients about the power of media*
- *Make sex workers more powerful, raise awareness*
- *Center the trafficked person, they determine needs*
- *Repatriation: the challenges of treatment*
- *Transparency – we need to know limits, the chances and possible outcomes & share them*

CONCLUSIONS AND ACTION PLAN

Inclusion, which begins with identification and direct social assistance, is hopefully the end result of the long process of recovery for trafficked persons. Although the situation is different in each region/country and for each participating organization, there are similarities in the approaches used and challenges faced. It was not possible to include detailed information on the social assistance provided by each participating organization in this report, but we hope that the trends are evident.

The consultation allowed participants to share experiences, learn new approaches, analyze their work, and strategize for the future.

The strategies and action plan on social assistance is multidimensional and includes:

- ADVOCACY
- RESEARCH and EVALUATION
- SUPPORT

ADVOCACY – Lobbying States, international organizations and other NGOs for adequate funding for:

- assistance work
- training programs for shelter staff, enforcement officials, and health personnel
- inclusion of NGOs (working with sex workers, domestic workers and other migrant workers) in the identification, assistance, return, and reintegration of trafficked persons
- reflection period to allow the trafficked person time to make decisions
- use of international principles, standards and guidelines by authorities, enforcement, and other NGOs.

RESEARCH and EVALUATION – Develop in-depth descriptions of closed shelters, open shelters and those in-between, highlighting strengths and weaknesses from the perspective of trafficked persons; publication on shelter issues with case studies and examples of programs; information sharing on labor laws; studying and working closely in sites to which people are migrating for informal work; ongoing evaluation of assistance programs that incorporates mechanisms for receiving regular feedback from trafficked women, including deep listening to the trafficked women so that their perspective informs our action.

SUPPORT – To trafficked persons, affected communities and ourselves; ensure relevance of programs by working closely with affected communities; support to trafficked persons is based on their needs, wishes, skills and expectations; create a support structure or network of people working on direct assistance, which would result in concrete sharing and reduce burnout among service providers; stronger networking between organizations in destination and origin countries.

In moving forward, GAATW-IS, member and partner organizations and friends will ensure that human rights remain at the centre of the provision of social assistance.

ANNEXES

ANNEX 1

Joint Statement of Participants during the GAATW Consultation Meeting on Assistance to Trafficked Persons, November 26-30, 2005

We 26 women representatives from member and sister organizations of the Global Alliance Against Traffic in Women (GAATW) from Albania, Belarus, Brazil, Cambodia, Canada, Colombia, Czech Republic, Dominican Republic, India, Israel, Japan, Kenya, Nepal, Netherlands, Nigeria, Republic of Moldova, Serbia, South Korea, Thailand and United States of America gathered together in Nakhon Nayak, Thailand to share our work with each other, to analyze the impact of our work on the rights of trafficked persons, to learn from each other and to strategize for the future.

Diverse as we are, we felt that we are united by our commitment to center the rights of the trafficked persons in our work. All of us work with trafficked persons to help them cope with their traumatic experience and rebuild their lives. Some of us also work within broader mandates that include work with migrant workers, workers in the informal sector, on women's issues and on many other national and international issues.

We noted with deep concern that our countries are ravaged by wars, armed conflict, civil strife, political instability and natural calamities. Our societies are still confronting racial, gender and class/caste discriminations. The current economic and development models adopted by our governments are increasing the vulnerabilities of many people. The strong right wing, conservative political climate and distrust of the 'other' is making our lives and work increasingly difficult.

We shared information about the situation in our countries, the assistance work we are doing in our respective organizations and the good practices which keep us moving forward. We also shared our frustrations and our concerns with each other hoping to be able to learn from one another and take action together.

During this consultation we specifically focused our discussion on the issue of identification of trafficked persons, psycho-social assistance to trafficked persons and social integration of trafficked persons. We also discussed strategies to deal with power, dilemmas of development, empowerment and the concrete implications of a rights based approach to trafficking. Through process oriented, interactive sessions we learned from each other how to expand our counseling practices and also how to care for ourselves.

Issues around Identification

We noted with concern that the procedures around identification still lack clarity and are informal in many countries. We were deeply disturbed by the raids which have been conducted in several countries without any long term planning and with total disregard for the rights of the persons who were supposedly 'rescued'. We noted with concern the huge amount of mediation/recruitment fees which some migrant workers are made to pay by government registered agencies. We also realized that sites other than prostitution, such as domestic work, forced or fake marriages and various sites of informal work have rarely been given any attention even though the Palermo protocol recognizes them as possible sites for trafficking.

We recommend that lack of freedom of movement, confiscation of legal documents, , dependant bonding to the employer, restriction of contact, exploitation of vulnerability, use of force, fraud and psychological coercion, any form of debt bondage, under payment, misleading and false information

regarding working conditions or marriages be taken as basic criteria for identification. For every case when only one of these is present, there is clear evidence for trafficking in human beings.

We recommend that in order to avoid further traumatization of the person during the process of identification, interviews should be conducted by trained persons who respect the human rights of the trafficked person and are sensitive to her/his situation. The number of interviews should be reduced to a minimum and a reflection period be granted to the person in order for her to decide to take any legal action or not.

More specifically we recommend that

- people involved in the identification phase shouldn't be the ones providing direct psycho-social assistance afterwards as they may be seen as working with the police and associated with them; they may be seen as rescuers and consequently awarded with heavy and ambivalent expectations, which will influence the service provider-client relationship
- service providers and the police forces should work cooperatively
- the rights of the victims should be at the center of the initiative and no harm should be done to the victim in the process of identification
- joint teams(lawyers, counselors, police officers) could be the best choice if it is feasible. An alternative would be to train specialized teams from the police. NGOs with many years of experience should think of training police personnel.
- The labeling "victims of trafficking" should be avoided during the identification process because it also has negative connotations; the accent should be on informing the person clearly about the human rights that have been violated, explaining to her realistically about the help that is available and finally providing accurate information about possible compensation.

With regard to methods of reaching out to trafficked persons we think that organisations who are working with sex workers, domestic workers and other migrant workers are in a better position to know the situation. Many of these organisations have peer support programmes and some have also facilitated self-organisation among the workers. We strongly recommend that authorities contact and consult these organizations first before carrying out raids.

Issues around Social Assistance

Our concerns around social assistance focused on various kinds of shelters currently operating in many countries, some of which appear to violate the rights of the women who are placed there. We felt that there is need to develop working guidelines for shelters based on human rights principles. We also noted with concern that often the perspective of the trafficked persons are not prioritized.

Discussion with colleagues made us aware of several good practices on social assistance. These include the women's club in Albania where women gather for coffee and information sharing and the proposed 'Day center' in Serbia. We discussed in detail whether shelters should be exclusively for trafficked women or include other women in need of such services and concluded that local context should be the deciding factor. We agreed to share information on the advantages and disadvantages of both the practices. Similarly, freedom of movement in shelters may depend to some extent on the local context especially in countries where criminality is a major problem. However, we strongly recommend that all shelter staff should be adequately trained and accurate information, explanation of the rules of the shelter and the entire process of assistance should be shared with the trafficked person.

We strongly discourage practices where trafficked persons are kept ignorant about the process and are sometimes pushed to tell their stories many times. We are also aware that even the most well equipped shelter can cause depression if they do not allow contact with outside world and not have any activity for the women. We also noted with concern that in some shelters trafficked women are 'forced' to 'volunteer'.

Our strategies and action plan include advocating for adequate funding for assistance work, for training programmes for shelter staff, incorporating mechanisms for receiving regular feedback from trafficked women,
developing in-depth description of closed shelters, open shelters and those in between highlighting their strengths and weaknesses from the perspective of trafficked persons so that service providers can choose models which best suit their local context. Noting with concern the limited resources with which direct service providers work, we plan to actively lobby with donors to allocate adequate funding for assistance.

We have two specific recommendations to GAATW International Secretariat:

- GAATW IS should work with members and friends to bring out a publication on shelter issues with case studies and examples of programmes.
- GAATW IS should organise a training programme for people who are providing direct assistance.

The proposal for a training crystallized as a result of the one day in-depth skills sharing session during the consultation meeting. During this day which was facilitated by two participants with long experience in this field, we shared of personal experiences, difficulties, innovative practices in the field of the direct assistance and went through an experiential learning process of new counseling skills and methods for self care. By active participation in group exercises and creative group methods, we discussed and further explored the following themes: the physical and psychological consequences of the trafficking experience, the identity crisis that follows often such experiences and the integration of the traumatic past; the influence of these traumatic symptoms on the counselor and on the relationship, personal and professional boundaries, the issue of the trust in client-counselor relationship, establishing respectful and supportive contact with our clients, using our intuition in the work with the women, recognizing the resources of the client and building further resilience, how do we understand the term empowerment, etc.

We strongly feel that such a group training session will be immensely valuable to all member organisations of GAATW and indeed to many people who are working with trafficked women. We are happy that the GAATW IS has promised to take this idea further and work with a group of participants who will help in putting together a module. We hope that it will be possible to hold this training in 2006.

Issues around Social Integration

We strongly believe that the process of social integration/inclusion is a mutual responsibility of countries of destination and origin. We note with concern that social integration is still understood by and large as the responsibility of countries of origin. Our experience shows that many women who are repatriated or deported have no ‘home’ to go back to and/are unwilling to go back to families that had violated their rights. We are deeply upset that trafficked women are stigmatized as this affects their process of recovery. We are also very aware that many of our income generation and vocational training programmes do not meet the demands of the women for work.

Following in-depth discussion with colleagues we were heartened to learn about several good practices on social integration. The national program to dignify domestic work in India and organize the domestic workers, the micro credit scheme for women in Dominican Republic, the programme to protect the rights of migrant workers and women who have married South Korean men, the programmes in the Republic of Moldova to organize summer camps to facilitate acceptance of trafficked women by their children and husbands, the social campaign to change public attitude towards trafficked woman, the support to trafficked women to complete their schooling, professional training for street children and adolescents and subsequent job placements in Albania, the work with young women working in the entertainment sector in Nepal, the successful
networking among police , government sector and NGOs on the issue of trafficking in Colombia and the Alnima project in Benin city, Nigeria were discussed in detail and we felt that some of these practices could be replicated in other countries as well.

Our discussion on the process of social integration also made us aware of some practices we should avoid in our future work. We learned that proliferation of support programmes for repatriated trafficked women has unwittingly created a situation in some countries where other young women and girls think that they will be 'eligible' for assistance if they are trafficked. Some programmes have also created a dependency among the trafficked women. There are too many isolated and non-sustainable programmes. Regrettably much of anti-trafficking work can be seen as 'anti-migration' and they are simply inadequate to counter the illusions that many young people have regarding destination countries. Studies in various countries have shown that many people will 'migrate' regardless of their knowledge of the dangers of trafficking.

Our future strategies on social integration include sustained work with women and men in the informal sector especially with internal and cross border migrants, lobbying governments to adopt policies for safe migration, domestication of the Palermo protocol with stronger provisions for the protection of rights of trafficked persons, to look beyond trafficking for sexual exploitation and to implement some of the laws already in place, providing realistic information on migration and stronger networking between destination and origin countries. Awareness raising in countries of destination is also a priority as it would go a long way in changing people's attitude towards trafficked persons.

Our collective action plan on social integration includes information sharing on labour laws, studying and working closely in sites to which people are migrating for informal work, deep listening to the trafficked women so that their perspective informs our action, creating support structures among people working on direct assistance which would result in concrete sharing and reduce burnout among us.

Issues around power and dilemmas we confront

Issues of power came up again and again in our discussions. We spent considerable time pondering over the hierarchical relationship in which trafficked persons, employers, NGOs, donors and states are placed. We noted with great concern the difficulties these bring to the application of the human rights approach.

Further discussions made us aware of some human rights based strategies that are being used by some organizations. For example, facilitating organizing among workers, providing them information about their rights, pushing donors to adopt a process and impact oriented approach rather than looking for numbers and results, working closely with the affected community rather than spending resources on abstract agendas were high lighted in our discussion as good practices.

We also spent time discussing in detail the dilemmas we face in our everyday work. We realize that the same factors which enhance people's freedom and increase the potential for their development also make them more vulnerable. For example, movement of people across borders and improved information technology are absolutely crucial for development. And yet, these opportunities are also used by traffickers and criminal groups. However, we must strongly protest against policies that restrict movements of people, especially of working class people in the name of protecting them, and those that restrict their access to information. Regressive steps such as trying to stop people from moving only endangers people's lives by forcing them to make use of illicit means. Accurate information on migration and available work, protection of all work places and fair treatment of all workers in the informal sector will go a long way in reducing risks of human trafficking.

In conclusion, we are deeply grateful towards each other for these few days of sharing our common experience amidst the diversity of culture, language and country conditions.

ANNEX 2

Excerpts on Protection and Assistance from the *UNHCHR Recommended Principles and Guidelines on Human Rights and Human Trafficking* (2002)

Principles of Protection and Assistance

7. Trafficked persons shall not be detained, charged or prosecuted for the illegality of their entry into or residence in countries of transit and destination, or for their involvement in unlawful activities to the extent that such involvement is a direct consequence of their situation as trafficked persons.

8. States shall ensure that trafficked persons are protected from further exploitation and harm and have access to adequate physical and psychological care. Such protection and care shall not be made conditional upon the capacity or willingness of the trafficked person to cooperate in legal proceedings.

9. Legal and other assistance shall be provided to trafficked persons for the duration of any criminal, civil or other actions against suspected traffickers. States shall provide protection and temporary residence permits to victims and witnesses during legal proceedings.

10. Children who are victims of trafficking shall be identified as such. Their best interests shall be considered paramount at all times. Child victims of trafficking shall be provided with appropriate assistance and protection. Full account shall be taken of their special vulnerabilities, rights and needs.

11. Safe (and, to the extent possible, voluntary) return shall be guaranteed to trafficked persons by both the receiving State and the State of origin. Trafficked persons shall be offered legal alternatives to repatriation in cases where it is reasonable to conclude that such repatriation would pose a serious risk to their safety and/or to the safety of their families.

Guideline 2: Identification of trafficked persons and traffickers

Trafficking means much more than the organized movement of persons for profit. The critical *additional* factor that distinguishes trafficking from migrant smuggling is the presence of force, coercion and/or deception throughout or at some stage in the process – such deception, force or coercion being used for the purpose of exploitation. While the additional elements that distinguish trafficking from migrant smuggling may sometimes be obvious, in many cases they are difficult to prove without active investigation. A failure to identify a trafficked person correctly is likely to result in a further denial of that person's rights. States are therefore under an obligation to ensure that such identification can and does take place.

States are also obliged to exercise due diligence in identifying traffickers, including those who are involved in controlling and exploiting trafficked persons.

States and, where applicable, intergovernmental and non-governmental organizations, should consider:

1. Developing guidelines and procedures for relevant State authorities and officials such as police, border guards, immigration officials and others involved in the detection,

detention, reception and processing of irregular migrants, to permit the rapid and accurate identification of trafficked persons.

2. Providing appropriate training to relevant State authorities and officials in the identification of trafficked persons and correct application of the guidelines and procedures referred to above.

3. Ensuring cooperation between relevant authorities, officials and non-governmental organizations to facilitate the identification and provision of assistance to trafficked persons. The organization and implementation of such cooperation should be formalized in order to maximize its effectiveness.

4. Identifying appropriate points of intervention to ensure that migrants and potential migrants are warned about possible dangers and consequences of trafficking and receive information that enables them to seek assistance if required.

5. Ensuring that trafficked persons are not prosecuted for violations of immigration laws or for the activities they are involved in as a direct consequence of their situation as trafficked persons.

6. Ensuring that trafficked persons are not, in any circumstances, held in immigration detention or other forms of custody.

7. Ensuring that procedures and processes are in place for receipt and consideration of asylum claims from both trafficked persons and smuggled asylum seekers and that the principle of non-refoulement is respected and upheld at all times.

Guideline 6: Protection and support for trafficked persons

The trafficking cycle cannot be broken without attention to the rights and needs of those who have been trafficked. Appropriate protection and support should be extended to all trafficked persons without discrimination.

States and, where applicable, intergovernmental and non-governmental organizations, should consider:

1. Ensuring, in cooperation with NGOs, that safe and adequate shelter that meets the needs of trafficked persons is made available. The provision of such shelter should not be made contingent on the willingness of the victims to give evidence in criminal proceedings. Trafficked persons should not be held in immigration detention centres, other detention facilities or vagrant houses.

2. Ensuring, in partnership with NGOs, that trafficked persons are given access to primary health care and counselling. Trafficked persons should not be required to accept any such support and assistance and they should not be subject to mandatory testing for diseases including HIV/AIDS.

3. Ensuring that trafficked persons are informed of their right of access to diplomatic and consular representatives from their State of nationality. Staff working in embassies and consulates should be provided with appropriate training in responding to requests for information and assistance from trafficked persons. These provisions would not apply to trafficked asylum seekers.

4. Ensuring that legal proceedings in which trafficked persons are involved are not prejudicial to their rights, dignity or physical or psychological well-being.

5. Providing trafficked persons with legal and other assistance in relation to any criminal, civil or other actions against traffickers/exploiters. Victims should be provided with information in a language that they understand.

6. Ensuring that trafficked persons are effectively protected from harm, threats or intimidation by traffickers and associated persons. To this end, there should be no public disclosure of the identity of trafficking victims and their privacy should be respected and protected to the extent possible, while taking into account the right of any accused person to a fair trial. Trafficked persons should be given full warning, in advance, of the difficulties inherent in protecting identities and should not be given false or unrealistic expectations regarding the capacities of law enforcement agencies in this regard.

7. Ensuring the safe and, where possible, voluntary return of trafficked persons and exploring the option of residency in the country of destination or third-country resettlement in specific circumstances (e.g. to prevent reprisals or in cases where re-trafficking is considered likely).

8. In partnership with NGOs, ensuring that trafficked persons who do return to their country of origin are provided with the assistance and support necessary to ensure their well-being, facilitate their social integration and prevent re-trafficking. Measures should be taken to ensure the provision of appropriate physical and psychological health care, housing, and educational and employment services for returned trafficking victims.

ANNEX 3

BLANK QUESTIONNAIRE

DIRECT ASSISTANCE – PSYCHO-SOCIAL ASPECT

QUESTIONS

INTRODUCTION

Some information about your organization (country, goals and objectives, missions and main activities, target population -- you can attach brochures etc or direct us to the website), yourself and your role in the organization.

I) OUTREACH / IDENTIFICATION

1) How is the process of outreach / identification organized in your country?

- Who is in charge of identifying trafficked persons in your country?
- Do NGOs do it or is the government responsible for it? Which departments of the government are involved (e.g. police, immigration officers or other departments)?

a. How do various stakeholders collaborate with each other on the outreach / identification process? For example, is there an MoU between the government and the NGOs? To what extent is the testimony of the trafficked person taken into account?
b. How do you rate the system of identification? Is it working well or are there loopholes?

2) Methodology used for locating victims:

- Are regular raids conducted in brothels and immigration checks at various points where migrant workers are known to work or gather? Do NGOs and government authorities collaborate in this process? Which department of the government carries out the raids and under which program? Is it to find illegal migrants? Is it to curb prostitution? Is it to bust criminal gangs? What procedures are then used to identify who among the persons brought in after a raid is trafficked?
- Are there instances where victims who have escaped approach their embassy or the host country's authorities or NGOs?
- What is your opinion about the efficiency of the method, in terms of identification (how do you evaluate the proportion of person eventually identified as trafficked, in comparison to the real quantity of trafficking cases?) and in terms of respect of human rights (respect of privacy, etc.)?
- According to you, what are the advantages and disadvantages of giving the charge of identifying trafficked persons to authorities?
- What are the methods used by NGOs (hotline, street outreach, awareness raising campaign, other methods)? Who are the main target population for such actions (illegal migrants, sex workers, factory workers, others)?
- Does your organization or any of your colleagues from other NGOs have any procedure/standards to screen possible trafficking cases? If yes, what does it contain? If no, what is your method? Have you already come across very difficult cases to

identify? Give some examples of cases.

- How would you evaluate your way (your organization's or of the NGOs in general) of identifying trafficked persons? What are the limits of the process and the different methods? What aspect is really working well?
- Domestic work, prostitution, factory work, forced marriage, any other. Which group is the largest number and what might account for it?
- What are the various sites into which women/people who you have assisted were trafficked?
- What is the nationality of the majority of victims?
- Have you also assisted men who have been trafficked?

II) EMERGENCY ASSISTANCE

'Emergency assistance' may include all immediate needs of the person, while other on-going assistance can be further divided as mid- and long-term assistance in the process of a victim's recovery.

3) Needs and need assessment

- Does your organization and/other groups you know have individual need assessment procedure once a trafficked person is referred to you? How?
- What kind of immediate assistance is offered?
- If authorities are in charge of people during that emergency phase, do they have such a procedure?
- Have you noticed counter-productive policies because of lack of analysis of the needs of victims? What kind of policies? What are their consequences?

4) Shelters

a. National/Governmental shelters

- If the national authorities run the shelters in your country, how do they organize it? (Who is accepted in it? For how long is this support provided? What are the facilities inside – such as individual rooms, interpreters, etc.? What services are rendered to the victims? What about freedom of movement, activities, etc?).
- Do the authorities work with any kind of standards to run the shelters (international or national guidelines, etc.)?
- How do you organize your access to the government shelters – special agreement?
- Are the trafficked persons treated as victims? What is their perception of / opinion on these shelters?
- What advantages and disadvantages do you notice in the government shelters? What are the main challenges and difficulties?
- Any other comment?

b. If you run a shelter

- How is it organized? (Who is accepted in it? For how long is this support provided? What are the facilities – such as individual rooms, interpreters, etc.? What services are rendered to the victims? What about freedom of movement, activities, etc?)

- Do you work with any kind of standards to run the shelters (international or national guidelines, etc.)?
- What is the trafficked persons' perception of / opinion on the shelter?
- What advantages and disadvantages do you notice in the shelter? What are the main challenges and difficulties you face?
- Is ensuring safety a major issue? How do you answer to this need?
- Any other comment?

5) Health

a. Physical health

- Do you provide physical health services or does someone else take that in charge (state, other NGO, etc.)? In this case, how is collaboration organized?
- Are these services free for the victims? How is it organized?
- Which kind of staff is ensuring health assistance? Are they specifically trained to address trafficked persons' main health problems?
- What are these main problems? Are you able to answer them?
- Any other comment?

b. Mental health / psychological assistance

- Do you provide psychological health services or do someone else take that in charge (state, other NGO, etc.)? In this case, how is collaboration organized?
- Are these services free for the victims? How is it organized?
- Which kind of staff is ensuring psychological assistance? Are they specifically trained to address trafficked persons' main mental health problems?
- What are these main problems? Are you able to answer them?
- "Counseling" seems like the most basic need. Do you have professional counselors? Do you have other methods (support groups, etc.)? What are they? How are they organized?
- What are the positive changes you notice in the victim after your services?
- How would you rate your own work in this area? What indicators do you use?
- Any other comment?

6) Financial assistance

- Is it part of the main needs of trafficked persons in the emergency phase?
- Do you or someone else address the problem? How?
- What are the main challenges and difficulties you face in ensuring economic assistance?

III) MID AND LONG TERM ASSISTANCE

7) Integration or social inclusion (in the country of destination)

- What are the conditions required for the person being allowed to stay in the country?
- What are the specific needs when we talk about "integration"? What are the main

difficulties trafficked persons meet when they try to integrate themselves in the country of destination?

- As a consequence, what kind of assistance do they need? What kind of assistance are they provided with in fact?
- What is your evaluation of the results of assistance to integration such as it is organized in your country? How do you know about the perspectives of trafficked persons?

8) Return

- Is there any risk assessment procedure before the repatriation of trafficked persons?
- Is it organized on a voluntary basis?
- Is there any collaboration between NGOs / State in the country of destination and NGOs / agencies in the country of origins? How?
- How much do you know about the perspectives of trafficked persons?

9) Assistance upon Return: Psychological and social aspect

- Do you work with the community of origin to ensure that the returnee trafficked persons are accepted back in their communities/families? How?
- Mental health of the trafficked person: what kind of psychological assistance can be provided to the persons returning home: is counseling a good option? Following which kind of methodology? Does every victim need it or are there some other coping mechanisms to be enhanced?
- Do you have long-term shelters for those who cannot go back to their community? Is it part of the needs? How are these shelters organized? What kind of facilities? Are there any standards?
- Is the current system of assistance able to address the needs of trafficked persons? What are the main challenges in that area of work?

10) Economical aspect of integration / reintegration

- Skill / vocational training looks like the most common activity to address the issue: do you organize such activity? Which skills are taught?
- Is the vocational-training based on the person's will and wish?
- Is the skill training efficient in term of economic independence of the former victim?
- How do you know about the perspectives of trafficked persons (any following?)?
- Any other comment?

CONCLUSION

Finally, what is your opinion on the system going on in your country; does it contribute to a deeper respect of human rights or, on the contrary, does it itself contribute to human rights violations?

Have you ever come across reports/cases when the Government or NGO action to 'help' the trafficked person has resulted in making their lives more difficult?

What about the legal framework? Do you always use the anti-trafficking legislation or do you

prefer sometimes helping people according to another framework (labor rights, etc.)?

Do you work on the legal aspect of direct assistance? How do you or other NGOs you know work with law enforcement and with prosecutors? What kind of support do you offer to trafficked persons who are going through this process?

Please, feel free to add any information you think important.

Thank you very much

GAATW's International Secretariat team

ENDNOTES

[1] UN ECOSOC, 1979: Art. 1
[2] UNODC, 2001b: Art. 3a.
[3] ILO, 1930: Art. 2.
[4] For many, this term is associated with 'rescue' and 'repatriation' operations, and implies that the trafficked person must change something in themselves. See GAATW *Alliance News*, December 2003 (issue 19-20), for discussion of the implication of terminology.
[5] UNODC, 2001b: Art. 3a.
[6] GAATW (1997) *Practical Guide to Assisting Trafficked Women*. Bangkok: GAATW.
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[10] GAATW (2003) *Alliance News, Theme: The Process of Recovery from Trafficking, 19-20.* Bangkok: GAATW.
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[15] International Organization for Migration (2006) *Resource Book for Law Enforcement Officers on Good Practices in Combating Child Trafficking*, Geneva: IOM. Online at: http://www.iom.int/jahia/Jahia/cache/bypass/pid/8?entryId=5787
[16] All reports are online at: http://www.ilo.org/public/english/region/asro/bangkok/library/pub16.htm
[17] Anti-Slavery International (2005) *Child Domestic Workers: A handbook on good practice in programme interventions*, UK: ASI Online at: http://www.antislavery.org/homepage/resources/PDF/PDFchildlabour.htm
[18] Op. Cit. 14
[19] Cases throughout this report have been changed slightly for data protection reasons.
[20] The Stockholm Syndrome refers to a psychological strategy for survival in captivity first demonstrated during the late 1970s kidnapping of four bank employees in Stockholm, Sweden. Research has shown that almost anyone can develop the Stockholm Syndrome if certain conditions are met:

- perceived threat to survival and the belief that one's captor is willing to act on that threat
- the captive's perception of small kindness from the captor within a context of terror
- isolation from perspectives other than those of the captor
- perceived inability to escape.

For additional information, see Graham, D.L.R., with Rawlings, E. and Rigsby, R. (1994) *Loving to Survive: Sexual Terror, Men's Violence, and Women's Lives*. New York: New York University Press.
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[22] GAATW (undated), *Speak Out, Take Action*. Bangkok: GAATW.
[23] Notes of the presentation covering African region
[24] Shakti Samuha and UNIFEM (2005) *In Search of Self Reliance*. Nepal: Shakti Samuha/UNIFEM.
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[27] Op. Cit 14
[28] Full-text of both the Protocol and the Convention are available online at: http://www.uncjin.org/Documents/Conventions/dcatoc/final_documents_2/index.htm

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