

Prevention of Trafficking

Report of the
Global Consultation

Bangkok, Thailand
13-16 November 2006



Global Alliance Against Traffic in Women

Prevention of Trafficking

Report of the Global Consultation

Executive Summary

Strategies aimed at preventing trafficking should take into account demand as a root cause. States and intergovernmental organizations should also take into account factors that increase vulnerability to trafficking, including inequality, poverty and all forms of discrimination and prejudice. Effective prevention strategies should be based on existing experience and accurate information.

(Office of the High Commissioner for Human Rights,
Recommended Principles and Guidelines on Human Rights and Human Trafficking)

Trafficking prevention initiatives in the international arena

‘Prevention’ broadly refers to pre-emptive interventions implemented before any of the forms of trafficking identified in the UN Protocol (2000) have occurred, including trafficking for the purposes of sexual exploitation, forced labour, slavery, servitude and the removal of organs. Prevention strategies essentially seek to remove or mitigate the cultural and socio-economic conditions in both countries of origin and countries of destination that fuel opportunities for trafficking or increase the vulnerabilities of women and children to being trafficked.

Consequently, poverty, unemployment, gender discrimination and domestic violence, as well as restrictive migration policies and poor labour protections, have become pressing concerns for organisations that are already overstretched and motivated by diverse stakeholders and ideologies.

GAATW global consultation and report on prevention initiatives

Despite the increasing attention, however, only a limited body of material exists on strategies implemented by NGOs, international organisations and governments, much less on the influence of those endeavours. The GAATW prevention report aims to contribute to filling this lacuna, providing a practical catalogue of the projects, activities, experience and observations of global prevention initiatives. Moreover, it provides a basis for the stimulation of new ideas and a discussion point for the challenges, new directions and evaluative mechanisms in the prevention of human trafficking.

The basis of the report stems from the results of a Global Consultation on Prevention of Human Trafficking, held 13-16 November 2006 in Bangkok with a delegation of 22 practitioners, specialists and academics. Data was also drawn from a desk review of current literature about prevention strategies and programmes and the findings of an international questionnaire of 28 NGOs, international organisations and selected government agencies in five continents.

Key Recommendations from the Global Consultation on Prevention of Trafficking

Prevention strategies in countries of origin

- There should be community-based techniques comprising both prevention and re-integration of returned women.
- Strategies must be underpinned by the realities experienced by survivors and their needs.
- Governments of countries of origin should aim to abolish detrimental recruitment practices, including compulsory training and detention of potential migrants, lack of information about rights, and extortionate fees that make migrant workers more vulnerable to exploitation at the destination point.

Safe migration

- Governments must view migrant workers as individuals needing opportunity and protection, rather than as marketable commodities providing cheap labour or foreign exchange.
- Multi-country, multi-disciplinary collaboration can improve safety and conditions for migrant workers.
- There should be preparatory education for potential migrants.
- There should be more research on the connection between migration and trafficking.

Prevention strategies in countries of destination

- Target strategies at a broader range of stakeholders, including migrants, sex workers, traffickers and pimps, employers, clients of sex workers, consumers of goods and politicians.
- Broaden the focus of awareness about trafficking in destination countries from only the sex industry to other informal sectors where abuse occurs including domestic work, construction work and agriculture.

Monitoring, Evaluation and Impact Assessment

- Establish evaluative indicators for trafficking prevention programmes that are dynamic and ongoing.
- Constantly and critically self-evaluate and reflect on practices and policies.

General Recommendations

- No 'best' practice exists in prevention programmes but 'better' ones should always be aimed for.
- Constant revision of objectives is essential.
- Further information from beneficiaries should be gathered.
- Strategies and activities should include regular checks for unintended consequences.
- Activities should be based on the 'do no harm' principle.

Acknowledgments

GAATW's Global Consultation on "Prevention," as well as the work and thinking that led up to it, could not have been possible without the support and advice of many generous people.

Our heartfelt thanks are extended to the GAATW members and allies from all over the world who generously shared with us their experiences, achievements, frustrations and recommendations in securing access to the justice system for trafficked persons, more often than not under difficult circumstances. Their contributions made the consultation possible. We hope that the following pages do justice to and reflect their input adequately.

We are especially grateful to the women who, having been trafficked and brought their cases to the courts, had the generosity, courage and determination to share their experiences with us during and after the Consultation.

We are also indebted to many people who took time from their busy schedules to guide us at the beginning of the programme, especially to Mike Dottridge. Special thanks go to Bandana Pattanaik for her overall guidance, support and encouragement.

We share appreciation with all the GAATW international Secretariat staff who accompanied us and contributed to this journey.

Abbreviations & Acronyms

DEFINITIONS AND TERMINOLOGY

The following definitions apply in this report:

Child: any person under the age of 18 years.

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 exploitation to include, at a minimum, ‘The exploitation or 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 labour: the ILO Forced Labour 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: refers to 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.

Legal Assistance: assistance *provided to or provided for* persons that is of a legal nature, for any length of time (short/mid/long term) and during any phase of recovery (emergency, stabilization, return, social inclusion/(re)integration) including: provision of legal advice, provision of information about the legal process, preparation and submission of documents to courts, tribunals or administrative bodies, representation at court or other hearings.

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

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

Prevention: broadly refers to pre-emptive interventions implemented before any of the forms of trafficking identified in the UN Protocol (2000) have occurred, including trafficking for the purposes of sexual exploitation, forced labour, slavery, servitude and the removal of organs.

Recovery: a process of stabilisation of 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,

¹ UN ECOSOC, 1979: Art. 1

² UNODC, 2001b: Art. 3a.

³ ILO, 1930: Art. 2.

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

Victim: refers to a person who has suffered a violation of international human rights law, international humanitarian law or is the victim of a crime under domestic law. Although GAATW is aware that the term ‘victim’ is sometimes used in a way that disempowers the person, we have chosen to use it in certain places in this report to highlight the role that the person plays in the criminal justice process.

List of Common Acronyms

IO	International Organisation
GAATW	Global Alliance Against Traffic in Women
GAATW-IS	Global Alliance Against Traffic in Women- International Secretariat
GO	Government Organisation
ILO	International Labour Organisation
IOM	International Organisation for Migration
NGO	Non-Governmental Organisation
OHCHR	Office of the High Commissioner for Human Rights
OSCE	Organization for Security & Cooperation in Europe
TIP	Trafficking in Persons

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* from December 2003 (issue 19-20) for discussion of the implication of terminology.

⁵ UNODC, 2001b: Art. 3a.

— Global Alliance Against Traffic in Women (GAATW)

GAATW was founded in 1994 at a conference in Chiang Mai, Thailand, where participants were concerned about the contemporary discourse about and activism to stop trafficking in women. The Alliance was born of a collective decision to understand the elements of trafficking from a human rights perspective, in order to improve the lives of trafficked women.

Over the next ten years GAATW made significant contributions to the anti-trafficking movement. It was the first to conceptualise trafficking as both a consequence and cause of human rights violations, and to see the elements of trafficking apparent in a range of formal and non-formal sectors. GAATW's *Human Rights Standards in the Treatment of Trafficked Persons* (1999) and the *Human Rights and Trafficking in Persons* (2000) were ground-breaking applications of human rights to the trafficking context and were instrumental in expanding the concept of trafficking in the UN Trafficking Protocol.

The Alliance has now grown into a worldwide network of almost 100 organizational members and a wide community of partners and allies. About half of the Alliance's members are in Asia, with strong members also in the Americas, Europe and Africa. The members of Latin America and the Caribbean in 2006 formed their own chapter to undertake regional research and lobbying.

Fifteen GAATW members are “self-organised groups,” defined by their direct experience of the issues on which they work, and include groups comprised of domestic workers, returned migrant women, returned trafficked women and sex-workers.

GAATW's Guiding Principles are:

- Centring the human rights of trafficked persons in all anti-trafficking activities
- Acknowledging the equality of all persons to exercise, defend and promote their inherent, universal and indivisible human rights
- Non-discrimination on any grounds, including ethnic descent, age, sexual orientation or preference, religion, gender, age, nationality and occupation (including work in the informal sectors such as domestic work, sex work, etc.)
- Primacy of the principles of accountability, participation and inclusively / non-discrimination in working methodologies, and organizational structures and procedures. In this respect, self-representation and organisation of those directly affected by trafficking (or anti-trafficking initiatives) are strongly encouraged and supported.

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1. INTRODUCTION

“Violations of human rights are both a cause and a consequence of trafficking in persons. Accordingly, it is essential to place the protection of human rights at the centre of any measures taken to prevent and end trafficking. Anti-trafficking measures should not adversely affect the human rights and dignity of those who have been trafficked, migrants, internally displaced persons, refugees and asylum seekers.”

(Recommended Principles and Guidelines on Human Rights and Human Trafficking, Office for the High Commissioner for Human Rights)

Trafficking in persons (TIP) is a complex problem requiring diverse responses. Governments, international organisations, NGOs and local communities have all sought to take action, usually within the parameters of the ‘three P’s’ -preventing trafficking from occurring, protecting or assisting trafficked persons and prosecuting traffickers.

This report addresses initiatives taken in the first category, ‘prevention’. The aim of this report is to compile and share the unique views of our members and others who have direct experience in working with trafficked persons and trying to prevent trafficking of others. We hope that it will provide a picture of the complexity of this kind of work, as well as be of use in the work of other organisations.

Background

In late 2004, GAATW held its first International Members Congress at which members, partners and allies discussed the growth of anti-trafficking initiatives since the Palermo Protocol, including legal responses to trafficking. The human rights concerns raised in this discussion reflected broader concerns among participants about the impact of anti-trafficking work. While recognizing the enormous commitment of various Governmental Organisations (GOs) and Non-governmental Organisations (NGOs) in seeking to combat trafficking, participants voiced concerns that the anti-trafficking framework was actually further harming rather than helping many trafficked persons. It was also not addressing many of the root causes of trafficking.

It was noted that:

- Anti-trafficking campaigns have led to tighter immigration and border controls
- Women continue to be treated as objects in need of protection
- Sending countries are adopting policies that disempower women in the name of “protecting” them
- Global panics about immigration, in the aftermath of the USA-led “war on terror”, has led to increasing unwillingness of states to give rights to workers
- Migrants still work in forced labour/slavery-like conditions
- There has been a disconnect between anti-trafficking and other human rights movements and their activism
- There has not been adequate participation of the affected communities in anti-trafficking work and those affected by trafficking often do not identify themselves as ‘victims’.⁶

⁶Report of 2004 GAATW International Members Congress

With the above in mind, GAATW was asked by its members to continue promoting the human rights-based approach to trafficking, but to also critically assess anti-trafficking work. In response, the GAATW IS held a series of consultations with those working in anti-trafficking and migrant rights on the so-called “3 P’s”: protection, prosecution and prevention. These consultations were held, separately, between November 2005 and November 2006 and sought to look more closely at what kinds of activities are being undertaken, and what is their impact.

The Prevention consultation, the third and final in the series, began in mid-2006 and culminated with an in-person consultation meeting in November 2006.

Methodology of the Consultation

Similar to its two forerunners, the prevention report is based on comprehensive research undertaken by GAATW in three stages during the period 2005-2006: desk-based research, an international questionnaire, and data stemming from a global conference on anti-trafficking prevention measures. In line with GAATW’s principles, the research methodology sought to prioritize the voices of affected groups in the enquiry and discussion. The target audience in each of the three stages, then, includes not only trafficked persons and other migrant workers but also NGOs and other agencies working in the field.

Desk Research

During initial research stage, the research compiled and analysed detailed recent publications and prepared a literature review. Some of the publications had been written by GAATW IS staff, and others by governments, international organizations, local NGOs, GOs, INGOs, academia and others working directly in the field. This first phase essentially provided information about current thinking in the global field of anti-trafficking prevention. It underpinned the questionnaire and the consultation meeting agenda.

Questionnaires

The second phase was a questionnaire-style review of activities, projects and initiatives currently in operation by 28 member organizations and other allies of GAATW across five continents. Contributions were gathered from practitioners in India, Nepal, China, Taiwan, Mongolia, the Philippines, Indonesia, Thailand, Nigeria, Columbia, Brazil, the Dominican Republic, Macedonia, Poland, Germany, the Netherlands, the United Kingdom and Australia.

The questionnaires sought to obtain a broad synopsis of prevention programmes, activities and projects as well as early indications of results and outcomes of each. Respondents also commented on specific reservations and/or positive opinions of the impacts and agendas of other known programmes as well as on the many perceived obstacles and challenges in their home countries and directly from the field.

In-Person Meeting

The initial research was further substantiated with first-hand applied data emerging from a three-day global consultation on prevention held in November 2006. The meeting was attended by 31 delegates from 22 different organizations and 20 countries and provided a forum for those working directly on prevention of trafficking to share and collaborate. Discussions included strategies in place in countries of origin as well as in countries of destination, matters pertaining to safe migration and monitoring, evaluation and impact assessment and case-study materials.

The strength of the consultation was its first-hand, practical focus of trafficking prevention, which has, thus far, remained relatively scarce and difficult to access. However, the results emerging from the consultation in combination with the questionnaire and literature review is by no means definitive. Rather, the data in the following report is proposed as a basis for the stimulation of new ideas and a discussion point for the challenges, potential new directions and evaluative mechanisms for anti-trafficking prevention initiatives in the future.

Prevention in anti-trafficking initiatives

Prevention, broadly, refers to pre-emptive interventions made before any of the forms of exploitation identified in the UN Protocol (2000)⁷ have occurred, including sexual exploitation, forced labour, slavery, servitude or the removal of organs. Prevention strategies principally seek to remove or mitigate the cultural and socio-economic conditions that fuel migration and/or exploitation in both countries of origin and destination.

Governments are required to take preventative steps by Article 9 of the Palermo Protocol (2000). It sets out that State Parties shall take the following measures 'to prevent and combat trafficking':

- *Establish comprehensive policies, programmes and to protect victims of trafficking in persons, especially women and children, from re-victimisation.*
- *Research, information, mass media campaigns and social and economic initiatives which should, as appropriate, include co-operation with non-governmental organisations and other elements of civil society.*
- *Including through bilateral or multi-lateral cooperation, elevate the factors that make persons vulnerable to trafficking such as poverty, underdevelopment and lack of equal opportunity*
- *Educational, social or cultural measures, including through bilateral and multilateral cooperation, to discourage the demand that fosters all forms of exploitation of persons, that leads to trafficking.*

A literature review conducted by GAATW of major reports on prevention in the period 2000 to 2006 indicates that preventative responses have been central to the anti-trafficking programs of many international organisations, government agencies and NGOs during this period.

Many of these programs have sought to suppress negative phenomena associated with trafficking, such as undocumented migration, illegal and forced labour, prostitution, child exploitation and organised crime. The suppression approach commonly results in repressive-style strategies meant to discourage people from exercising their right to migrate and seek better opportunities abroad. They concentrate on law enforcement and crime control.

In recent years, the global anti-trafficking community has broadened its understanding of prevention and what actions can prevent trafficking. It is now recognised that effective pre-emptive action must address the root causes of the phenomenon and not simply its outcomes. Poverty, unemployment, gender discrimination and domestic violence in countries of origin as well as restrictive migration and labour policies in countries of transit and destination are being considered in the development of anti-trafficking programs.

Empowerment and empowering strategies to increase the ability of individuals to avoid or leave exploitative conditions are now receiving more attention. As GAATW's literature review indicates, this altered approach in Asia, Europe and Africa is showing early signs of success with prospective migrants more aware of the potential to fall victim to trafficking.

Given the relatively new attention to human rights and empowerment in prevention work, only a very limited body of research material exists. Most of the available data is derived from reports of major international organisations and NGOs. Documenting the experiences of those working in the field - the innovations and successes, possibilities and inspirations, challenges and pitfalls - has yet to be undertaken in any systematic, sustained manner. Indeed, more questions tend to be raised than answers given: What can and is being done

⁷ United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime, also referred to as the 'Palermo Protocol'.

and by whom? What exactly are we preventing? How can we tell if we are having an impact? By what criteria are these activities assessed and by who?

Purpose of the report

The following report is intended to contribute towards filling a lacuna in research; providing a practical catalogue of the projects, activities, experience and early evaluative observations of prevention initiatives in the global arena. Rather than a critical analysis of the global state of affairs, however, the report derives from a more reflective position, reviewing some of the current preventative work that has been undertaken by a range of actors in a variety of contexts, including in South East and Central Asia, West Africa, Latin America, Europe and Australia.

Moreover, it offers a generalised point-of-reference for the development of future evaluative and monitoring mechanisms. The fundamental premise for this report stems from an identified lack of research about trafficking prevention activities and their impact, and the strong interest of members and other allies in surveying work currently in progress across the globe.

With this in mind, the report's purpose is to motivate dialogue on new, innovative practices and to aid in critical thinking about existing activities. The report is the product of many contributions and a review of models and activities across several continents with a specific human-rights perspective. It intends to speak to a broad audience.

2. Overview of the Consultation Meeting

Between 13 and 16 November 2006, the GAATW-IS held the in-person consultation meeting on prevention of trafficking in Bangkok, Thailand. It brought together representatives of the GAATW-IS, GAATW members and sister organisations who met to share, consult, and collaborate on strategies for improving access to justice to trafficked persons.

The Prevention Consultation sought to:

- Develop a comprehensive, global understanding of current trafficking prevention strategies;
- Advance discussion on region-based experiences, principally on evaluation of trafficking prevention programs;
- Identify constructive practices across a range of prevention initiatives;
- Critically appraise those practices that have produced a counter effect;
- Consider means and methods for strengthening current and future prevention endeavours.

The participants reflected the diversity of strategies and frameworks that characterize global efforts to prevent varied forms of trafficking. The 22 organizations represented included migrant and women's rights groups, labor protection associations, NGOs and academia. The assembly was representative of source and destination countries, including Nigeria, Germany, the Netherlands, United Kingdom, Macedonia, Poland, Nepal, Bangladesh, Mongolia, Indonesia, Thailand, China, Taiwan, India, the Philippines, Brazil, Dominican Republic, Colombia and Australia.

A full list of participants is included in Annex 3 of this report.

In preparing the consultation agenda, guidance was sought from GAATW-IS member and non-member organizations via a questionnaire and e-based discussions. Precedence was given to concepts of empowerment in migration, protection of labor rights in destination countries, prioritization of human rights above deterrence measures and improved data and evaluation mechanisms.

The Prevention Consultation agenda thus covered four areas: (1) preventative strategies in countries of origin and (2) in destination, (3) safe migration and (4) monitoring, evaluation and impact assessment. Overall, the consultation was grounded on the common understanding that pre-emptive anti-trafficking approaches should remain human rights-based and multi-disciplinary; working in dialogue with labor, migrant, women's and sex worker organizations.

The Agenda is included in Annex 1 of this Report

Sessions in Brief

Day 1: 13th November

Session One: Welcome and Consultation Overview

The opening session, chaired by Bandana Pattanaik, GAATW International Coordinator, and Mike Dottridge, human rights consultant, commenced with a welcome and brief review of the organization posters produced by delegates as a visual introduction to their work in trafficking prevention and/or migrant worker protection. Participants were invited to share their expectations of the outcomes of the three-day consultation. Broadly, the participants underscored the following:

- Enhancing conceptual clarity of trafficking, trafficking prevention and the human rights-based approach;

- Comparing and evaluating diverse methods and models of trafficking prevention in countries of origin and destination;
- Exploring best-practice evaluation and monitoring techniques;
- Developing new suggestions and guidelines on rights-based approaches to the prevention of human trafficking and the reintegration of trafficked persons;
- Sharing experiences of empowering migrants, supporting human rights and community development; and
- Building new partnerships with other like-minded organizations and strengthening the GAATW network.

Mike Dottridge closed with a presentation on the cycle of human trafficking, underlining opportunities for prevention at each point along the pre-trafficking → transit → exploitation → withdrawal → recovery → reintegration continuum. The presentation highlighted the influence of different premises on strategy outcomes, such as empowerment, exploitation as a process and addressing root causes.

Session Two: Preventative Strategies in Countries of Origin

In the second session facilitated by Mike Dottridge, working groups considered the range of prevention strategies in countries of origin. Discussions spanned initiatives such as awareness raising, community mobilization, targeting of specific high-risk groups - such as children and young adults - and push-pull factors. This was followed by discussion in plenary.

Day 2: 14th November

Session Three: Safe Migration

THIS SESSION sought to engage consultation participants in identifying and discussing the characteristics of safe migration strategies to produce a working definition. The session also included the presentation of case studies, providing a forum for sharing strategies, discussing benefits and challenges and evaluating outcomes. Finally, participants branched off into regional workshop clusters to consider methods and activities for safe migration, producing a broad catalogue of current practices and resources.

Session Four: Preventative Strategies in Countries of Destination

THE FOURTH SESSION of the Global Consultation on Prevention sought to introduce participants to a range of broad concepts and ideas associated with 'prevention' in destination countries. Via the presentation of three case studies from Germany, Poland and Thailand, participants were invited to reflect on the personal and professional experiences of what prevention entails in destination countries. In small groups in the latter half of the session, participants catalogued a list of techniques for prevention in destination countries.

Day 3: 15th November

Session Five and Six: Monitoring, Evaluation and Impact Assessment

The session opened with Anna Engblom and Lisa Taylor's presentation of the impact analysis mechanisms used in the ILO-IPEC project, 'Trafficking in Children and Women' (TICW), currently underway in the Greater Mekong Sub-Region. This region includes Cambodia, Laos, Thailand, Vietnam and Yunnan province in China. Participants then discussed the impacts of prevention activities and the need to establish evaluative indicators for trafficking prevention programs.

The session concluded with the development of a Common Statement on Prevention of Trafficking.

Day 4: 16th November

Public Forum at the Thai National Human Rights Commission: Presentation of Common Statement

The Common Statement on Prevention of Trafficking was presented in front of the National Human Rights Commission (NHRC) on 16 November 2006 and distributed to consultation participants and other guests in both Thai and English. The NHRC-hosted forum included a panel discussion, with delegation members from Nigeria, Columbia, Germany and Indonesia presenting regional overviews and Mike Dottridge speaking on the prevention of child trafficking. Representatives from several NGOs, the Ministry of Foreign Affairs, Ministry of Justice, Ministry of Public Health, Ministry of Labor, the Police, Immigration Office, lawyers, journalists and academics participated in the associated panel discussion, detailing human trafficking within the Thai context, the government's policies on migrant workers and its anti-trafficking laws.

3. Prevention in Origin Countries

Main issues
<ul style="list-style-type: none"> • Strategies need to be empowering
<ul style="list-style-type: none"> • Need to address structural inequalities
<ul style="list-style-type: none"> • Community Mobilisation

In the desk research carried out by GAATW, it was clear that most efforts to date have sought to prevent trafficking in the origin country or community, whether in Europe, Asia and Africa, rather than the destination country. Within the origin country, the emphasis is awareness-raising among vulnerable communities and at-risk populations, often by discouraging migration. Indeed, available literature suggests that a majority of prevention efforts in these geographic areas - though well intentioned - tend to be more repressive in nature, with objectives of restricting freedoms and dissuading migration. In each region:

- Europe, awareness-raising has been a principal tenet of many prevention initiatives, particularly in the south-eastern and central regions. Though a number of good practices have been identified as part of these efforts, evaluation indicators by which to monitor impact and effectiveness are lacking.
- Asia, prevention efforts have largely been directed towards reducing vulnerability at the local-level through community participation and safe migration. In Southeast and South Asia, in particular, a varied range of innovative practices has been developed, replicated and assessed using pre-established indicators.
- Central Asia and Latin America lack the degree of anti-trafficking prevention work evident in Europe and other parts of Asia. Especially lacking were feasible prevention strategies for women in the region of Latin America and the Caribbean (LAC). Moreover, several reports reviewed noted that trafficking in these regions has been less researched and less funded than others.
- Africa, NGOs run prevention programs that address potentially vulnerable women and children and promoting awareness-raising in communities at perceived greatest risk. For example, sensitization programmes in rural communities, awareness-raising campaigns and preventative education.

In the first substantive discussion of the meeting, participants explored preventative techniques that have commonly been used in origin countries, and identified their strengths and weaknesses from their own experience. Many of the participants had directly carried out these techniques in order to reach groups they felt to be at risk of trafficking.

In general, participants felt that the prevention strategies being used are not very effective because they cannot have much impact on the broader structural conditions that allow trafficking to take place: lack of employment opportunities, lack of universal education for girls, institutionalised corruption, and imbalances between rich and poor countries.

Mike Dottridge, the facilitator, also raised the importance of involving trafficked persons in prevention work - they can give important information about motivations for leaving, assistance that was needed and wasn't received and strategies for leaving situations of abuse. In some cases, they can be involved in trainings or other potential migrants. At the same time, we should also work much more closely with migrants that have had a positive experience, to consider 'positive deviance' - what made their experience safe and what can they teach others?

A summary of some of the broad strategies identified is as follows:

	Strategy	Strengths	Weaknesses
1.	<u>Providing information on safe migration</u>	If information is of good quality it can increase the knowledge about rights and is empowering.	<ul style="list-style-type: none"> ▪ Not everybody has access to the information, brochures (eg. with contact addresses)

			<p>get taken away by traffickers.</p> <ul style="list-style-type: none"> ▪ Messages are often repressive or discouraging of migration. ▪ Written material only helpful for literate people. ▪ Asian countries - many languages spoken, and the information is not always available in all languages ▪ Doesn't change the imbalances of income in origin countries, doesn't address structural injustices, governments don't have to address poverty in the origin countries.
2.	<u>Workshops and seminars</u>	Helps to deepen understanding, and increase interaction of self-helping groups. People are able to ask a lot of questions.	Lack of data of target groups so a danger of addressing the wrong group. Also difficult in Asia, because the target groups are so dispersed. Reach only certain countries or certain groups.
3.	<u>Working with religious leaders</u>	Can bring the issue to many people, can also prevent religious figures being involved in trafficking (as in Nigeria)	Religious figures tend to be highly conservative about women's role and choices, especially re sex work.
2.	<u>Vocational trainings and micro-credit systems</u>	They create opportunities, they are empowering and people learn new skills.	<ul style="list-style-type: none"> ▪ Skills being taught are not what people want guarantee only a little revenue. ▪ Don't change the structure, or create new opportunities in the employment market. ▪ Does not create a new demand for products. ▪ Doesn't fight corruption
3.	<u>Cooperatives</u>	They are empowering, they decrease vulnerability, they empower women, they contribute to fight against gender discrimination, the community also profits from cooperatives.	<ul style="list-style-type: none"> ▪ Revenues are small, ▪ More marketing or distribution skills needed, ▪ Need loans to start, so that they have debt from the outset and are therefore even more vulnerable.
4.	<u>Education for children</u>	Empowering, removes children from position of vulnerability; enhances economic power and opens job opportunities, venue for awareness raising about issues such as human rights and HIV/AIDS.	<ul style="list-style-type: none"> ▪ Hard to keep children in schools when they are very poor and prefer working. ▪ Doesn't prevent people from being trafficked.
5.	<u>Marriage registration</u>	Not judgmental - looks at the system and does not blame the parents. Can be used to trace a couple; Women obtain legal rights through marriage (inheritance). Pushes marriage into public sphere.	<ul style="list-style-type: none"> ▪ Families are reluctant to do it (in India for instance). Does not change weaknesses. ▪ Not a tool to support women and empowerment is not guaranteed.

4. Safe migration:

(1) Everyone has the right to freedom of movement and residence within the borders of each state;

(2) Everyone has the right to leave any country, including his own, and to return to his country;

Article 13, Universal Declaration of Human Rights (1948)

Main issues
• Effective safe migration strategies are multi-national, multi-disciplinary and involve varied actors
• Migration is a basic human right and may offer valuable and profitable opportunities
• Safe migration means prioritizing migrant safety
• Safe migration means considering all stages of the migration process
• Safe migration means well-informed migration
• Safe migration means more opportunities for migration through formal channels
• Safe migration means understanding people's motivations for travel

4.1 Introduction: safe migration as prevention



Safe migration as a preventative strategy has become increasingly central ‘human rights speak’ in anti-trafficking dialogue in recent years. The expression refers to the rights-based approach in which women and girls (as well as men and boys) who are preparing to migrate are provided with the information and tools required to protect themselves from the threat of trafficking or other exploitation. The decision to migrate, then, is guided by informed choice, and the migrants themselves are equipped with the knowledge necessary to protect themselves from many of the risks that

surface during migration.

Safe migration strategies are based on the recognition that migration is a growing feature of the global economy. Freedom of mobility, moreover, is a fundamental human right enshrined in the Constitutions of most nations across the world and supported by supranational agreements such as the Universal Declaration of Human Rights (UDHR) and the International Covenant on Civil and Political Rights (ICCPR) which reinforce trans-border migration, internal movement and the right to choose one's residence (Article 13(2) and Article 12, respectively).

It is hoped that, with suitable protections in place, migration may offer valuable and profitable options for women, children and men; all of whom should not be discouraged from exercising their rights to move and access the opportunities that migration provides.

4.2 Unpacking ‘safe migration’

The GAATW International Coordinator, Bandana Pattanaik, introduced this discussion by emphasizing the need to understand local, regional and international particularities when developing measures to confront the risks of migration. Where ‘safe migration’ strategies have relied on assumptions or less than comprehensive data, they have tended to discourage movement altogether, particularly of women.

It is essential, she suggested, to centre the safety of the migrants themselves in developing strategies and tools to improve channels for safe movement and mobility. We should look more closely at the term 'safe migration' as it is commonly used and the perspective from which it has been defined.

The questionnaire responses suggested that, in home and destination countries, states were not typically prioritizing people's safety. Several migrant workers commented on the tendency of government departments and recruitment agencies in the home country to view the migrant worker as a valuable resource rather than an individual with rights - this was reflected in policy and practice.

In destination countries, moreover, migrant workers are increasingly demonized, experiencing discrimination as a result of negative stereotyping. Gender prejudices, for example, were evident in the attitudes of the state in the suspicion or outright exclusion of some women of a certain age or appearance in certain countries.

Illustration One: Smooth Flight



Smooth Flight is a safe migration program in Latvia that seeks to reduce youth trafficking from Latvia and other Eastern European countries by making migration safer. The program was developed in 2004 by the Project for Prevention of Adolescent Trafficking (PPAT) and supported by the United Nations Development Fund for Women (UNIFEM). It comprised a curriculum guide and

a short documentary film, Smooth Flight, and targeted young adults - men and women - aged 14-25.

The program is designed as a simple, practical tool for teachers, youth counsellors and others working with young adults to empower those considering work abroad with information on the realities, benefits and risks of migration, clear guidelines for assessing situations and options for seeking protection and redress. The rights of young people to live, work and travel freely represent the core of the program model.

Smooth Flight centres on the communication of ten basic, practical principles:

Verify the legitimacy of a job agency or opportunity;

Obtain an employment contract;

Ensure a third party has appraised and commented on the contract;

Review, comment and sign the contract;

Leave copies of the contract with relatives and/or friends;

Leave copies of a passport with relatives and/or friends;

Leave contact information with relatives and/or friends;

Leave the employer's contact information with relatives and/or friends;

Create a password/code language for letting others know 'I'm in trouble'; and

Attend a career counselling session at a youth centre.

Though the ten principles are not radical, PPAT research indicated that most young people did not regularly implement any of the steps listed above. Despite the simple, practical basis of the strategy, however, Smooth Flight's message is not one that has been widely adopted and distributed by other larger organizations. In presenting the example, Mike Dottridge suggested that this reluctance was due to a concern that persons' promoting these 10 principles might be held responsible should migrants following the advice still fall victim to trafficking. He suggested that NGOs have a responsibility to fill the gap left by this unwillingness of larger organizations.

4.3 Plenary discussion: translating safe migration principles into practice

- ✓ Safe migration means prioritizing migrant safety over economic goals;

Eni Lestari of the Association of Indonesian Migrants Workers in Hong Kong (ATKI-HK) opened the plenary discussion with comments on the perspective from which 'safe migration' is defined. In Indonesia, she argued, safe migration is very difficult because the government does not prioritise migrant safety - rather it prioritises remittances and numbers of migrants abroad. Indonesians cannot access legal migration channels directly and must go through a recruitment agency. Approximately 400 agencies operate nationally and their priority is maximizing profit rather than making migrants safe.

One consequence of the forced dependence on recruitment agencies is the frequency of debt bondage among Indonesian migrants in Hong Kong. A majority of workers are unable to pay the costs of migration upfront and are instead bonded to the recruitment agencies for a period of approximately seven months, during which they are required to repay an amount typically around US\$3,000 to cover expenses associated with visas, travel and employment. A common marketing catchphrase among Indonesian recruitment agencies is 'fly first, pay later'. In many cases, salaries are paid directly from the employer to the recruitment agency, leaving the employee with nothing. If she is terminated at the end of the seven months, which is often the case, she must return home and then begin the seven months from the beginning.

Eni's organization, ATKI-HK, has successfully brought several cases of exploitative labor to court. Under Hong Kong law, recruitment fees can only amount to 10% of the first month's salary, a few hundred dollars at most, making the seven month commitment unlawful. As a result of these cases, however, many agencies have altered their methods and now use a third-party finance company to accept payment from Hong Kong employers, which then forwards the fees and migrant salaries to the agent. Every Indonesian worker migrating to Hong Kong is now required to sign a loan agreement before leaving the country.

The Indonesian Government is unconcerned with the protection of workers, whether in leaving, in transit, on arrival or on return. Similar to recruitment agencies, its sole preoccupation is in monitoring the number of migrant workers leaving Indonesia and in the total remittances sent home. As one of the largest suppliers of unskilled workers (numbering close to 7,000,000 most of whom are women), Indonesia's policies open the door for widespread abuse and exploitation.

- ✓ Safe migration means considering all stages of the migration process.

'Safe migration' must be understood as more than the transfer from origin to destination. Safe migration is both a process and an end result of domestic or international movement. Participants identified five interrelated stages in the cycle of safe labour migration: safe journey, safe stay, safe work, safe return and safe reintegration.

Indonesian migrant workers in Hong Kong offer one example. Data from ATKI-HK suggests that Indonesian workers, particularly those considered unskilled, suffer highly exploitative conditions of employment in Hong Kong. In some cases their situation falls within the ILO's classification of forced labor as detailed in Convention No. 29. Eni reported that many Indonesian workers have been denied the compulsory Sunday off each week with under 50 percent having less than two days holiday per month. Moreover, many migrant workers in the city endure 12-20 hour work days, managing only four to five hours sleep.

In Bangladesh, the cost of obtaining a visa makes the legal migration too expensive for many of the 250,000 people who migrate for work annually. Many are compelled to seek alternative, more affordable options for obtaining visas, exposing them to the risks of trafficking and irregular migration.

Management of safe migration, whether for employment, education or marriage, requires integrated approaches that not only enhance safety but also enable informed choice. Safety

while migrating or working abroad needs to be complemented by fair and reasonable costs, safety in the workplace, fair employment conditions, and legitimate pathways for recourse in the event of exploitation or abuse.

✓ Safe migration means well-informed migration.

Safe migration and educational initiatives are needed that promote empowerment; equipping migrants with the information needed to make informed decisions on travel and work as well as meet the challenges at each step of the journey.

Successful models of safe migration should support women's rights to mobility and recognize the reality that movement often represents a practical livelihood strategy for people seeking a way out of violence, trauma and poverty. Many programs to date have given much greater emphasis to convincing young women not to move by telling them about real or perceived dangers abroad, than to giving advice about how to move safely. With this as a basis, anti-trafficking programs risk becoming simply anti-migration interventions which do not address women's real needs.

Workshop clusters at the close of the session offered a broad range of programming recommendations for enhancing informed migration options, such as:

- Pre-departure orientation for migrant workers in human rights, migration and labor laws between countries, travel routes, culture, policies, emergency options in destination countries;
- Post-arrival training such as life skills, finances, confidence, negotiation, rights;
- Voluntary, free classes in language and vocational skills;
- Advice on the legality of employment offers and channels of migration;
- Counseling at each stage of the migration process - before, during, in country and on return;
- Printed materials in the form of booklets, leaflets and posters for distribution pre-departure, during migration and in-country;
- Informational workshops with vulnerable groups in schools and villages;

Education and awareness-raising, however, should be targeted at other groups as well as potential migrants. Jackie Pollock of MAP in Thailand suggested that a shift in global attitudes towards migrant workers is necessary if the project of safe migration is to be achieved. The widespread tendency to negatively stereotype migrant workers, women migrants and undocumented migrants in both home and destination countries can increase their vulnerability to discrimination, exploitation, violence and trafficking. Unless and until global attitudes change, safe migration will remain an ideal rather than a reality.

✓ Safe migration means more opportunities for legal migration;

For anti-trafficking prevention programs to be effective and realistic, they need to acknowledge that migration is central to the right to leave one's own country.

Legal migration programming typically encompasses improving the simplicity and transparency of immigration procedures, expanding opportunities for legal labor migration into a wider range of economic sectors and recognizing the value of migrant workers in destination and origin countries, respecting their rights.

The need to legalize diverse forms of migration surfaced repeatedly in the workshop. Participants identified a list of recommendations:

- Promote the expansion of bilateral and multilateral agreements between origin and destination countries to formalize labour conditions in ways that protect migrants;
- Explore the potential for expanding the guest worker visa program in a way that protects rights;

- Monitor the implementation of migration laws in origin and destination countries;
- Lobby against abusive policies and practices that harm migrants rights;
- Advocate for the implementation of basic minimum standards in informal labour sector;
- Advocate for gender-sensitive migration laws;
- Advocate at the international level for visa-free movement;
- Advocate for the right to family reunification for immigrants; and
- Advocate for the ratification of the UN Convention for the rights of Migrants Workers.

Illustration Two: Women's Rehabilitation Centre, Nepal

Nepalese NGO, the Women's Rehabilitation Centre (WOREC), has incorporated a curriculum of safe migration activities into the organization's work on improving human rights for women, children and marginalized communities. In operation for more than eight years, WOREC works in partnership with grassroots organizations to improve major socio-economic, cultural and human rights inequalities, particularly in the area of human trafficking.

WOREC understands the root causes of human trafficking to be complex but sees it as occurring in the process of migration, rather than as a separate phenomenon. It seeks to prevent trafficking by both improving the socio-economic situation of Nepali citizens so that they are not pushed into migrating in order to survive, as well as improving migration opportunities for those that do decide to leave.

The Safe Migration Program disseminates pre-departure information, on multi-levels with individuals, families, communities, other NGOs as well as with governments. It uses the following methods and approaches:

Awareness-raising via publications, brochures and posters across 20 districts;

Information dissemination via media such as radio, theatre and community forums;

Capacity-building in collaboration with other NGOs, CBOs, community and youth;

Legal support, particularly for returnees;

Counselling services, specifically mental and social, for returnees;

Advocacy for migration-friendly policy, particularly in strengthening CBOs, research and documentation of migrants rights violations and discussion of issues at various forums;

WOREC works at the community-level in rural areas where migrant support agencies supplying effective pre-departure information are lacking. The gap in services is also evident in Kathmandu where the majority of agencies do not provide information on safe migration options.

He Ping of Yunnan Provincial Women's Federation (YPWF-China) noted, however, that making movement legal was only one part of enhancing safety. Migrants' working conditions must also be made legal. She suggested the need for bilateral contracts that recognize opportunities for, not only skilled migrants, but low-skilled laborers as well. Chinese women, for example, migrate to Thailand regularly to work seasonally on tourist visas, which is prohibited in the destination country. Bilateral contracts exist between

China and Thailand for the exchange of highly skilled labor, but contracts are also required for other low-skilled migrant work given its frequency.

On temporary or guest worker visas, Jackie Pollock of Migrant Assistance Project (MAP) in Thailand reported that in Southeast Asia, it is unclear whether temporary visas have increased migrant protection or heightened vulnerabilities. The global trend towards temporary employment contracts for migrant workers has been accompanied by a general decrease in social security benefits, pensions and leave conditions for low-skilled labor.

The effect of temporary labor programs on job security and salaries for local workers also needs to be explored. Local concerns should be linked to the larger 'migration' debate so that a secondary but related vulnerable group is not sidelined.

As well, delegates suggested that it would be necessary to reflect on how long 'temporary' is and the effect this has on migrant protection. For Burmese workers in Thailand, for example, many have lived and worked on temporary permits for up to 15 years. If migrants were legally able to seek residency permits, the Thai government would be required to consider integration mechanisms, the rights of non-nationals and family reunification.

✓ Safe migration means understanding people's motivations for travel

Developing more effective safe migration policies is dependent on improved understanding of the factors that drive migrants abroad in search of work, such as poverty, high unemployment, lack of educational opportunities, gender disparities etc. , and the means they use for migrating.

Consultation delegates emphasized the need for comprehensive knowledge of the motivations of women, men and children in decisions to migrate. Comprehending the realities under which women, girls, boys and men negotiate migration may facilitate more practical solutions that are directly relevant to people's lives.

Economic Disadvantage Forcing Women into Illegal Channels

Nivedita Prasad (Nita) of Ban-Ying in Germany referred to an ILO study which found that, globally, men tend to be smuggled more frequently than women, who are more likely to fall victim to traffickers. In developing countries, men on average are able to pay the smugglers' fees while women are less likely to have access to funds for their own migration. Nita suggested that a possible solution would be the provision of small loans for women for the purpose of facilitating legal migration. The women in Ban-Ying's counseling and coordination centre have pointed out that their situations may have been different had the opportunity for financial assistance been available in countries of origin.

Similar financial factors were raised during the later workshop discussions where delegates suggested that safe migration techniques should incorporate 'safe credit' options for migrants, prior to departure. The opportunity to access small loans without high interest rates, penalties for non- or late payments or other conditions was repeatedly broached as a means of reducing women's reliance on clandestine or unconventional means of migrating for work and thereby avoiding the threat of falling victim to traffickers. The concept was widened to include safe money transfers for migrant workers in destination countries to ensure remittances were received by family members in home states and promotion of migrant savings plans and trainings in personal finance.

Davjavev Amarjargal of the Centre for Human Rights and Development (CHRD) in Mongolia corroborated this position. CHRD information indicates that women in Mongolia are regularly compelled to seek assistance from traffickers in their efforts to migrate, as a result of the country's policy and de facto recruitment practices. Many recruitment agents in Mongolia do not accept women as clients and this is further compounded by a migration policy that allows only men to obtain travel permits are provided for men only. Women seeking to move abroad, then, are obliged to seek illegal channels of migration.

Escaping Violence or Poverty

Joanna Garnier of La Strada, Poland, noted that people's decisions to migrate were often prompted by a desire to escape from violence or poverty. Coupled with societal demand for cheap workers, these migrants are left vulnerable to trafficking.

Betty Pedraza Lozano of Espacios de Mujer in Columbia observed similar phenomena in Latin America. The widespread picture of the 'American Dream' is one of the primary underlying motivators for Latin American nationals seeking to migrate to North America and Europe. A second push-factor for Columbians, specifically, is the violence and poverty created by long-term guerrilla warfare. For many people, the only way to improve their situation is to leave Columbia. Latin Americans, however, face difficulties in accessing safe channels of migration.

Limits on the Migration of Certain Groups

Stereotypes of some nationalities have led to severe restrictions on the migration of people from these countries.

For example, one of the more renowned migration stereotypes in Columbia is that of drug smuggling. The widespread perception of the Colombian drug trafficker/smuggler, swallowing drugs and entering destination countries on tourist visas has a negative effect on immigration responses to many Latin American migrants. Coupled with EU policies that hinder legal migration possibilities, Latin American migrants' susceptibility to human traffickers is heightened.

In this respect, the work of Espacios de Mujer highlighting the existence of trafficking, in the sex industry in particular, has resulted in positive discussions on the subject. The awareness-raising activities conducted by Espacios de Mujer have helped separate the phenomenon of human trafficking from that of drug trafficking in the public's mind.

4.4 Case study: strengths, challenges and opportunities in practice

Working with the Government on Safe Migration information Organizational - Safe migration brochure, Ban Ying

Nivedita Prasad, Ban-Ying, Germany

Based in Berlin, Germany, Ban Ying - or 'House of Women' - manages both a shelter for women from Southeast Asia and a coordination centre against trafficking in human beings.



The coordination centre, administrates a safe migration program designed to raise awareness among potential migrants about migration to Germany and support options for migrant women in Germany.

For example, Ban-Ying has prepared a brochure for Ukrainian women intending to migrate to Germany for employment. Produced and distributed in Russia, the Ukraine and Belarus, the guide details information on channels of migration as well as opportunities for employment. The advice is based on information gathered directly from trafficked women.

Germany has a 'no-entry' policy towards labor migration; only in highly skilled fields such as Information Technology or medicine, or through marriage, can a non-national gain legitimate visa access. In effect, low-skilled workers - such as domestic staff or in Germany's legalized sex industry - cannot obtain lawful entry or permits to work.

Germany's new Christian Democrat government, however, has challenged the brochure for:

Explaining the visa restrictions for non-German citizens, alluding to the improbability of legally obtaining a work permit and acknowledging, that many people elect to migrate in the absence of a visa, despite this being contrary to German law

Referring to punitive measures that migrant workers may face if caught in Germany without an appropriate visa, notably detention and deportation. In detailing the requirements, the Ministry of Interior Affairs felt the brochure was effectively encouraging illegal migrants to destroy their documents to avoid deportation.

Though Ban Ying is an independent NGO, the brochure was financed by a second organization which accepts sponsorship from the Government's Ministry of Interior Affairs. As a result, the brochure has not been widely distributed. As a solution, Ban Ying has engaged a second organization to rewrite the brochure's content, utilizing similar material but reworking the controversial sections.

4.5 Workshop results

A compilation of workshop results not already mentioned appears below:

Welfare-oriented proposals:

- Pre-departure training in internet, website searching and email to increase migrants' abilities to self-gather information, find support networks and maintain contact with home;
- Formation of safe houses providing free board and lodging en-route between countries of origin to countries of destination;
- Establishment of free hotlines for emergency assistance in countries of destination;
- Skill-building programs for potential migrants and re-integration programs for returnees;
- Provision of psychological and medical assistance to returnees; and
- Ongoing research into human trafficking and migrant worker exploitation to inform current practices.

National level safe migration proposals:

- Reducing or abolishing placement fees for migrant workers;
- Advocacy to abolish broker systems and visa trading (where employers sell visas to middlemen who sell them on to people in countries of origin, increasing the costs of migration);
- Mobilization and empowerment of migrant workers into self-formed unions, collectives and community support groups in host countries;
- Including trade unions, public forums and others in advocacy and awareness-raising to increase general understanding;
- Cooperation between countries of origin, countries of transit and countries of destination on safe migration policies and practices; and

- Establishment of a National Commission on Migration as a monitoring cell to ensure regulations are followed and oligarchies are not created by the more powerful units working in migration (ie: recruitment agencies and visa brokers).

5. Prevention in Destination Countries

“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.”

United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children

Case Studies
Ban Ying, Germany: Domestic workers’ rights and entitlements
La Strada, Poland: Awareness-raising among migrant communities
Migrant Assistance Project (MAP), Thailand: Migrant labor rights
Workshop discussion: Global prevention techniques in destination countries

Human trafficking leaves its mark on countries of destination and transit as well as of origin. In receiving countries, trafficking may result in, among other concerns, an increase in crime, human rights violations, labor abuses and a burden on the legal and social resources required to assist and protect trafficking survivors and identify and prosecute the perpetrators.

Measures designed to combat trafficking in destination countries have historically been addressed from a security perspective. Governments have placed greatest emphasis on border control and security as a means of deterrence and of preventing traffickers and trafficked persons from reaching a destination point. The conflation of human trafficking with irregular forms of migration, however, has served to mischaracterize the phenomenon, frequently resulting in further violations of human rights. Prevention measures of this nature have tended less to curb migration, because often people migrate anyway, and more to restrict the rights to movement and freedom of employment.

The challenges for anti-trafficking work in destination countries are to recognize the responsibility of the receiving country to take action within their own borders and to ensure the interests of trafficked persons are protected.

5.1 Case study discussion: prevention in Germany, Poland and Thailand

Representatives from three anti-trafficking organizations were invited to present on the development of prevention practices in their respective countries to open the discussions. Delegates - from Ban Ying in Germany, La Strada in Poland and the Migrant Assistance Project (MAP) in Thailand - provided reviews of interventions managed by their organizations, and outlined both the positive outcomes and the challenges.

Ban Ying, Germany: Domestic workers’ rights and entitlements

Nivedita Prasad (Ban Ying, Germany) opened the case study dialogue with a review of a recent awareness raising for female domestic workers in private households.

Domestic workers tend to have little formal education, have families to support at home, and minimal language facility in the receiving country. If they work for diplomats, they have no recourse to the courts in case of a labour or criminal violation (under the Vienna Convention of 1961, diplomats are legally protected from both criminal and civil suits in their countries of residence).

The proclivity to exploitation is further sharpened by the weak legal status of foreign employees, most of whom are Asian women. As migrant domestic workers, residency

permits under German alien law are dependent on employers. Further, their place of work - inside private households - increases the potential and occasion for abuse and exploitation. While certainly not all foreign diplomats are guilty of exploitation, Ban Ying, through its counseling centre, has been made aware of several cases in which the working conditions, wages and physical safety of the workers have been compromised.

Ban Ying presented the case to the United Nations as part of a CEDAW open inquiry after appeals to the German government were unproductive. The effort successfully established the requirement for certain conditions to be included in domestic worker contracts, including minimum monthly wages of 750 euros, health insurance and free board and lodging. However, while the requirements were communicated to diplomats via their embassies, migrant workers were not necessarily made aware of their rights.

Prasad highlighted the challenge of reaching trafficked persons in destination countries. The problem is a familiar one in anti-trafficking interventions and is exacerbated for domestic employees who work in private, sometimes isolated, circumstances.

Ban Ying sought to overcome the complication through an awareness campaign using materials printed in the most common languages of domestic workers - Tagalog, German and English. Materials advising domestic workers of their rights while in Germany were circulated using diplomatic chauffeurs to reach live-in staff or others in solitary situations.

La Strada, Poland: Awareness-raising among migrant communities

Labor migration in Poland is a relatively new phenomenon in the sense that the country has only recognized itself as a destination point for migrant workers since 2004 when it joined the European Union. Since that time, the doors have opened for migrant workers in the agricultural and other economic sectors and, though legally prohibited, in sex work. Johanna Garnier of La Strada in Poland gave an example of awareness-raising efforts among the country's two largest migrant communities: Vietnamese and Ukrainians.

The Vietnamese population is very much an established community that is largely closed to mainstream Polish society, making it difficult to reach. La Strada believes that reporting will likely be done by other members of the community so it has distributed leaflets in Vietnamese, Polish and English to raise community awareness. It also has a hotline staffed by two Vietnamese consultants, providing information on Poland, relevant laws, support numbers and safety tips. Yet, since its establishment in early 2006, the hotline has received only three calls, all of which have been from men and, thus, cannot be considered an effective means of reaching out to trafficked women at this point.

The Ukrainian community, in contrast, is more wide-spread and less visible. The trafficking profile differs also. As a neighboring country, the Ukraine is a transit country and one of the largest sources of persons trafficked into Poland. La Strada works directly on the Ukrainian and Byelorussian borders where the queues to enter are typically five to six hours. This provides La Strada an opportunity to offer immediate and mobile counseling, advice and support materials to women.

Many European anti-trafficking efforts, according to the GAATW literature review on global prevention interventions, concentrate on monitoring borders. OSCE member nations are responsible for strengthening border controls as a means of detecting and intercepting trafficking. They must verify the validity of migrants' travel documents, develop effective border legislation and take steps to deter the use of commercial transport being used in human trafficking. But this has the potential to downplay other socioeconomic elements that place vulnerable populations at risk of trafficking and endanger protections for victims of human trafficking.

La Strada thus gives training to officials likely to come into contact with trafficked persons. It uses seminars, informational exchanges and printed materials to train judicial authorities, police officers, border guards, NGOs and organizations providing assistance and rehabilitation support. An example of the success of this training is the support offered by a Ukrainian Church in Warsaw which made it possible for sex and domestic workers, builders and other construction personnel to meet and talk with a Ukrainian counselor.

The example of La Strada's program in Poland makes evident the need for pluralistic prevention approaches in destination countries. The range of actors, the cultural characteristics of communities and the profiles of trafficked women make combating trafficking difficult. The challenges are further hindered by the general lack of awareness within Polish society of the existence and scope of trafficking.

Migrant Assistance Program (MAP), Thailand: Migrant labor rights

Jackie Pollock of Migrant Assistance Program (MAP) in Thailand drew the case study section to a close with a discussion about improving labor rights in destination countries as an effective method of human trafficking prevention. Pollock emphasized the link between human trafficking and 'pull effects' in countries of destination, including the demand for cheap labor, better salaries, improved living conditions and higher expectations of employment. She noted that a great majority of people seeking these opportunities come from developing nations where poverty, gender disparity, violence, corruption, educational barriers and unemployment push people to move within and across borders.

Trafficking, then, is as much about the labor market as it is about human rights or law enforcement. With over 2,000,000 migrant workers in Thailand - most of whom are undocumented - the potential for trafficking and labor exploitation is great. Cheap labor is in high demand in farming and fishing sectors, construction, agriculture, warehouses and small factories, restaurants, bars, domestic work and the sex industry. These generally unregulated sectors rely heavily on migrants from Burma as well Cambodia, Laos, mainland China and other South Asians.

Furthermore, military rule in Burma, weak economies in Laos and Cambodia and the long porous borders between Thailand and its neighbors mean that stemming the tide of undocumented migrants - and reducing opportunities for traffickers - is impossible. Migrants face a variety of problems in Thailand, including arrest, imprisonment and deportation, frequently with heavy fines. They also suffer low wages, unsafe working conditions, long working hours, no job security and sexual and physical abuse.

Pollock noted that as long as undocumented migration for labor exists, trafficking and exploitation would remain. Thus, improving migrant labor rights and the legality of their status in Thailand is essential for preventing migrants from falling victim to traffickers. At a policy level, however, this is a challenging agenda. The two relevant government agencies - the Ministry of Labor and the Foreign Ministry - work independently of each other, making cooperation to stop exploitation complex. While migrant workers may be registered at any time and protected by the country's labor laws, their position while they are seeking employment and applying for legal status is tenuous.

One of the means by which MAP draws attention to human rights is by assisting migrants who have experienced exploitation or abuse to seek compensation through the Thai legal system. One landmark case emerged from the appalling treatment of migrant workers from the Nut Knitting factory on the Thai-Burma border. They worked up to 18 hours a day for as little as 50 baht (less than US\$2) with minimal overtime pay and no leave or sick pay. In a protracted court case of two years, 33 migrant workers sought compensation for due wages and were awarded a combined total of 1,580,000 baht. The case represents a positive example for other migrants of the potential for labor standards to be upheld.

As MAP's work has expanded, the organisation also established a program for women's rights, with activities addressing violence, labor exploitation and abuse. The program provides space for refugee and migrant women of diverse ethnicities and in different working sectors to discuss experiences and problems. Monthly gatherings take place at 11 points along the Thai-Burma border. Activities encompass everything from workshops on legal rights to street marches, crafts and yoga. Violence against women has repeatedly been raised as a problem for Burmese migrant women, and in response, MAP has begun to study Thai law, monitor relevant cases and develop guidelines for women to follow in seeking legal remedy.

5.2 Discussion: Global prevention techniques in destination countries

In breakaway working groups, participants discussed a breadth of prevention techniques observed in countries and sites of destination. A broad compilation of thoughts and reflections appears below separated into practices for influencing: (1) migrants, (2) traffickers and pimps, (3) employers, clients and consumers and (4) government policies.

Migrants

Development of support networks, solidarity groups and self-organized migrant associations;

Religious organizations, churches and faith networks, particularly in areas where NGOs are unable to reach migrants;

Labor attaches in Embassies working to assist migrants;

Advocacy for improved victim support services from a rights-based approach;

Post-arrival support in the form of seminars, trainings and counseling;

Distribution of support, orientation and rights-based materials in migrant languages at Embassies;

Strengthening of culturally-relevant outreach and counseling services;

Organization of migrant empowerment activities (ie: life skills trainings, orientations in destination countries, legal rights, cultural understandings);

Mobilisation of migrant groups and trade unions to advocate for rights;

Financial assistance and savings groups for investments, transfers and ;

Improving access to medical services (including HIV/AIDS treatment);

Free-of-charge helpline, mobile counseling team, paralegal training;

Self-defense training; and

Culturally-specific counseling with migrants.

Traffickers and pimps

Development of multilateral frameworks to trace, arrest and prosecute traffickers;

Building channels of direct contact and association with pimps;

Identification of pimps via informal classification mechanisms (ie: mug shots, 'name and shame', warning brochures);

Consistent enforcement of laws;

Improved witness protection practices and protocols for prosecution of traffickers;

Cross-border networking with NGOs, government agencies and other relevant bodies for prevention, protection and repatriation services;

Training programs for border police and other law enforcement officials to reduce the likelihood of their assisting brokers; and

Assistance points in airports and other departure points.

Employers

Consistent enforcement of laws;

Increased filing of civil cases at a transnational level;

Strengthen pressure from national and international organizations for adequate standards of employer behaviour (ie: ILO, NGOs and government agencies);

Influencing government to adopt laws on minimum wages;

Peer education amongst employers;

Orientation and training sessions for employers on hiring migrant workers, minimum employment standards, laws and regulations;

Development of minimum standard conditions for all sectors;

Regularization of site inspections;

Regular and voluntary HIV/AIDS checks for sex workers;

Boycotts, strikes, campaigns, negotiations and pressure from trade unions;

'Name and shame' techniques;

Awareness raising via media and the general public; and

Advocate for a change of employers attitudes towards migrant workers and cheap labor.

Customers, clients and consumers

Targeted information campaigns, general community awareness raising and consumer education;

Collection of statistics of abuse to pressure governments to act;

Promotion of migrant workers' rights and combating of discrimination;

Educating clients to differentiate between voluntary and trafficked sex workers;

Influencing restaurant clientele to pressure owners and operators in positive employer behaviour;

Improved certification mechanisms as guarantee that goods are produced in safe conditions;

Boycott of goods and services (only if migrants make/provide them);

Hotlines for anonymous reporting of suspected trafficking and exploitation cases;

Training of students and other future professionals to develop awareness; and

Governments

Ratification and implementation of international treaties;

Development of bilateral agreements on mutual problems;

Use of international organizations to pressure governments;

Establishment of a national rapporteur for labor rights in each country;

Establishment and enforcement of minimum labor standards;

Improvement of labor laws to protect all workers, including migrants;

Labour inspections;

Filing of labor exploitation complaints;

Improved access to services for migrants;

Abolition of detention and raids for undocumented migrants;

Visa system with an emphasis on the prevention of re-trafficking.

Literature Review Recommendations

Implementing measures to reduce the invisibility of exploitation;

Establishment of a multi-agency program for monitoring, administrative controls and intelligence gathering on the labour markets in countries of destination;

Liberalization of labour markets with a view to increasing employment opportunities for migrant workers in a wide range of skills areas;

Establishing measures to raise levels of social protection and create wider employment opportunities;

Developing measures to eliminate discrimination against women in employment to ensure equal pay for equal work and equality in opportunities;

Addressing all forms of discrimination against minorities;

Developing programs that offer livelihood options, including basic education, literacy, communication and other skills that reduce the barriers to entrepreneurship;

Encouraging gender sensitization and education on equal and respectful relationships between the sexes to prevent violence against women;

Ensuring policies are in place to allow women equal access to and control over economic and financial resources;

Promoting flexible financing and access to credit including micro-credit with low interest;

Promoting good governance and transparency in economic transactions;

6. Monitoring, Evaluation & Impact Assessment:

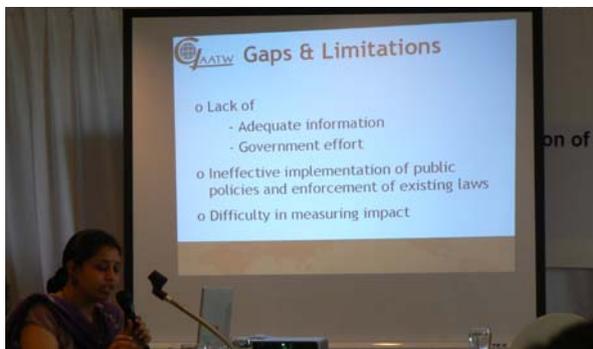
Monitoring and evaluating the relationship between the intention of anti-trafficking laws, policies and interventions, and their real impact. In particular, ensuring that distinctions are made between measures which actually reduce trafficking and measures which may have the effect of transferring the problem from one place or group to another.

(Recommended Principles and Guidelines on Human Rights and Human Trafficking, Office for the High Commissioner for Human Rights)

THE DISCUSSION session on monitoring, evaluation and impact assessment provided a broad framework for dialogue on what constitutes good practice and how methodologies for assessing the effects of anti-trafficking work can be improved further. Speakers from the ILO's Trafficking in Children and Women (TICW) project presented preliminary results from project-specific approaches, outlining their experience from design through to implementation. Participants were then challenged to consider the impacts of their own past and present interventions on varied target groups such as vulnerable populations, traffickers, pimps and other NGOs and agencies.

Main issues
• Monitoring, evaluation and impact assessment is complicated by a lack of reliable data
• Evaluation should consider program impact as well as process monitoring
• Regular and systematic data collection is imperative in monitoring the progress of a project and improving its implementation
• Practical illustrations from the field are critical in building frameworks for monitoring, evaluation and impact assessment

6.1 Introduction: *a missing link*



A widely acknowledged gap in current practice is the availability of reliable data on the effects of anti-trafficking interventions. In general, prevention work lacks systematic monitoring, documentation and evaluation at local, regional and global levels. Current approaches tend to be based largely on anecdotal evidence about the scale and extent of human trafficking, rather than on informed and context-specific research. The lack of such information

on the feasibility, coverage and impacts of particular approaches makes assessing the effectiveness or the potential for sustainability of a program problematic.

In practice, monitoring, evaluation and impact assessment of anti-trafficking prevention programs is complex. Programs operate in multiple sectors, at multiple levels and with multiple target populations. Aspects of law, health, migration, labor and human rights are engaged at various points on the trafficking continuum - before, during and after - and with children, adults, males and females as well as citizens and non-citizens. Thus, development and measurement of indicators to assess the effectiveness and the impacts of a program is a difficult undertaking. To date, success tends to be gauged by such ad hoc and unreliable means as whether a program runs its full course or by monitoring the numbers of women remaining in their villages.

Consequently, appropriate mechanisms for monitoring, evaluation and impact assessment are urgently needed. A first step toward this is information-sharing among NGOs, international agencies and other bodies who work to combat trafficking. This can help to build a shared understanding of how various strategies are working or failing and how

impacts may be effectively measured. The following review of the consultation discussion aims to provide a basis for encouraging such dialogue.

6.2 Case study discussion: ILO in the Mekong Region

Ana Engblom and Lisa Taylor, consultants to the International Labor Organization (ILO) opened the session on monitoring, evaluation and impact assessment with a presentation on the Mekong Sub-Regional Project to Combat Trafficking in Children and Women (ILO-TICW). Engblom offered a review of the project to date and a summary of the monitoring and evaluation activities. Taylor followed with an outline of impact assessment efforts.

In introducing the session, Engblom clarified the definitions behind each of the three practices:

Monitoring - ongoing throughout the life of a project and designed to assist in determining the impact of activities on immediate goals. Monitoring, via such activities as periodic performance reports, data quality reviews, cost evaluations and other indicators, is used to inform and adjust interventions as well as direct funds and assess whether a project is on course to realize set objectives.

Evaluation - the assessment of a project's effectiveness at regular intervals during the project's implementation.

Impact assessment - the appraisal of an intervention's results and their influence on a project's broader objective; ie: reducing human trafficking.

ILO-TICW Monitoring & Evaluation

The ILO-TICW project works on each stage of the trafficking cycle with women and children across Cambodia, Lao PDR, Vietnam, Thailand and China's Yunnan Province. Project partners also collaborate with other NGOs, government, workers' and employers' groups. They aim to develop practices that will reduce the vulnerability of people to trafficking and the likelihood of exploitation at destination.

Engblom strongly recommended incorporating ongoing monitoring and evaluation systems from the outset of a project's life. Contexts change continuously: audience, risk-factors, target groups, destination, transit and source regions etc.

Monitoring and evaluating systems include using log frames for recording, rapid assessment methods, guidelines for situational and stakeholder analyses, regular on-site monitoring visits from project staff, mid-term reviews and, eventually, a final evaluation. Staff must report on progress at six-monthly intervals based on 12-15 indicators. A labor intensive system, the ILO subcontracts much of this work to agencies to ensure the regularity and reliability of this data.

The ILO-TICW has also used a participatory monitoring technique in each of the targeted sites and vulnerable populations with 10,000 people participating in these exercises to date.

At a rudimentary level, the key is behaviour change; in the actions of 1) potential victims, 2) would-be exploiters and 3) the international community charged with the responsibility to effect such change, be that governments, NGOs, IGOs or IOs.

Impact Assessment

While outputs are relatively simple to assess, gauging the actual impacts of an intervention is a far more complex undertaking. It is typically complicated by:

A lack of industry precedents, standards and/or commonly accepted monitoring schemes;

A deficiency in M&E data, with a great number of anti-trafficking programs running for short durations and on emotively driven-bases;

Counterfactual considerations in relation to determining the actual impact of the program. le: how do we know what factors contributed to why a person has not been trafficked? Because of an NGOs presence? Because of increased security in the village? Because of a lack of activity among traffickers?

Attribution: distinguishing between specific programs and activities and their outcomes and results. How do you know it was a particular program making a particular contribution? Were beneficiaries able to avoid trafficking solely as a result of participation in a project or only partially?

All impact assessment activities are nevertheless underpinned by two questions:

Which programs have the greatest impact as far as reducing or stopping trafficking/exploitation from occurring (program performance and impact = output indicators, impact indicators)? and

How do we discern which programs to recommend and which to phase out? Which programs to continue as is and which to scale up?

With these two questions as a foundation, the ILO has developed program-specific methodologies for assessing the impact of its activities at regular periods during implementation as well as several years after the close of a project. It uses a 'tracer' approach that incorporates community feedback tools to obtain primary data on progress, challenges, recommendations for change and perceptions of migration and trafficking. In some areas, surveys have been conducted; in others, focus groups and community-based discussions have formed the assessment tools.

In the practical application of the methodology, diverse options exist and are inevitably modified to local social, economic and cultural circumstances. One learning is that the assessment should be focused, to avoid a mass of data that is time-consuming to analyze and difficult to apply to the improvement of program design and evaluation.

Example: in Chiang Rai the project developed income-generation programs promoting eco-tourism. Through the program, training was conducted on topics such as receiving guests, general hospitality, cooking for tourists and marketing handicrafts. In this particular case, assessment was done on the impact on local incomes by considering financial returns for individual families and the community as a whole, as well as the growth in new opportunities and ethical considerations associated with tourism.

6.3 Discussion: elements of monitoring, evaluation and impact assessment

In shifting into a larger discussion of the elements of monitoring, evaluation and impact assessment, Taylor emphasized understanding the dynamics of human trafficking. Prevention, in part, depends on appreciating what really puts people at risk. Vulnerability factors are numerous and vary from location to location. Equally, addressing the circumstances surrounding those who exploit is critical in setting a project's priorities and appraising its eventual influence. Monitoring, evaluation and impact assessment require baseline indicators, the framework for which can grow from understanding these aspects.

Smarajit Jana of the Durbar Mahila Samanwaya Committee (DMSC) in India further expanded on Taylor's position, suggesting that the political dimension should also be considered in monitoring of interventions. Whereas change at the individual level is fundamental, it is nevertheless only one component of the larger problem. Addressing employment conditions and minimum labor standards, for example, is political. Without challenging the global demand for cheap labor alongside individual poverty and lack of education, durable change cannot occur. Both aspects - the individual and the political - must be considered when assessing change.

- ✓ Monitoring, Evaluation and Impact Assessment is complicated by a lack of reliable data

Bisi Olateru-Olagbegi of the Women's Consortium of Nigeria (WOCON) identified one of the common challenges in anti-trafficking prevention work. Olateru-Olagbegi noted that assessing the impact of human trafficking on people and communities is as complex as assessing the impact of the prevention programs themselves. Trafficking is a clandestine

phenomenon and one that implicates a multiplicity of actors across borders. The question of how to develop and implement context-specific evaluation and impact indicators in the absence of systematic and durable research is an ongoing challenge.

Developing innovative approaches is critical. A recent program implemented by WOCON is illustrative of this point. Many rural Nigerian communities are home to the traffickers as well the victims of trafficking. A lack of employment and income-generating opportunities encourages parents to send their children and wards to urban areas, predominantly for domestic work. In the absence of legitimate travel and recruitment agencies, many children are placed in the hands of traffickers in order to reach their end destination.

In certain villages, a major contributing factor is the absence of educational facilities. No pre-assessment was required in this case. In areas where children live several hours from larger villages with schools it is logical that many families tend to favor employment over education. A solution is the establishment of more schools and the training of local teachers. In certain villages where WOCON has worked, up to 250 children are now attending school.

WOCON has observed change in some of these rural communities, such that the program has been replicated in other high-risk regions in Nigeria. The number of children attending schools has increased and efforts to increase public awareness about human trafficking, including workshops, brochures and outreach events, have helped alter the attitudes of parents and village leaders. The program does require consistent monitoring, however, to ensure that old habits do not resurface.

Mike Dottridge of Anti-Slavery International underscored this point, noting that it can be problematic to initiate a program without having a clear understanding of the problem and its context-specific characteristics. Moreover, it is vital to consider that international standards do not necessarily translate easily in various parts of the world or may be challenging to measure at the village level. Dottridge referred to examples in Africa in which project managers realized six months into the implementation that the target population had divergent understandings of trafficking and its causes. The obstacle highlights the requirement for continued research in the field of anti-trafficking prevention mechanisms.

The results of a literature review conducted by GAATW in the lead-up to the prevention consultation reinforced the need for systematic data collection and research. Several acts and declarations⁸ lay emphasis on the value of data collection and research as imperative to enhancing the tools for combating human trafficking, particularly among OSCE countries. Recommended actions at both the national and the institution levels broadly include building on past research and engaging in exchanges with relevant actors, identifying vulnerable segments of the population and developing specially designed awareness-raising campaigns, conducting more far-reaching analysis of the root causes of trafficking, its demand and supply factors, its networks and links with illegal migration.

- ✓ Monitoring, Evaluation and Impact Assessment is complicated by a lack of accountability

Assessing the impact of efforts to prevent trafficking at the community level frequently is complicated by a lack of accountability. Bernice Roldon of Unlad Kabayan in the Philippines observed that many programs or components of programs are funded by external bodies with particular agendas or outsourced to other agencies for implementation or designed by different organizations. A central challenge, then, is the difficulty of

⁸ Ministerial Declaration on Trafficking in Human Beings (2002); OSCE Permanent Council Decision No 426 (2001); Ministerial Decision on Enhancing the OSCE's Efforts to Combat Trafficking in Human Beings (2000); OSCE Action Plan for Gender Issues approved by the Permanent Council (2000); Charter for European Security (1999); Document of the Moscow Meeting of the Conference on the Human Dimension of the OSCE (1991); Final Act of the Conference on Security and Co-operation in Europe (1975).

standardizing the multiple elements of an intervention as well as taking on responsibility for monitoring, evaluation and impact assessment.

In the Philippines, pre-departure training programs for prospective migrants have been instituted by the Government as well as recruitment agencies as a response to the problem of human trafficking. The programs are conducted as a one-day orientation seminar, and trainers are accredited by multiple organizations, including government departments, recruitment agencies and NGOs.

The trainers are not held accountable for the effectiveness of the program, however, and in some cases the seminars are run as profit-making ventures, shifting the objectives away from prevention of human trafficking. Indeed, recruitment agencies typically charge a small fee. With 2,500 Filipinos migrating abroad daily, the enterprise is lucrative. The incentive is not to provide a relevant service but just a service.

Training by recruitment agencies in the Philippines also tends to be one-sided and non-participatory. Recruitment agencies give training on labor standards, laws in destination countries, health risks such as HIV/AIDS and maintaining contact with home. Human rights and avenues for fighting exploitation are inadequately covered, if at all.

In this respect, Unlad Kabayan has been proactive in gathering information from returned migrant workers on their experiences abroad as well as the perceived effectiveness of the pre-departure training programs for equipping Filipinos with relevant knowledge. The data obtained may be used to lobby at the governmental level for changes to the preparation and training available for new and prospective migrants in the Philippines.

Eni Lestari Andayani Adi of Assosiasi Tenaga Kerja Indonesia in Hong Kong (ATKI-HK) agreed. The Indonesian Government also provides pre-departure programs for prospective migrant workers. Such trainings are mandatory, with permission to leave the country dependent upon obtaining a certificate of participation. Informal evaluations from bodies external to the government point to the failure of these programs to adequately equip migrants with the skills and knowledge to survive in host countries let alone avoid or extricate oneself from exploitative situations.

Indeed, ATKI-HK has knowledge of migrant workers dying because they were unaware of support mechanisms, their rights or even how and where to seek assistance in a foreign country. In this situation, the lack of accountability is more a result of the government's monopoly of training services. Monitoring, evaluation and impact assessment is also the responsibility of the government and, thus, implementation cannot be assured.

Eni contributed her own, first-hand experience as a migrant domestic worker in Hong Kong. She commented that when a migrant worker prepares to leave Indonesia via a recruitment agency, she or he is legally required to spend live-in time on the agency's premises where tutoring in the expectations of host country employers is provided in preparation. In Hong Kong, employers prefer Indonesian workers for their 'obedience' as well as their relatively inexpensive labor and lack of bargaining power in terms of employment conditions. This 'obedience' is one of the aspects heavily impressed upon workers in their recruitment trainings.

In Eni's experience, she was required to share dormitory accommodation, owned by her recruitment agency, with more than 100 women for some five months, which she remembered as 'prison-like' and 'painful'. Living arrangements were further complicated by a single bathroom, where she and 300-500 other women queued naked for daily showers. Eni recalls that one woman had her employment offers cancelled after requesting to see her family, which was considered 'misbehaving' by the agency.

✓ Evaluation should consider program impact as well as process monitoring

Sandra Claasen of Bonded Labor in the Netherlands (BLinN) drew attention to the significance of understanding the distinctions between monitoring, evaluation and impact assessment. Claasen observed that evaluations are often centered on process monitoring rather than program impact. Relying on simple data obtained from monitoring alone - ie: number of activities undertaken, range of people or groups targeted, timely project

completions - does not itself provide clear indication of the efficacy or value of a particular strategy.

Claasen referred to an anti-trafficking campaign implemented by the police force in the Netherlands in 2006. Since the general ban on brothels was lifted in October 2000, the Netherlands has experienced relative tolerance of prostitution. The changes to law hold that, under certain conditions, prostitution in which persons of age are voluntarily engaged is no longer prohibited. From an evaluative perspective, however, the policy amendments have had little effect on reducing human trafficking.

In response, the Netherlands police force launched a strategy directed at educating consumers of sexual services to identify trafficked women working in prostitution. The strategy used an existing website for clients of prostitution (www hookers.nl) as a means of reaching men. Clients were directed to a general nationwide crime-reporting hotline to anonymously report suspicions of trafficked women. These services were supported by other campaign materials including posters and leaflets with the tag-line: 'appearance cheats', which garnered broad media attention.

While the move positive insofar as it gave clients information about recognizing trafficked women, it was problematic in many other respects. In particular, the website itself was one on which clients could evaluate clubs, discos and bars. As well, the criteria for identifying trafficked women were somewhat ambiguous and controversial: fear, physical marks such as bruising and not enjoying themselves. How do you ascertain this? Sex workers are required to 'feign' enjoyment whilst working regardless of their interest.

Six months into the campaign, police had received 67 calls from clients reporting possible cases of human trafficking. Evaluating the police response, however, is difficult. Investigations stemming from such calls are subject to privacy laws and so NGOs could not determine whether police reacted, how sensitive that reaction was and the effect of it on the problem of human trafficking. Data on how many women have been deported as a consequence of the phone calls is also unavailable. In this sense, it may be more constructive to provide women with the number to call on her own behalf.

Nivedita Prasad of Ban Ying in Germany raised over-reporting and the potential for harm. Prasad noted that some men are motivated to 'rescue' women, in part to marry or build a private relationship with them. In reporting these women, police may discover and deport undocumented workers who cannot prove that they have been trafficked or who may wish to continue working in the sex industry.

Prasad recalled four particular cases in which her organization had received anonymous advice that women were being held against their will and forced to work in the sex industry in Germany. Ban Ying representatives visited each of the women in the first instance to determine whether or not they wanted to be released from their situations. In the majority of cases, the women could identify which of their clients had approached Ban Ying because of their unusual level of interest. The women did not wish to marry or form relationships with these men.

Ban Ying believes that by working with police, NGOs can represent the interests of the women themselves. Ban Ying has developed a cooperation contract with the police in parts of Germany; however, the women in question have the choice of working with both the NGO and law enforcement or with one or the other.

Claasen agreed but noted that it was difficult to standardize the practice of NGOs working together with police on human trafficking. In the Netherlands, certain organizations had built relationships with local law enforcement or were prepared to do so, but in other areas the police force was reluctant to cultivate a working connection.

Illustration One: Awareness training

Sodireitos/Jepiara, Brazil

Danielle Lima de Figueredo

Brazil is a country of both origin and destination. Women, children and men are trafficked in the thousands into situations of sexual exploitation and involuntary labor. As a source country, Brazilian women and girls are trafficked into the neighbouring states of South America, the Caribbean, the United States and Western Europe. Internally, many more children, in particular, are trafficked in the context of sex tourism and women and men from urban to rural areas for forced agricultural labor.

In the south of Brazil, the ILO has identified adolescent girls as a high risk category for human trafficking, particularly into the sex industry. Many young women are moved across the border into the Republic of Suriname with the use of false documents. Brazil's extensive land borders combined with the relatively scarce resources assigned to the monitoring of land routes contributes to the growth in human trafficking in this area of the state. NO BORDER CONTROL = MORE TRAFFICKING. NOT SURE WE WANT TO SAY THAT. BUT MAYBE IT IS TRUE? JUST CONTRADICTIONARY WITH OTHER THINGS WE ARE SAYING.

The lack of knowledge or understanding of trafficking and exploitation among victims themselves and the communities from which they come is a second key factor. Many women and girls do not recognize that they have been trafficked or that their human rights have been violated and only come to understand this upon return with the assistance of reintegration support programs.

To this end, the ILO in 2004 through to 2005 began an awareness raising program in high schools to target young girls potentially susceptible to trafficking into the sex industry. The program is centred on education-based activities, using printed materials and school visits to increase general understanding of the sex trade, sex tourism, child exploitation, forced labor and human rights. The program aims to equip young adults with the knowledge necessary to recognize and avoid potentially exploitative situations.

One of the key components of the program is its focus on real-life experiences. In collaboration with a local NGO who assists returned sex workers, the ILO seeks to obtain first-hand information with which to inform their prevention training. The experiences of repatriated women and the knowledge they have of the characteristics of the sex industry and the countries they have returned from provide an invaluable source of baseline data for ensuring the relevance of training programs to the reality of human trafficking. A particular challenge, however, is the reluctance of many returnees to talk about their experiences.

Regular and systematic data collection is imperative in monitoring the progress of a project and improving its implementation

Bisi Olateru-Olagbegi of the Women's Consortium of Nigeria (WOCON) noted the difficulty of building effective anti-trafficking programs in the absence of pre-existing data on the quality and efficacy of interventions. WOCON's strategy for overcoming this dearth of information in Nigeria has been to work at the level of the community, identifying and mobilising vulnerable populations to gather information on their own districts.

To do so, WOCON targets lower class and illiterate communities. The organization works to educate traditional community heads and female leaders, public transport and migration officials, police, local governments and youth. WOCON guides these individuals in understanding what human trafficking is, how to recognize it and identify those at risk.

Local-based education also includes regular consultative forums with community leaders. Again, discussions are founded on capacity building and social empowerment and are

designed to clarify elements of human trafficking, extending the definition beyond that of trafficking into prostitution. In doing so, WOCON refers to local people to provide data on the local characteristics of trafficking; the costs - both social and financial - and the multi-level strategies open to combating this phenomenon at individual, community and government levels.

One outcome from this was the development of 'social contracts' in which the village leaders establish and agree upon strategies for implementation. Taskforce monitoring committees led by traditional rulers and comprised of representatives from different villages oversee progress and enforce disciplinary action, such as fines for those caught trafficking and for parents who attempt to sell their children. The objective is not to prevent or discourage migration but to investigate where people are going, how they are traveling and with whom.

In monitoring the impact of the programs, WOCON maintains records of each meeting, which are then used in assessing the later effectiveness of social contracts. Olateru-Olagbegi recalled a community interrupting a trafficking contract, mid-transaction. In this particular case, two young girls were hidden in the local school building. A woman trafficker was subsequently fined and the community has become vigilant in observing children's school attendance as a means of preventing trafficking.

Nivedita Prasad of Ban-Ying in Germany raised the concern that such a program may restrain some parents from sending their children to nearby towns in genuine pursuit of better opportunities. Taskforces in such strategies would need to differentiate between children who have been 'sold' and those whose parents' intentions were legitimate and reasonable, particularly if the act would result in a penal sanction.

Practical illustrations from the field are critical in building frameworks for monitoring, evaluation and impact assessment

A GAATW review of prevention reports and background materials found a lack of evaluation standards to monitor the impact and effectiveness of prevention programs. The review revealed that only international organisations such as ILO-IPEC, UNICEF and USAID have developed clear definitions and guidelines for evaluation of their anti-trafficking programs. Smaller NGOs and some networks have struggled to attain clear evidence of the results of their work and tend to measure the success of programs on quantitative data.

Collection, analysis and communication of good practices and lessons learned from NGOs, governments and international organizations is truly needed. A catalogue of comprehensive, reliable information would provide a basis for establishing indicators that address the varying trends in human trafficking as well as measure the impact of prevention work.

Providing a practical example from the Welfare Association of Repatriated Bangladesh Employees (WARBE), Syed Saiful Haque noted that in most rural villages in Bangladesh people sought to migrate for work purposes. As such, WARBE has established a number of branch offices in these areas where it seeks to prepare women - who represent the most vulnerable group - for the realities of migration. WARBE conducts one-to-one discussions on human trafficking, labor exploitation and techniques for safe migration as well as educational focus groups for potential migrants.

In conducting informal evaluation and impact assessment among returned migrants, WARBE observed that those women who did not attend the workshops and training sessions were frequently exploited and/or mistreated. One of the positive observations, in contrast, was that those migrants who had contact with WARBE prior to departing had returned with savings. In consequence, WARBE now uses financial markers as part of its impact assessment - ie: have female migrants saved and/or sending regular remittances home? Are women starting their own businesses?

Haque also noted that although the intention of WARBE's program in Bangladesh is to combat human trafficking by promoting safe migration, he is aware that such education and training can also play into the widespread misconception that all trafficked women and women working abroad are sex workers.

Indeed, in Bangladesh - as elsewhere - the term 'trafficking' has a history of being associated with illegal migration for sex work or with prostitution itself. Underpinned by such erroneous perceptions, some anti-trafficking measures can result in the policing and punishment of female migrants, restricting women's freedoms and rights to travel and make rational choices to work abroad, including within the sex industry. Moreover, returned women face stigmatization, discrimination and violence as a result of their experiences.

Many other women working as domestic workers and caretakers may also suffer if they are not recognized as trafficked persons and are unable to access appropriate assistance and support as a result. In this sense, an adverse corollary of anti-trafficking prevention programs that go unmonitored and unevaluated is their capacity to disempower female migrants and thwart the development of strategies that are supportive of women's rights.

Jackie Pollock of Migrant Assistance Project (MAP) in Thailand agreed. Pollock noted that the controversial and highly publicised connections between the sex industry and human trafficking have made it easier to contact sex workers as compared to other industries where exploitation and human rights abuses are lesser documented. While internet-based client chat groups in Thailand may alert sex workers to the possible dangers of particular brothels, areas or regular consumers, nothing similar exists for domestic or factory workers. The global anti-trafficking community needs to consider how to reach potential migrants in other labor sectors as well.

Nivedita Prasad of Ban-Ying in Germany summarized the point in returning to the global human rights call to 'do no harm'. Prasad noted that impact assessment techniques must also centre the rights and wishes of the people concerned. Restricting women's movement increases vulnerability, encouraging obedience increases vulnerability, failing to recognize industries other than the commercial sex business increases vulnerability. She commented that if a project were causing harm to women, it would in turn harm the whole movement.

Mike Dottridge closed the fourth session with a summary of the examples presented by delegates in the discussion. Dottridge likened the cases of exploitation and forced labor presented to the English metaphor 'catch 22'; an expression suggesting an inconsistency in the system. In illustrating the point, he offered a concluding example. In Europe, certain NGOs have worked to assist undocumented migrants to access education to improve their circumstances and their migration status, which requires a particular type of registration. Police have then sought to access records of this registration and use them as a basis for arrests and deportations. The 'catch 22' for NGOs, then, is that once a victim has been identified, he or she is not only open to assistance but is also exposed to certain dangers.



7. Defining 'good' practices

"Any development project that addresses the fundamental issues of social and economic inequality can be said to be preventing trafficking."

(Alliance News, Prevention of Trafficking, Issue 21, 2004; Global Alliance Against Traffic in Women)

THE final session was on identifying and defining good practices. Participants were provided with individual space and group discussion time to consider the impacts of their own prevention work. Dialogue on both negative and positive practices highlighted some of the gaps of various interventions as well as best practice in participant organisations. The session closed with a group discussion on the presentation of the common statement on prevention of human trafficking.

Main issues
<ul style="list-style-type: none">• Identifying practices that haven't worked
<ul style="list-style-type: none">• Defining good practices
<ul style="list-style-type: none">• Good practices and the human rights approach
<ul style="list-style-type: none">• Declaration of the Consultation

7.1 Introduction:

Opening the consultation's final session, Mike Dottridge invited delegates to deliberate briefly on negative prevention practices observed or experienced within their own organizations. GAATW's review of reports on trafficking prevention revealed very few documented examples of bad practices in comparison to those citing data on best practice initiatives. Thus, Dottridge advised that the opening discussion in this final session was intended as an exercise in self-reflection, specifically in contemplating personal and organizational criteria for assessing positive and negative practices. The results stemming from the discussion were then used in the development of a collective plan of action.

Following individual reflections, Dottridge and GAATW's Aneeqa Ahmad instigated group dialogue with a review of the network's early work in education and training. GAATW had in its early years advocated for education for trafficked persons without assessing the needs and interests of women. Many of the women were not entirely prepared for the training and were compelled to abandon it. The practical implications were destructive as many felt they had failed yet again. As a result, GAATW now works to directly involve the women and their priorities in the initial stages of program development.

7.2 Negative practices: reflections from participants

Syed Saiful Haque of the Welfare Association of Repatriated Bangladesh Employees (WARBE) followed Dottridge and Ahmad with an example of a negative practice identified by the migrant workers assisted by his organization. Haque referred to a SAARC convention in South Asia. Though many civil society actors and government agencies had given input on the formulation of the convention, many migrant rights groups censure it as a poor practice with negative outcomes for women, children and migrant workers.

Dottridge and Ahmad then shared participants' written reflections on negative practices within their own organizations. Ahmad repeated an example on sex tourism campaigns aimed at

ending the trade. Campaigns of this nature are divorced from the economic realities of many women in developing countries, such as Thailand, and fail to consider the harm they may do to sex workers who rely on income from these sources. An alternative to anti-sex tourism movements is the education of potential clients to act fairly and decently.

A related comment was offered by other delegates on the need to prioritize the 'voices' of the intended beneficiaries of anti-trafficking interventions. One delegate remarked that selected training workshops designed to 'educate' target groups, for example young girls, oftentimes fail to listen to the needs and recognize the abilities of the girls. On a personal level, a second delegate observed that it was possible for individuals to become too self-assured and enthusiastic in their own work, making them resistant to constructive criticism on their own and their organization's prevention action.

A valuable point was raised by Espacios de Mujer in Columbia about cooperation with authorities and other parties. In her reflection, Betty Pedraza Lozano noted that, in the past, her organization has collaborated with security authorities - such as DAS and Interpol - to receive trafficked women deported from other countries. The professional relationship resulted in serious threats from traffickers' networks as Espacios de Mujer came to understand how they operated. The organization now intervenes only after the police have finished with the case to offer the women psychological and reintegration assistance.

Bisi Olateru-Olagbegi of WOCON in Nigeria also noted that bringing others into an anti-trafficking intervention could raise security concerns for other groups. Community empowerment strategies that engage broad sectors of a population are one example. If the target group is large and varied it could inadvertently include traffickers and provide them with information that aids in finding new, alternative and dynamic ways of recruiting and trafficking women and children.

A different perspective on cooperation with other parties was also broached. One delegate noted that her organization initially worked somewhat exclusively on its interventions. This professional direction was unconstructive, particularly in that the impact of its prevention work was less visible. With broader experience, the organization now cooperates directly with other NGOs, GOs, peers and authorities to align with each other.

A practical illustration of the negative repercussions of failing to collaborate with other bodies was put forward by another delegate whose organization neglected to partner with relevant government agencies in the case of one woman who had been identified as a victim of trafficking. The lack of cooperation resulted in this particular victim being exposed and sensationalized in the media, increasing risks to her security and welfare.

The Trafficking in Women Unit, Modemu, in the Dominican Republic also reflected on the harmful effects of a lack of internal communication within an organization. An example was given of a young girl who had requested assistance from Modemu. Failure to monitor the girl's situation appropriately within the organization resulted in her disappearance and re-trafficking.

At the global level, it was observed that the opposing agendas of organizations in the anti-trafficking arena about prostitution/sex work may impact on cohesion and strength of the international community. It was noted that non-member NGOs were hesitant to navigate these adversarial ideologies and reluctant to weaken positive working relationships on either side.

Several delegates contributed their reflections on the negative implications of failing to monitor the work of government authorities on migration and trafficking, particularly in home countries. Existing laws and policies may have considerable deterrent effects on, and increase the vulnerabilities of, migrant workers. Neglecting to review relevant legal frameworks can undermine other anti-trafficking prevention efforts, such as counseling, awareness raising and empowerment.

In this sense, delegates recognized that working alongside government agencies could strengthen national anti-trafficking policies and increase opportunities for dialogue on

migration and human rights-based approaches. A cautionary, however, is the potential harms in making recommendations on policy without undertaking appropriate consultation in advance. The government could select a single point or detail of a recommendation that may not have an effect on its own.

A final example was submitted on the need to observe and continually respond to impact assessment and evaluation data. In the past, poverty was considered a major cause of human trafficking and skills development for alternative income generation a means to by which to prevent its incidence. Evaluation four-to-five years after implementation offered less than positive results, however. As a result, anti-trafficking experts recommend integrating empowerment as well as alternative income generation activities.

Facilitator Mike Dottridge concluded the final session with a review of discussion points. Emphasising the overarching industry objective of ‘do no harm’, Dottridge pointed out that is the Consultation had not given a blueprint for ‘best practice’, only the goal of working towards better practices. In endeavoring to do so, Dottridge noted that anti-trafficking actors need to prioritize data from victims and survivors when formulating strategies.

Moreover, the success or failure of anti-trafficking interventions is dependent on constant re-visioning of objectives based on regular, systematic collection and analysis of information from project beneficiaries. Equally important is observing unintended consequences for both the survivors of trafficking and people not belonging to the beneficiary group.

The GAATW literature review mirrored many of these points. Assessments on the strengths and weaknesses of specific interventions are lacking, particularly those from receiving/destination countries. As well, the review highlighted the shortage of interventions in lesser acknowledged forms of trafficking such as forced labour, arranged marriages and other gendered aspects of migration.

7.3 Defining good practices: *group dialogue*

Literature reviewed highlighted a lack of clear definitions of good practice, despite the existence of data on best practice initiatives. Indeed, several agencies have written guidelines and measures on how to develop best practice anti-trafficking prevention programs, most of which, however, were designed for internal rather than universal use⁹.

Participants agreed that no technique could be considered a ‘best technique’ and even ‘good’ and ‘bad’ practices are awkward words - the term ‘lesson learned’ may be more appropriate.

Participants were then invited to expand further on the concept of ‘good’ practices in small regional groups (Europe, LAC, Southeast Asia, South Asia and Africa). Working groups spent 45 minutes considering two particular questions, specifically 1) what does ‘good practice’ mean? And 2) how do you define what is a ‘good practice’?

What does ‘good practice’ mean?

Discussion on the definition of ‘good practice’ across all regional groups was diverse and practical. Some common themes were:

- A clearly defined problem
- Realistic aims and objectives
- Methodological clarity,
- Community engagement
- Identifiable target groups, including both direct and indirect beneficiaries.

⁹ Among the guidelines reviewed were those by UNOHCR, OSCE, UNICEF and GAATW

- Commitment to a human rights based approach, with the rights of the target group at the centre at each stage of the work
- A clear methodology formulated according to the needs of the target groups.
- A practice that has been tried and proven over time, and supported by research
- Sustainable and incorporates follow up
- Follows the ‘Do No Harm’ principle

One group also commented on the need for common understandings of anti-trafficking ‘language’ to ensure the success of a practice.

A ‘good practice’ was defined by participants as one that ultimately empowers its target beneficiaries, enabling them to recognize problems, formulate solutions and make decisions independently. A ‘good practice’ creates change that has perceptible outcomes, including increased skills, community involvement, and economic empowerment such as financial investments by migrant workers.

A larger feature central to good prevention practices was the necessity of meeting larger goals and objectives. Aligned to this was the need to constantly re-examine assumptions and results, both intended and unintended, and shifting the goals and objectives in view of the findings. Delegates noted that the measure of a practice’s success were benchmarks including reductions in the number of trafficked persons or migrants in specific exploitative professions (ie: child domestic work), behavioural change such as an increase in children in school, reduced stigma towards returnees and the tendency to ‘blame the victim’.

Betty Pedraza Lozano offered a practical illustration of how her organization, Espacios de Mujer in Columbia, defines good practice using its work with returned women as an example. Many returned women seek general and psychological support as well as financial assistance. After a period of time, many of these women seek to leave the country again, placing themselves again in vulnerable situations. For Espacios de Mujer, this is highly frustrating and the organization considers that maybe its support work must be improved.

Nina Pessina, GAATW programme officer, suggested that the example could also be viewed as positive. Although many women continue to leave the country a second time, they depart with the necessary information to lessen the likelihood of re-trafficking and re-exploitation. From this perspective, Espacios de Mujer has not failed but has realized the aim of assisting women to migrate safely.

7.4 Common Statement of the Participants to the GAATW Global Consultation on Prevention of Trafficking

In closing the final session, Bandana Pattanaik introduced the *Common Statement of the Participants to the GAATW Global Consultation on Prevention of Trafficking*. The statement was prepared as a joint solidarity declaration and not as a report or legally-binding document. Drafted in-house, the statement summarized the general points of agreement emerging from the three-day consultation and provides a guide to the Network’s principles.

The statement would be formally presented in both English and Thai by the consultation participants to the Thai National Human Rights Commission (NHRC) and would also be made available to INGOs, NGOs, GOs, the Thai government, Thai community and other GAATW members via the Alliance’s website. The presentation of the statement to the NHRC would be preceded by a day-long discussion on human trafficking, initiated by one of the eleven Commission members and including other INGOs, NGOs, UN agencies, government departments and other organizations in Thailand working on related issues.



STATEMENT OF THE PARTICIPANTS TO THE GAATW GLOBAL CONSULTATION ON PREVENTION OF TRAFFICKING

Wednesday, 15 November 2006 Bangkok, Thailand

We, representatives of 19 organizations from 18 countries that work to prevent trafficking in persons and/or promote the rights of migrant workers, agree on the following:

Trafficking and migration are linked. Anti-trafficking organizations and organizations working on all aspects of migration can collaborate in designing programs, researching and strategising to achieve safer migration.

Initiatives aimed at preventing trafficking must be holistic. They must be made at all levels and address all stages of the trafficking cycle: before a person leaves; at the time of recruitment and travel; at the point of exploitation; and after return.

Prevention of trafficking requires cooperation and support between governments, inter-governmental organizations, NGOs, local communities and migrants themselves, and between countries of origin, transit and destination.

Origin country governments must take responsibility for their citizens, both at home and abroad. We urge them to ensure that no policies harm the human rights of migrants. For example, recruitment practices such as compulsory training, detaining potential migrants in holding centres, and charging extortionate fees, should be abolished.

Prevention programmes must address factors that increase the vulnerability of migrants or potential migrants, such as poverty, and discrimination on the basis of class, ethnicity and gender.

Awareness-raising programmes should empower migrants and potential migrants to make informed choices and to migrate safely, rather than discourage migration.

All governments should ensure safe migration pathways that centre the human rights of the migrant worker. Restricting the movement of individuals who seek to move for work will not prevent trafficking, rather it will only increase their vulnerability.

It is invidious for governments to instruct law enforcement agencies to systematically prioritize detecting and punishing undocumented migrants, rather than defend migrants' human right not to be subjected to forced labor or related abuse.

Destination country governments should promote just and decent working conditions for all workers, including migrant workers whether documented or undocumented. Employers must be prosecuted for labor exploitation.

Migrants in destination countries should have a role in formulating and implementing prevention programmes, for example through mobilisation, peer support and community outreach.

The impact of a programme on all affected groups should be assessed before, during and at the completion of a project. Evaluation should be based on the principle of "do no harm" and on both empirical and qualitative data. Goals and assumptions should be constantly revised.

We urge all governments to sign and ratify the 1990 International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, and the 2000 UN Protocol to Suppress, Prevent and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention Against Transnational Organized Crime.

Signed by representatives of the following organizations, or the individuals:

Association of Indonesian Workers in Hong Kong (ATKIHK), Indonesia

Ban-Ying, Germany

Bonded Labor in the Netherlands (BlinN), the Netherlands

Castan Centre for International Human Rights Law, Australia

Centre for Human Rights and Development, Mongolia

Durbar Mahila Samanwaya Committee (DMSC), India

Espacios de Mujer, Colombia

Global Alliance Against Traffic in Women (GAATW) International Secretariat, Thailand

Hope Workers' Centre, Taiwan

La Strada Poland, Poland

Migrant Assistance Project (MAP), Thailand

MODEMU, Dominican Republic

Open Gate - La Strada Macedonia, Macedonia

Sodireitos/Jepiara, Brazil

Unlad Kabayan, Philippines

Welfare Association of Repatriated Bangladesh Employees (WARBE), Bangladesh

Women's Consortium of Nigeria (WOCON), Nigeria

Women's Rehabilitation Centre (WOREC), Nepal

Mike Dottridge, independent international consultant

Annex One: Meeting Agenda

DAY 1: 13 NOVEMBER, MONDAY	
8 to 10 AM	Introductions of ourselves and our work
10 AM to 12 Noon	<p>Session 1</p> <p>Facilitator: Bandana Pattanaik, GAATW International Coordinator</p> <p>Presentation of the desk research and questionnaire responses by Aneeqa Ahmad, GAATW IS.</p> <p>Presentation on overview of, opportunities to prevent human trafficking and factors which cause trafficking or lead to it by Mike Dottridge, Consultant</p>
12 NOON TO 1.30 PM	LUNCH
1.30 to 5 PM (tea break at 3.30)	<p>Session 2: Prevention in Countries of Origin</p> <p>Facilitator: Mike Dottridge</p>
8 PM to 10.30 PM	<p>After Dinner Session: Film Screening and Discussion</p> <p>Facilitators: Nita and Joanna</p> <p>Screening of YOUR NAME IS JUSTINE (MASZ NA IMIĘ JUSTINE) 2005, 97 min., Poland-Germany-Luxembourg</p>
DAY 2: 14 NOVEMBER, TUESDAY	
8.30 to 12 Noon (tea break at 10.30)	<p>Session 3: Safe Migration</p> <p>Facilitator: Sandra Claasen, BLinN, Netherlands</p>
12 NOON TO 1.30 PM	LUNCH
1.30 to 5.00 PM	<p>Session 4: Prevention in Countries of Destination</p> <p>Facilitator: Mike Dottridge</p>
8 PM to 10.30 PM	After Dinner Session - Film Screening and Discussion
DAY 3: 15 NOVEMBER, WEDNESDAY	
8.30 to 12 Noon (tea break at 10.30)	<p>Session 5: Monitoring, Evaluation and Impact Assessment</p> <p>Facilitator: Jackie Pollock</p>

	Presentation by Ms Thetis Mangahas, Chief Technical Adviser/ Programme Manager for the ILO-IPEC project, 'Trafficking in Children and Women' (TICW).
12 NOON TO 1.30 PM	LUNCH
1.30 to 4.30 PM (tea break at 3.30)	Session 6: Impact Assessment Discussion Facilitator: Mike Dottridge
4.30 to 5PM	Finalisation of a draft statement/press release from meeting.
DAY 4: 16 NOVEMBER, THURSDAY	
8.30 AM to 12 Noon	THAI NATIONAL HUMAN RIGHTS COMMISSION Panel discussion and meeting with the Thai media, government officials responsible for anti-trafficking programs and other I/NGOs
12 Noon	Lunch at the NHRC

Annex Two: Blank Questionnaire

A REQUEST TO SHARE SOME INFORMATION ON YOUR WORK TO PREVENT HUMAN TRAFFICKING

Questionnaire

A) Organisational & Country Information

Name of organisation and country in which it is based:

Contact person for questionnaire:

Name:

Function:

Phone & Email:

Organisational overview and main areas of work (you can attach a brochure if you like):

Brief overview of your country situation with regards to human trafficking (you can refer to already existing reports or websites):

B) Overview of Trafficking Prevention Programme

Who are the target participants of the programme (eg: children, women, men)? And, if you target all groups, do you have different activities for each group?

Which forms of trafficking does your work try to prevent (eg: trafficking for forced prostitution or labour)? And, if your work addresses all forms of trafficking, do you have different programmes for each?

Please describe the activities undertaken by your organisation to prevent human trafficking (include programme objectives, duration and details of activities; you may attach project plans, reports, publications and examples of information materials if you like)?

C) Result of the Programmes

What are the outcome/results of your programme?

Do you think that your programme is able to prevent human trafficking in the target area and population to some extent? How do you know? Please include details of any surveys or evaluation that may have carried out or any concrete evidence you have to show that your programme is preventing trafficking.

D) Bigger Picture

Do many organisations in your country or locality carry out programmes to prevent human trafficking? And, are they mostly government or non-government efforts?

Do you have strong reservations against, or concerns over, any kind of prevention programmes that you know of? If so, please describe the programme and your reasons for not recommending it.

Are there good models we can replicate? If so, describe the programme and give your reasons for recommending it.

What are the obstacles to the proper and successful implementation of prevention initiatives?

What are your suggestions for making prevention programmes more effective?

Annex three: Consultation Participants

Participant	Organization	Country
Babu Ram Gautam	Women's Rehabilitation Centre (WOREC)	Nepal
Bernice Roldan	Unlad Kabayan	Philippines
Betty Pedraza Lozano	Espacios de Mujer	Columbia
Bisi Olateru-Olagbegi	Women's Consortium of Nigeria (WOCON)	Nigeria
Danielle Lima de Figueredo	Sodireitos/Jepiara - Brazil	Brazil
Davjayev Amarjargal	Centre for Human Rights	Mongolia
Dolores Zahra	Hope Workers' Center (HWC)	Taiwan
Dong Xinmei	Sociology School of Yunnan University	China
Eni Lestari Andayani Adi	Assosiasi Tenaga Kerja Indonesia in Hong Kong (ATHKIHK)	Indonesia
He Ping	Yunnan Provincial Women's Federation (YPWF-China)	China
Jackie Pollock	Migrant Assistance Program (MAP)	Thailand
Joanna Garnier	La Strada Poland	Poland
Julie Debeljak	Castan Centre for Human Rights Law, Monash University	Australia
Marija Todorovska	Open Gate-La Strada Macedonia	Macedonia
Mike Dottridge	Consultant	UK
Mirian Altagracia González Gomez	Trafficking in Women Unit, Modemu	Dominican Republic
Nivedita Prasad	Ban-Ying	Germany
Sandra Claasen	Bonded Labor in the Netherlands (BLinN)	Netherlands
Smarajit Jana	Durbar Mahila Samanwaya Committee (DMSC)	India
Syed Saiful Haque	Welfare Association of Repatriated Bangladesh Employees, (WARBE - Bangladesh)	Bangladesh
Usa Lerdsrisantad	Foundation for Women (FFW)	Thailand
GAATW-IS Team	Position	Country
Bandana Pattanaik	International Coordinator	Thailand
Alfie Matulin Gordo	Communications Unit	Thailand
Aneeqa Rashid Ahmad	Program Officer	Thailand
Apivart Chaison	Office Manager	Thailand
Eleanor Taylor-Nicholson	Advocacy Coordinator	Thailand
Michelle Capanas Taguinod	Programme Officer	Thailand
Nerea Bilbatua Thomas	Programme Officer	Thailand
Nina Pessina	Programme Officer	Thailand
Sabine Schiessel	Intern	Thailand

Annex four: Selected list of resources

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HUMAN RIGHTS
at home,
abroad,
and on the way