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EVALUATION REPORT

UNIFEM
REGIONAL ANTI-TRAFFICKING PROGRAMME IN SOUTH ASIA
(2000-2009)

Evaluation Team

STRATEGIC INTERVENTIONS
strategy · people · culture · task · technology · design

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Foreword

Human trafficking is a gross form of human rights violation. It deprives people of their right to fundamental freedoms. Trafficked women and children, and those vulnerable to trafficking have a greater tendency to face risks, with fewer opportunities to avoid abusive situations, with marginalized access to justice and other resources for redress. Trafficking is often hidden in the veil of migration and so the abuse of rights is very difficult to identify in time. Therefore, a significant number of trafficked women end up in prostitution and multiple conditions of exploitation as a consequence of coercion, deception and economic enslavement.[1] Forced/bonded labour, domestic servitude, are among other major consequences of trafficking. The magnitude of human trafficking becomes difficult to measure through regular data collection mechanisms because of the clandestine nature of operations, the anonymity desired by clientele, low visibility of exploitation and an overwhelming fear of information sharing by not just the perpetrators but also the victims.[2] Societal norms that label victims of trafficking as "bad" and "unworthy" need to be addressed so that the victims get a voice in an environment that is free from stigma and discrimination. South Asia is home to the second largest number of internationally trafficked persons, estimated to be around 150,000 persons annually.[3]

UNIFEM views trafficking of women and girls as an act of violence. It also recognizes that trafficking is part of a continuum of violations that impacts a large number women and girls and requires a consolidation of efforts from development stakeholders. As an agency committed to ending violence against women and girls, UNIFEM undertook a series of initiatives in South Asia between 2000-2009 supported by USAID, AUSAID, the US State Department, Soroptomist International and many more. Over these years UNIFEM worked with a right based approach, with the 'at-risk' women and girls in the source and destination areas in 4 countries of South Asia – India, Nepal, Bangladesh and Sri Lanka.

This report of the evaluation of UNIFEM's Regional Anti Trafficking Programme has been an exercise of organizational learning. The evaluators have delved into some critical dimensions of UNIFEM's work including relevance, effectiveness, efficiency, impact and sustainability. The findings of this report will be used by UNIFEM in programme development efforts and will be rs in South Asia.



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India

1. Radhika Coomaraswamy, Preliminary Report of the UN Special Rapporteur on violence against women , 1996, P49
2. Since empirical data is hard to difficult to get, most of the research studies are based on either case studies or empirical research on studies of limited size.
3. The highest numbers are estimated to come from South East Asia, estimated to be 225,000. State of the World Population Report, UNFPA, 2006, p. 45.

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Strategic Interventions wishes to put on record its deep appreciation for UNIFEM, SARO and its country offices in Nepal and Bangladesh for facilitating this evaluation study. We are particularly grateful to Ms. Anne F. Stenhammer, Regional Programme Director, Ms. Madhubala Nath, Senior Technical Advisor (HIV/AIDS, Anti-trafficking), GBV, Ms. Sushma Kapoor, Deputy Regional Programme Director, Mr. Pankaj Srivastava, Monitoring and Evaluation Specialist, Ms. Anuradha Sen Mookerjee, Regional Programme Officer (anti-trafficking) and Mr. Naresh Chopra, Finance Officer. We are also thankful to Mr. Anindit Roy Chowdhury, Ms. Anuja Upadhyay and other members from UNIFEM regional office who have been a constant source of help. We wish to take this opportunity to thank Ms. Naheed Mustafa, Country Representative, Bangladesh and Ms Sangeeta Thapa, Country Representative, Nepal for all their support and help in organising meetings with concerned stakeholders and partner organisations. We acknowledge the cooperation received from UNODC and ILO for sparing their valuable time in explaining the details of various programme. A special thanks to Mr. Maulik D. Berkana, Deputy Director (American Centre, Kolkata) and his team at the US Consulate, Kolkata for all their inputs. We also like to acknowledge the Ministry of Home Affairs and the Ministry of Women and Child Development, Government of India for helping us understand the government perspectives at a regional and national level.

Meeting stakeholders in the field and talking to NGO partners has been a learning experience throughout the study. Whether it was organising a meeting with vigilance committee members or meeting a women's group, such events were organized at the spur of the moment with ease. Their dedication and efforts often left us spell bound! We are extremely thankful to all the partner organisations and the network coalitions in India, Nepal and Bangladesh who spent endless amounts of time trying to make us understand the ground realities and showing us how ideas translated into reality. Despite being a festive period some of them went out of their way to organise meetings at short notices, enact dances, puppet show and make available relevant CDs in addition to providing us with documents of all kinds and trying their utmost to see that our time was well utilized. The challenges faced in the field and the risky interventions undertaken left us awe struck and wondering! No doubt their commitment, dedication and effort, is a huge contribution in combating 'Violence against Women.'

We are thankful to all the stakeholders including, the police, border security forces, judiciary, parliamentarians, prosecutors, CBOs/NGOs, local government institutions, youth & adolescents groups and community members from Nepal, Bangladesh and India. We also had the opportunity to meet some of the important government stakeholders from India, Nepal and Bangladesh. This was extremely important to understand the government perspectives both at the national and the state levels. We are particularly indebted to Dr P. M. Nair, DGP (CRPF) and Mr Shankar Sen, Former Director General (NHRC) for providing us with valuable information and help us in understanding the mechanisms adopted by UNODC and other UN organisation. In addition we are thankful for the cooperation extended to us by the media, former officers of the Border Security Force, former government officials, police officers and judiciary for their prompt response to our questionnaires in addition to their telephonic and electronic feedbacks.

Words fail us when we recall our meetings with the several trafficked survivor victims who allowed us to intrude into their past and shared their traumatic experiences. It was extremely brave of them to talk to us in the first place. It was a marvel to watch these children who braved the worst possible adversities which the angels would have feared to tread upon! Their blank expressions, fragile bodies and lost look left a deep imprint, which would continue to haunt us throughout.

Our sincere thanks and gratitude to our esteemed experts from the advisory committee Padmashree Prof Ranjit Roychoudhury and Prof C J Daswani who have been a constant source of encouragement and extended their cooperation and support whenever needed. We wish to put on record our deep appreciation for our young and budding researchers Mr Saurabh Sharma and Mr Paramshree Padmakar who danced to our unreasonable tunes and were ever willing to cooperate at all odd hours of the day and night!

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Contents

Foreword		**i**
Acknowledgement		**iii**
Acronyms		**vii**
List of Models, Tables, Figures, Maps & Annexure		**ix**
Executive Summary		**xi**
1. Introduction		**1-4**
1.1	Evaluation Background and Objectives	1
1.2	Evaluation Methodology	1
1.2.1	Evaluation Framework	1
1.2.2	Evaluation Scope	2
1.2.3	Evaluation Process	2
1.3	Data Sources	2
1.3.1	Methods of Data Collection	3
1.3.2	Data Analysis	3
1.4	Limitations and Mitigation Strategy	3
1.5	Organization of the Report	4
2. Programme Background and Context		**5-11**
2.1.	UNIFEM - Objectives and Strategy	5
2.2.	Human Trafficking in South Asia: Context	5
2.3.	Programme Background	6
2.4.	Programme Description and Strategies (2006-2009)	7
2.5.	Programme Management Structure	8
2.6.	Performance Measurement Framework	9
2.7.	Programme Context	9
2.7.1.	External Context	9
2.7.2.	Internal Context	11
3. Relevance		**13**
4. Effectiveness		**21**
5. Efficiency		**31**
6. Outcomes and Impact		**35**
7. Sustainability		**45**
8. Lessons Learned, Future Strategy and Recommendations		**49**
8.1 Lessons Learned		49
8.2 Future Strategy & Recommendations		49
Bibliography		255

Acronyms

ACD	Association for Community Development
ADB	Asian Development Bank
ARTWAC	Action Research on Trafficking in Women and Children
ATSEC	Action against Trafficking and Sexual Exploitation of Children
BNWLA	Bangladesh National Women Lawyers' Association
BPfA	Beijing Platform for Action
BSF	Border Security Force
CAT	Convention Against Torture and Other Cruel, Inhuman/Degrading Treatment/Punishment
CBOs	Community Based Organizations
CEDAW	Convention on the Elimination of Discrimination Against Women
CENWOR	Center for Women's Research
CRC	Convention on the Rights of the Child
CSO	Civil Society Organization
EVAW	Eliminating Violence Against Women
FGD	Focused Group Discussion
GoI	Government of India
GOLD	Global Organization for Life Development
HRBA	Human Rights Based Activities
ICCPR	International Convention on Civil and Political Rights
ICESCR	International Convention on Economic, Social and Cultural Rights
IIDS	Institute for Integrated Development Studies
ILO	International Labor Organization
IOM	International Organization for Migration
IPC	Indian Penal Code
IPEC	International Programme for Elimination of Child Labour
IRD	Institute of Research and Development
ISS	Institute of Social Sciences
ITPA	Immoral Trafficking Prevention Act
LFA	Log Framework Analysis
LIBSYS	Library System Network
MDG	Millennium Development Goals
MoU	Memorandum of Understanding
MOWCA	Ministry of Women and Children Affairs
MTR	Mid Term Review
MYFF	Multi Year Financial Framework
N-CAT	National Coalition Against Trafficking
NCBR	National Crime Bureau Report
NGO	Non-Government Organization
NNAGT	National Network Against Girl's Trafficking
NREGA	National Rural Employment Guarantee Act
ONRT	Office of the National Rapporteur on Trafficking
PO	Program Officer
SAARC	South Asian Association for Regional Co-operation
SACG	South Asia Coordinating Group
SAF	South Asia Forum
SAFAHT	South Asia Forum Against Human Trafficking
SAPAT	South Asia Professionals Against Trafficking

SEWA	Self Employed Women's Association
TAGSA	Technical Advisory Group for South Asia
TIP	Trafficking in Persons
ToR	Term of References
ToT	Training of Trainers
UDHR	Universal Declaration of Human Rights
UNCT	United Nations Country Teams
UNDG	United Nations Development Group
UNGE	United Nations Evaluation Group
UNICEF	United Nations International Children's Emergency Fund
UNIFEM	United Nations Development Fund for Women
UNIFEM SARO	UNIFEM South Asia Regional Office
UNODC	United Nations Office for Drug Control and Crime Prevention
USAID	United States Agency for International Development
USD	United States Dollar
US-DOL	United States Department of Labor
VAW	Violence Against Women
WHRHS	Women's Human Right and Human Security Unit

List of Models, Tables, Figures, Maps & Annexure

Models

2.1	Result Logic	55
2.2	Programme Management Structure (Anti-Trafficking Measures in South Asia)	55
6.1	Impact/Outcome Dimensions	56

Tables

1.1	Details of Village Survey Undertaken for Evaluation (Beneficiaries/Non Beneficiaries)	59
1.2	Total No. of Respondents to Evaluation Questionnaires (Stakeholderwise)	60
2.1	Grants for Anti-Trafficking Programme Received by UNIFEM	61
3.1	International Instruments Supporting UNIFEM's Mandate	61
3.2	Thematic Distribution of Partner Activities (2000-2009)	62
3.3	Activities at Source, Route and Demand Areas (Stakeholders and Beneficiaries)	63
3.4	Total Respondents to Evaluation Questionnaires (Countrywise)	63
3.5	Respondents' Satisfaction Rating of UNIFEM Programme	64
4.1	RBAP Workshops Organized by UNIFEM Partners	64
4.2	Ratings by Selected Beneficiaries of RBAP Trainings Conducted by UNIFEM	65
4.3	Trafficked Victims Intercepted by Border Vigilance Committee	65
4.4	Frequency of Mission Visits by UNIFEM Staff	66
6.1	Instances of Trafficked Cases Reported by Beneficiary/Non-Beneficiary Households	67
6.2	Instances of Trafficked Cases reported in Beneficiary/Non-Beneficiary Households	68
6.3	Indicators for Measuring Changes (Symbolic/ Procedimental / Outcome)	69
6.4	Respondents Rating of Identified Indicators	70

Figures/ Graphs

1.1	Percentage of Sample Size	73
1.2	Proportion of Sample Size (Countrywise)	73
3.1	(a) Satisfaction Rating by UNIFEM Supported NGOs/ CBOs/ Victims (Scale 0-9)	19
	(b) Satisfaction Rating by Other NGOs/ CBOs (Scale 0-9)	19
	(c) Satisfaction Rating by Government Officials/ Experts/ Professionals (Scale 0-9)	20
	(d) Satisfaction Overall Rating (Scale 0-9)	20
5.1	Grant Allocation to NGO Partners (in USD)	74
5.2	Areawise Funding (2000-2005)	74
5.3	Areawise Funding (2006-2009)	75
6.1	Monitoring and Evaluation in Maharashtra (Pre and Post Test Analysis)	75
6.2	Incidents of Crime Against Women	76
6.3	Crime Against Children, India	76
6.4	Incidents of Crime under Human Trafficking	77
6.5	Prosecution Status under ITP Act (India)	77
6.6	Prosecution Status (Nepal)	78
6.7	Prosecution Status (Bangladesh)	78
6.8	Prosecution Status, Goa (2004-2009)	79
6.9	Responses on Awareness about Human Trafficking from Surveyed Families	79

6.10	Training of Income Generation for Survivor Victims (Maharashtra)	80
6.11	Trafficked Victims Intercepted by Border Vigilance Committee (According to Age Group)	80
6.12	Trafficked Victims Intercepted by Border Vigilance Committee (According to Place of Intended Destinations)	81
6.13	Trafficked Victims Intercepted by Border Vigilance Committee (According to Reasons as Stated by the Trafficked Victims)	81
6.14	(a) Indicators for Measuring Symbolic Changes	42
	(b) Indicators for Measuring Procedural Changes	42
	(c) Indicators for Measuring Outcome	43

Maps

1.1	Areas Selected for Field Visits	82
3.1	Areas of Human Trafficking in South Asia	83
3.2	UNIFEM Partner organizations (2000-2005)	84
3.3	UNIFEM Partner organizations (2006-2009)	85
3.4	UNIFEM Partner organization – Stakeholders/Beneficiaries (Based on Field Visits)	86

Annexure

1.1	Terms of Reference	89
1.2	UNIFEM's Partner Organizations in South Asia	101
1.3	Records of Meetings (Strategic Interventions-UNIFEM)	103
1.4	Research Questions, Methodology and Identified Indicators	105
1.5	Thematic Classification of Interventions	113
1.6	Details of Field Visits	115
1.7	Pre-visit Feedback Form	129
1.8	Evaluation of Regional Anti-Trafficking programme of UNIFEM in South Asia	131
1.9	Post visit Feedback Form - Partner Organizations – NGOs (I)	149
2.1	Programme Results Framework	155
2.2	Existing and Proposed National/State Initiatives/ Policies/ SOPs/ Rules/Advisory etc.	167
3.1	A Report on Trafficking in Woman and children in India- NHRC-UNIFEM and ISS Project (Sankar Sen and P.M. Nair) – 2002-03	169
3.2	Workshop/ Training programmes organised by UNIFEM Partners	173
3.3	Partner Organisations' Capacities	181
4.1	Existing or Proposed National/State Laws and Amendments	189
4.2	State Circulars- India	191
4.3	Knowledge Products Developed by UNIFEM partners	193
4.4	UNIFEM -- Monitoring Field Visits	194
6.1	Questions Raised in Parliament	201
6.2	Victim Friendly Judgements	203
A	**Bangladesh Country Report**	**205**
B	**India Country Report**	**209**
C	**Nepal Country Report**	**215**
D	**Advisory from Home Ministry, Government of India**	**219**
E	**Case Studies**	**225**
F	**Photographs & Exhibits**	**235**
G	**Best Practices**	**243**
H	**Selected Responses from Stakeholders/Beneficiaries/Interviewed Persons**	**250**
I	**Evaluation Team**	**252**

1 Introduction

1.1 Evaluation Background and Objectives

Globalization has ushered in a rapid economic development and opening up of greater opportunities especially for the South Asian region. At the same time it has also led to an uneven access of infra structural facilities such as health, education and participation in the decision making process. This has created a huge divide between the 'haves' and the 'have nots'. Such large scale divides have led the region to face significant social challenges especially in the context of womens' security and human rights. Gender based discrimination combined with violence has led to situations where women and girls are particularly vulnerable to exploitation. Under such a volatile situation, human trafficking has emerged triumphant as the single largest illegal trade after drugs and arms.

UNIFEM's anti-trafficking programme in the South Asian region began in 2000 to promote preventive, protective and rehabilitation measures for combating trafficking. UNIFEM's programme synchronized with the launching of the Millennium Development Goals (MDGs) adopted by 189 nations in the year 2000. In corroboration to MDG's mandate for ensuring Gender Equality and Empowerment, UNIFEM initiated a broad range of programmes to combat 'Violence against Women' (VAW). Under such a programme, the anti-trafficking measures in South Asian region aimed to promote policy advocacy with the regional governments and multi stakeholder partnerships suitably addressing the issue of trafficking.

The programme was supported with a sum of 8.81million USD over a period of nine years (2000 – 2009). There were four participating countries namely, India, Nepal, Bangladesh and Sri Lanka. In August 2009, 'Strategic Interventions' after several rounds of screening and discussion was requested to undertake an external, independent evaluation of the programme. The evaluation team was expected to provide an impartial assessment as to how far UNIFEM has progressed in implementing strategies for combating trafficking in women and children and in enhancing national commitments in South Asia to gender equality and women's empowerment. The evaluation study according to the Terms of Reference (TOR) (Refer Annexure 1.1) has five main objectives:

Relevance: Assess the extent to which combating trafficking in women and children remains the most appropriate strategy for UNIFEM to contribute to combating VAW in South Asia and propose alternatives where necessary.

Effectiveness: Assess the effectiveness of the major anti-trafficking strategies, approaches and intra-institutional arrangements and programme in the organization since 2000. Study the responsiveness of the programme to the socio-political context at the given time to establishing partnerships and developing counterpart. Assess the partner capacities for integrating gender equality and for advocating womens' rights including policy advocacy work and financial and technical support to combating trafficking among governments, NGOs and other external agencies/organizations.

Efficiency: Identification of internal (organizational) and external challenges of implementation for the Regional Anti-Trafficking programme.

Impact assessment: Assess UNIFEM's work in combating trafficking at community level, using a case study approach. Identification of good practice examples of combating trafficking in women and children from UNIFEM's partner organizations from which UNIFEM's other regional offices and other UN agencies can learn and improve practice.

Sustainability: The likelihood of an intervention to continue to deliver benefits for an extended period of time after completion. Programmes need to be environmentally as well as financially and socially sustainable.

1.2 Evaluation Methodology

1.2.1 Evaluation Framework

The evaluation framework was based on the inputs derived initially from UNIFEM and all the interventions that were

implemented towards the regional anti-trafficking measures in South Asia. A sum total of 73 NGO partner organizations (Refer Annexure 1.2) were identified besides other stakeholders involved in the implementation of UNIFEM programme.

After several rounds of consultation with UNIFEM, a detailed methodology was chalked out. The sample selected was agreed upon by both Strategic Interventions and UNIFEM. The detailed methodology as envisaged has been summarized below.

1.2.2 Evaluation Scope

The evaluation study covers UNIFEM's regional anti-trafficking programme in South Asia from 2000 to 2009. The programme has relied mainly on two strategic approaches. These include the rights based intervention thereby protecting the rights of the trafficked person and secondly widening and deepening of partnerships with various stakeholders.[1]

With a significant normative component based on documentation and understanding of policy reforms, the evaluation study provides recommendations and practical suggestions from the perspective of future designing and implementing replicable models. The evaluation focuses on the work at the regional level as well as at the country level. The geographic coverage includes India, Nepal, Bangladesh and Sri Lanka. For the evaluation a stratified representative random sample was chosen for a detailed field visit for the three countries of Nepal, Bangladesh and India.

The evaluation covered a wide range of stakeholders including governments, UN and other international organizations, regional organizations (SAARC), anti-trafficking networks and groups, inter-faith leaders, women, men and youth, media, judiciary and law enforcing agencies, community based organizations, National Human Rights Commission-India, Nepal, National Judicial Academy - Nepal, Police, Professionals and academics, CBOs, NGO networks, womens' groups, communities, survivor victims besides the UNIFEM Country Offices in India, Nepal and Bangladesh

1.2.3 Evaluation Process

The evaluation process was evolved in close consultation with UNIFEM (Refer Annexure 1.3: Records of Meetings) identifying the research questions and their indicators for measurement (Refer Annexure 1.4). The independent evaluation team was provided with suggestions and comments on all deliverables. The research questions were further classified thematically (Refer Annexure 1.5) covering every programme of UNIFEM and its partners. At a macro level three themes were identified namely (i) Creating Necessary Conditions (ii) Capacity Building Measures and (iii) Direct Action Programmes. Care was taken to incorporate all aspects of direct and indirect interventions. These were further split up under micro level themes.

The independent evaluation team initiated the data collection process in compliance to the ethical code of conduct as specified by the United Nations Evaluation Group (UNEG). The process of evaluation aimed to imbibe the commitment of UNIFEM in eliminating all forms of 'Violence against Women' (VAW) and upholding gender equality by ensuring that the rights of the individuals and groups participating in the evaluation were neither violated nor trespassed upon.

1.3 Data Sources

The data sources employed both primary and secondary sources of information. The key informants of primary sources were the NGOs, members of various task forces, survivors, trafficked victims and other stakeholders. In addition, discussions with government officials, UN officials, academicians and other civil society actors were undertaken in order to get a clearer perspective.

The secondary sources of information include all research studies, past evaluation reports, books, journals, case studies, newspaper clippings, articles and other related published and unpublished materials. Available reports of

1. UNIFEM Programme Description on Anti-Trafficking 2006-2008. Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking

the donors, partner organizations, projects, missions, media and annual reports were studied. In addition UNIFEM website and that of the partner agencies and other UN Organizations were reviewed.

The study employed formal and informal data collection methods for both quantitative and qualitative analysis. The formal methods included structured, open-ended and semi-structured questionnaires with several rounds of feedback questionnaires in order to capture maximum information on the anti-trafficking interventions, dimensions and gaps existing within them. The informal methods consisted of research questions and discussion guidelines, which were developed to collect information through informal individual and group interactions, discussions and interviews, telephonic interviews, discussions with key internal and external stakeholders. Interviews with independent anti-trafficking experts were carried out wherever necessary.

1.3.1 Methods of Data Collection

The methods of data collection were mainly based on case studies, maps, photographs, diagrammatic & pictorial demonstration, discussions and field visits conducted separately for the sample population of the beneficiaries and the non-beneficiaries [Refer Table 1.1]. The field visit included all major stakeholders including the former UNIFEM officials.

A stratified random sample survey was undertaken based on the following criteria:

- Areas that have captured majority of the research questions implementing all types of activities
- Vulnerable areas which lie at the international borders such as the Indo-Nepal border and the Indo-Bangladesh border
- Organizations that have received a large amount of funding
- Sample spread covering areas of source, transit and destination

The survey covered 53 percent of the total partner organizations located in Bangladesh, India and Nepal covering source, route/transit and demand areas of human trafficking (Refer Map 1.1). The sample survey (Refer Annexure 1.6) utilized the techniques of focused group discussion (FGD), gap analysis through controlled groups and discussions held at the panchayat and community levels. Information was cross checked through interviews and discussions. FGD with the faith based organizations, police, media, lawyers, survivors and community members, PRIs and groups (Kishori, Adolescents, Women's) were held during the field visits.

The survey was conducted to document and understand the relevance, effectiveness, efficiency, impact and sustainability of all relevant trainings. The objective was to obtain a deeper insight into the types of changes in the attitude, awareness, skills, knowledge and perception towards trafficking and trafficked victims. [Table 1.2]. The evaluators conducted telephonic interviews in certain cases and obtained written feedbacks wherever necessary. Questionnaires were drafted and modified from time to time in order to incorporate all relevant information. Finally three sets of questionnaires were arrived at following a pilot survey (Refer Annexure 1.7, 1.8 & 1.9).

1.3.2 Data Analysis

The analysis of data was based on descriptive, explorative and analytical designs consisting of compilation, computation, tabulation and analysis of collected information. Data triangulation using a convergence of multiple data sources and validation of data authenticity was utilized in compliance with the standard evaluation practices. The data analysis was used to develop the findings and recommendations by the evaluation team.

1.4 Limitations and Mitigation Strategy

One of the major limitations experienced by the Evaluation Team was the lack of information on baseline data, M&E framework, finances and project reports. Due to huge time lapse, evaluation team could not meet with concerned project staff and officials, who got transferred and relocated. Lack of data was a major constraint in the evaluation. This made it difficult to produce the conclusive evidences and data in many cases.

Identifying an attributing causality for an outcome is difficult especially with a time gap of almost a decade. The outcome of an action could be as a result of a series of combined interventions by various stakeholders. The exact quantum as to which stakeholder contributed how much is extremely hard to pinpoint especially when the partner

organizations receive support from more than one donor. Due to a gap of nine years, it was difficult to contact the concerned beneficiaries. Important police officers, BSF, judiciary, parliamentarians, government officials and several others had either got transferred or were retired. In fact a few of the UNIFEM partner organizations had to be reminded about the work they had undertaken with support from UNIFEM. The authentication of the information collected was thus resorted through triangulation and validation of data.

The information of all the selected indicators from the respondents, UNIFEM partners and UNIFEM office could not be ascertained as the information was not available. Therefore the analysis has been restricted to only those indicators for which the information was made available.

The non-availability of certain important information created hurdles in arriving at meaningful analysis about the efficiency and effectiveness of the programme. These were:

1. Activitywise budget allocation and utilization of the total grant of 8.8 million USD were not made available. Only the budget allocation for a sum total of 2.5 million USD was shared with the evaluators.
2. ToRs of all project activities
3. Project log frame and completion reports of all projects
4. Details of Baseline Studies
5. Detail of meetings of TAGSA and annual review committee
6. Details of human resource engaged in the project activity

1.5 Organization of the Report

The report consists of eight chapters.

Chapter 1: Introduction
Chapter 2: Background and Context of the study
Chapter 3: Relevance
Chapter 4: Effectiveness
Chapter 5: Efficiency
Chapter 6: Outcomes and Impact
Chapter 7: Sustainability
Chapter 8: Lessons Learned, Future Strategies and Recommendations

2 Programme Background and Context

2.1 UNIFEM - Objectives and Strategy

The United Nations Development Fund for Women [UNIFEM] was established in 1976. UNIFEM's overarching goal is to support the implementation at the national level of existing international commitments to advance gender equality and women's empowerment in stable and fragile states. In support of this goal, UNIFEM works in the following four thematic areas[1] (Refer Model 2.1):

- Enhancing women's economic security and rights
- Ending violence against women
- Reducing the prevalence of HIV and AIDS among women and girls and
- Advancing gender justice in democratic governance in stable and fragile states

As a spearhead UN agency, UNIFEM has a strong record on working to end violence against women, as a part of its mandate in advancing women's empowerment and gender equality. UNIFEM has been at the forefront of advocacy efforts, promoting partnerships, inter-agency collaboration and pioneering approaches to respond to 'Violence against Women' [VAW] in a wide range of countries and settings. It also serves as the administrator on behalf of the UN System, the UN Trust Fund in Support of Actions to Eliminate VAW, established by the General Assembly in 1995.[2] To advance UNIFEM's work and accelerate progress in implementation and upscaling, the organization's vision, future directions are set out in the UNIFEM's 2008-2011 Strategy[3] and in the framework of the Secretary-General's Campaign *UNiTE* to End Violence against Women 2008-2015.[4]

> ***"All countries in South Asia have ratified the Convention of the Elimination of All Forms of Discrimination against Women..."***
>
> United Nations Division for the Advancement of Women, Department of Economic and Social Affairs

2. 2 Human Trafficking in South Asia: Context

Human trafficking, which has no boundaries is a major systematic violation of fundamental human rights of women and children. Victims are often lured or abducted from their homes and subsequently forced into prostitution, agricultural and manufacturing settings, domestic services, organ trade and other trans-national crimes and servitude. In addition to inflicting grave personal damage upon its victims, trafficking undermines government authority, fuels organized criminal groups and gangs, and imposes social and public health costs. Although the crime of human trafficking can take different forms in different regions and countries around the world, most human trafficking cases follow a similar pattern, i.e., traffickers use acquaintances or false advertisements to recruit men, women, and children in or near their homes and then transfer them to and exploit them in another city, region or country.[5]

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1. http://www.unifem.org/about/
2. United Nations. 1995. Resolution Adopted by the General Assembly: The role of the United Nations Development Fund for Women in eliminating violence against women (A/RES/50/166). New York: United Nations
3. A Life Free of Violence: Unleashing the Power of Women's Empowerment and Gender Equality. Strategy 2008-11, UNIFEM. The UNIFEM Strategic Plan, 2008–2011 provides strategic policy and management direction for UNIFEM to increase its development effectiveness, strengthen strategic partnerships and mobilize resources. It outlines how UNIFEM works in partnership with United Nations system Member States and civil society organizations to contribute to the achievement of the Millennium Development Goals (MDGs) and other internationally agreed commitments.
4. United Nations Secretary-General Ban Ki-moon's UNiTE to End Violence against Women campaign aims to prevent and eliminate violence against women and girls in all parts of the world. http://www.un.org/en/women/ endviolence/
5. The UN Convention on Trafficking (Palermo Convention, 2000) 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. Exploitation includes, 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.

Human trafficking is essentially the result of structural gender inequalities that make women part of excluded and discriminated groups in the region. The trafficking has multiple negative impacts not only for women and children survivors individually, but on the human capital, development opportunities and growth, resulting in vulnerabilities and violence, which includes forced labour, bonded labour, debt bondage, child soldiers, camel jockeying, organ trade, begging, illicit adoption, circus bondage, forced marriages, sex trafficking and "prostitution", children exploited in commercial sex, child sex tourism and new trends and forms of human trafficking have been witnessed in the recent past.[6]

Every year millions of Asian children, women and men are being trafficked for slavery-like practices and forced labour. Recent studies and analysis are demonstrating changes in the process and economy of trafficking in the South Asian region as it becomes more integrated into trans-national criminal activities and the demands for trafficked labour adjust to globalizing economic structures.[7] The estimates of the number of trafficking victims are questionable due to data and methodological weaknesses.[8] However the trafficking of women and girls as one of the criminal activities has increased with globalization. The Global Report on Crime and Justice published by the United Nations Office for Drug Control and Crime Prevention (UNODC) suggested that although statistics were limited, trafficking in women and children particularly in Asia, Europe and Latin America has increased significantly.[9]

South Asia is home to the second largest numbers of internationally trafficked persons, estimated to be around 150,000 persons annually.[10] Bangladesh and Nepal are major source countries for women and children being trafficked for the purpose of sexual exploitation, involuntary domestic servitude and bondage of debt. Estimates reveal that 3 million women and children are trafficked (intra and cross border combined) in India alone every year.[11] A study conducted in the six cities of Delhi, Mumbai (Bombay), Kolkata (Calcutta), Hyderabad, Chennai (Madras) and Bangalore, by the Department of Women and Child Development, Government of India in 1998, projected up to 100,000 commercial sexually exploited (CSE) women and children. Nearly a third of them were below 20 years of age and 40 percent of them were forced into prostitution when they were minors. A study of three major cities of India indicated that a total of 497 raids were conducted and 2219 girls were rescued from brothels of Delhi, Mumbai and Kolkata during 1999-2002.[12]

Most of these women were Indian and were mainly from six large states of Andhra Pradesh, Karnataka, Tamil Nadu, West Bengal, Maharashtra and Uttar Pradesh. However, more than five out of every 100 women CSE workers in Indian brothels were from Nepal and Bangladesh. These sources also state that the average age of the trafficked victims is on the decrease. It has been estimated that fifty percent of all female trafficking victims for sexual exploitation in South Asia were less than 18 years of age at the time of exploitation.[13]

2.3 Programme Background

UNIFEM's anti-Trafficking Programme in the South Asian region began in 2000 to address the political, social, economic and severe human rights violation challenges leading to trafficking of girls and women. UNIFEM considers trafficking as a result of structural gender inequalities and existence of exploitative structure in terms of resource ownership against women and children unlike other agencies who merely considered it as a crime issue.[14]

Issues of primary concern at the onset of the programme in 2000 were that of ambiguity, mistrust, general

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6. ibid
7. UNODC, Global Report on Trafficking in Persons, UN. Gift, February -2009.
8. GAO, Human Trafficking: Better Data, Strategy, and Reporting Needed to Enhance U.S. Anti-trafficking Efforts Abroad, GAO-06-825 (Washington, D.C.: July 18, 2006)
9. UNODC, Global Report on Trafficking in Persons , UN.Gift, February -2009. pp. 45-68.
10. The highest numbers are estimated to come from South East Asia, estimated to be 225,000. State of the World Population Report, UNFPA, 2006, p. 45.
11. For details of human trafficking estimates in South Asia, refer ToR (Annexure-I), where various sources have been quoted for international human trafficking flow in South Asia.
12. Dutta Mondira & Bupinder Zutshi, (2003): Initiative for Social Change and Action, Commercial Sexual Exploitation of Women and Children , Situational Analysis, Rescue, Rehabilitation and Reintegration , A Case Study of Delhi, Mumbai and Kolkata cities in India, supported by United Nations Voluntary Trust on Contemporary Forms of Slavery, Geneva.
13. US State Department Trafficking in Persons Report, 2008
14. UNIFEM Programme Description on Anti-Trafficking 2006-2008. Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking

indifference and denial of the existence of human trafficking, ineffective implementation of the existing legal systems and rise in trans-national human trafficking magnitude among South Asian countries, particularly for sexual exploitation of girls aged less than 18 years.[15]

The Regional anti-Trafficking Programme by UNIFEM was formed in 2000 with an objective to make a concerted effort on policy advocacy with the regional governments for recognizing and addressing the issues of trafficking, promoting regional convergence with SAARC and addressing issues related to withdrawal, repatriation, prosecution and rehabilitation (Refer Annexure 2.1).

An analysis of the UNIFEM annual reports on human trafficking strategies and activities during the first phase 2000-2006 indicated that the following strategies and activities were considered for implementation.[16]

- Enhancing research, information systems and data base to address gaps of reliable information on the different aspects of trafficking
- Advocacy for strengthening regional, legal and policy frameworks
- Policy advocacy including support to policy planning processes within government agencies, NGO's and civil society organizations.
- Strengthening regional and national networks and coalitions
- Media and awareness generation
- Establish community referral mechanism to facilitate process of rehabilitation and re-integration with community of the survivor victims and their children.

2.4 Programme Description and Strategies (2006-2009)

The regional anti-trafficking programme 2006-2009, aimed at promoting implementation of the national action plan on the elimination of trafficking in India.[17] The programme was to focus on prevention, protection, rehabilitation and reintegration as an integrated approach in combating trafficking of women and children. The key strategies expected to be adopted were as follows.[18]

- Advocacy among coalition of groups/ persons against gender based violence and post-trafficking violence.
- Advocacy for engaging SAARC for implementing the Convention on Trafficking of women and Children and developing anti-trafficking tracking indicators.
- Advocacy among national and state level interfaith leaders' forum for prevention of trafficking and re-trafficking and for survivors' care.
- Brokering partnerships with key UN agencies like UNDP, UNODC and UNICEF for preparing joint plans for prioritization of initiatives to address trafficking.
- Developing capacities of the members of key justice institutions, law enforcing agencies (Police), policy makers and the legislative bodies and CBOs.
- Upscale effective community level vigilance mechanisms that would prevent trafficking of women and children and facilitate empowerment and re-integration through counseling on safe migration practices.
- Create linkages among civil society organizations and elected women political representatives at all levels.
- Disseminating all the knowledge products and tools produced under this project 'while also providing training on them and integrating them in programmatic processes of all partners against trafficking
- Strengthening services in shelter/transit, short-stay homes with comprehensive care and support facilities ensuring at least minimum standards of care and support.
- Facilitating a process by which GO-NGO partnership could be developed in maintaining and running of government run shelter/ transit -stay homes ensuring the application of at least the minimum standards of care and support.

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15. Department of State, United States of America, Trafficking in Persons Reports, 2001
16. UNIFEM- India, Annual Report 2003-2004 on Anti-Trafficking in South Asia.
17. Ministry of Women and Child Development, GOI, redrafted Integrated Plan of Action to Prevent and Combat Human Trafficking with special focus on children and women. 2006
18. UNIFEM Programme on Anti-Trafficking, 2006-2008: Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking, PP 11-17.

Based on the analysis of UNIFEM anti-trafficking programmes undertaken during 2000-2006[19] and the UNIFEM programme description 2006-2009, major perceived outcomes were as follows[20]:

(a) Mainstream the national institutions, especially justice institutions and law enforcement agencies demonstrating understanding, leadership commitment, technical capacity and accountability to support the prevention of trafficking based on the ratified trafficking protocols, CEDAW and other international human rights instruments

(b) Providing access to vulnerable women and girls to the existing judicial system and obtain legal redressal for violations of their rights (violence, trafficking and other vulnerabilities that lead to exploitation)

(c) Improving implementation of anti-trafficking laws and better coordination in human rights based interventions that seek to move women and children out of their post trafficking exploitative situations

(d) Developing improved capacity for providing shelters and support so as to enhance the efficacy of return and reintegration of victims and survivors of trafficking

2.5 Programme Management Structure

There are two phases of UNIFEM's anti-Trafficking Programme in South Asia. The regional programme activities, supported by US Department of State, were carried out in India, Sri Lanka, Nepal and Bangladesh in the first phase (2000 to 2006). In the second phase (2006-2009), programme activities, supported by the US Department of State, were mainly concentrated in India. The regional programme in Nepal was carried out of USAID's non-core funds allocated to Nepal UNIFEM office. A list of UNIFEM donors in two phases and breakup of donor wise receipts is provided (Refer Table 2.1).

The partners were selected by UNIFEM through 'Call for Proposals' in the first phase. In the second phase, USAID pre-selected the partners as well as their budget allocation.[21] USAID sub-contracted the management and monitoring of the programme to UNIFEM as their technical partner. The transfer of funds and reporting of activities and finances were facilitated by UNIFEM.

The selection of implementing partners[22] had been based on the following criteria:

- Skills that exists within the organization (including resources)
- Pioneering work undertaken to address trafficking issues
- Credibility of organization
- Relationship with the State Government concerned and other important stakeholders
- Geographical coverage by organizations

UNIFEM's pre-selected partner organizations resubmitted proposals spelling out the project activities, outputs and outcomes within the framework of UNIFEM's Programme Results Framework [Refer Annexure 2.1].

The programme was managed by a team, comprising of the following [Refer Model 2.2]:

- Regional Programme Director
- Programme Coordinator/Chief, Women's Human Rights and Human Security Unit
- Programme Officer (2 POs in second phase)
- Programme Assistant
- Finance Officer (Part salary)
- Communication Officer (Part salary)

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19. UNIFEM- India, Annual Report 2003-2004 on Anti-Trafficking in South Asia
20. UNIFEM Programme on Anti-Trafficking 2006-2009: Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking
21. As per discussion with UNIFEM SARO, the partner wise budgetary allocation were decided by the USAID and UNIFEM had no role either in the selection of the partners nor in the budget allocation
22. Programme on Anti-Trafficking 2006-2008. Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking, Page No 18

2.6 Performance Measurement Framework

UNIFEM's programme results framework (Refer Annexure 2.1) linking regional programme outcomes with corresponding outputs and indicators was created for monitoring and measuring programme results. Based on the programme outcomes and outputs, indicators were supposed to have been developed for each of the partner's project to monitor progress and to facilitate data collection.

The following mechanisms were envisaged for monitoring of the programme[23]

- Under the programme, the Technical Advisory Group for South Asia (TAGSA), a program advisory body of UNIFEM was to be formed for reviewing project progress and approve annual work (plans and budget). The annual review committee comprising of UNIFEM programme and finance officials was to be formed for reviewing the work plan.
- The project partners were expected to submit half yearly narrative progress reports as well as financial reports to UNIFEM. UNIFEM-SARO was then expected to provide the half yearly donor reports to the US State Department based on the reports submitted by the NGOs and the monitoring and evaluation missions (Refer Finding 4.9).
- Partners were to be trained in Results Based Management and financial reporting.
- UNIFEM-SARO would support each of the implementing NGOs in collecting baseline data at the beginning of the project and would involve external consultants to facilitate participatory evaluations in 2008.
- Periodical monitoring visits of programme and finance personnel were to be an important part of this project.
- Annual reports were to be submitted showing activities carried out and expenditures incurred for each programme activity.

2.7 Programme Context

This section summarizes key characteristics of the external and internal context of human anti-trafficking measures that have affected the programme's past and current relevance and/or effectiveness.

2.7.1 External Context

(a) Global Context

Human trafficking has been an issue of concern within the development sector for the past many years. The UN Conferences of the 1990s and developments since then have cemented the issue on the inter-governmental agenda for gender equality notably, the Vienna Declaration 1993 and Programme of Action,[24] unequivocally affirming that the human rights of women must be protected; the 1994 International Conference on Population and Development,[25] recognized the inextricable links of Violence against Women to reproductive health and Women's rights.

One of the most critical developments has been the focused attention on the issue of human trafficking in the Beijing Plus 5 agenda. The UN Fourth World Conference on Women in Beijing in 1995 generated international community's renewed commitment towards issues of inclusion, gender equality and women's human rights.[26] These changes in the normative and policy environment for gender equality have put increased pressure on development agencies to build appropriate policies, allocate resources and generally be accountable for demonstrating progress in the areas of violence against women. The international discourse for increasing human rights-based approaches to development offered hope that women's inequality and violence issues will get targeted through changing social, political and power structures of inequality, exclusion and oppression. Rights' based approaches recognized women as 'claim-holders' and establish duties or obligations for those against whom a claim can be made (duty-bearers).

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23. UNIFEM Programme on Anti-Trafficking 2006-2008. Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking. Page 19
24. United Nations Declaration on the Elimination of Violence against Women (GAResolution No. 48/104, 20th December 1993.
25. United Nations International Conference on Population and Development (ICPD), 5-13 September 1994, Cairo, Egypt. www.iisd.ca/cairo.html
26. http://www.un.org/womenwatch/daw/beijing/platform/violence.htm

Designation of 'November 25' in 1999 as UN International Day for the Elimination of Violence against Women was of major significance. The UN adopted in the 23rd Special Session of General Assembly a document entitled 'Women 2000: gender quality, development and peace for the twenty-first century'.[27] It clearly spelt out the action needed to address the problem of violence against women especially human trafficking of women and children.

The United Nations convention against Transnational Organized Crime (UNCTOC) was adopted in November 2000, along with two optional protocols by which countries would undertake in-depth measures to combat smuggling of migrants and the trafficking in women and children. It was a significant move. The protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children is the first attempt to address trafficking in persons in a comprehensive manner based on the expanded understanding of the term 'trafficking' and its multiple dimensions. The protocol applies to the prevention and combating of trafficking as well as to the protection of and assistance for victims and cooperation among state parties.

The passing of the 'Victims of Trafficking and Violence Protection Act of 2000' by the US Senate was another important development in the global process designed to address human trafficking. The act provided a good assessment framework for multiple agencies to review progress on anti-trafficking initiatives. The Trafficking in Persons (TIP) report, brought out by the Government of United States of America every year is based on the assessment of government and civil society action in each country to combat trafficking. It places different countries in different tiers depending on the action their governments have taken to combat the problem of human trafficking.

A significant advocacy event in the Asia Pacific region was the 'Asia Region Initiative Against Trafficking of Women and Children' held at Manila in March 29-31, 2000, which provided a platform for sharing expertise and experiences and designing collaborative efforts to address human trafficking.

Global trends for aid modalities have been significantly influenced by events such as the Paris Declaration on Aid Effectiveness (2005) to ensuring harmonization of approaches and optimal efficiency and effectiveness of the investments dedicated to addressing 'Violence against Women..[28]

“UN Millennium Declaration in 2000, resolving to combat all forms of violence against women and the subsequent 2005 World Summit Outcome; the first-ever 2004 Security Council Open Debate devoted to sexual and gender-based violence in conflict and post-conflict situations (in follow up to Resolution 1325), and the momentous Security Council Resolution 1820 adopted in June 2008, establishing sexual violence as a priority global security concern have provided significant inputs for UNIFEM role towards developing appropriate strategies for reducing human trafficking especially for women and children”.[29]

The International Framework for implementation of the UN Protocol 2009 has been a major global activity in the areas of combating human trafficking.[30]

(b) Regional Context

The four countries under study in South Asia (India, Bangladesh, Nepal and Sri Lanka) share long international boundaries, which have witnessed transnational trafficking movements. These countries have common culture and history and their boundaries are porous, hence it is difficult to stop illegal movements. The understanding on human trafficking received a further clarity with the adoption of a comprehensive understanding on trafficking at the 'Consultative Meeting on Anti-Trafficking Programs in South Asia' held at Kathmandu, 11-13, September, 2001.[31]

At the inter-governmental level in South Asia, the signing of the SAARC Convention on Combating the Crime of Trafficking in Women and Children for Prostitution by the member countries in January, 2002 by all the South Asian Governments was a major achievement. This was followed by the 23 d session Council of Ministers meeting, (August

27. Women, Peace and Security. United Nations. Security Council Resolution 1820. S/RES/1820 (2008). New York: United Nations.
28. The Paris Declaration endorsed on March 2, 2005, is an international agreement under the Organization of Economic Cooperation and Development
29. Women, Peace and Security. United Nations. Security Council Resolution 1820. S/RES/1820 (2008). New York: United Nations
30. http://www.unodc.org/unodc/en/human-trafficking/vienna-launch-of-the-framework-for-action-on-trafficking.html
31. Anti-Trafficking Programmes in South Asia: Summary Report of a Technical Consultative Committee. The meeting was held to commemorate 50 years of Population Council. The Coordinating Committee members were UNIFEM, USAID, Population Council, Horizon Programme and Frontier Programme and PATH. http://www.popcouncil.org/pdfs/rr/anti_trafficking_asia.pdf

21-22, 2002 at Kathmandu)[32] in which the amendments to the SAARC Convention based on civil society feed back were presented as part of the Secretary General's report. This process was facilitated by UNIFEM under the Regional anti-Trafficking programme. UNIFEM signed a MoU with SAARC on 30th December 2001 in Kathmandu, which provides it with the mandate to addressing issues pertaining to women's human rights with SAARC as an institution as also with governments in the region.[33]

UNIFEM also developed in 2009, a Think Tank mechanism in collaboration with UNODC to look at programming for anti-trafficking from a regional perspective. It was an initiation of the efforts of two regional UN entities in South Asia to work programmatically with national governments in addressing the trafficking issues. Prior to that the USAID had sponsored SARI-EQUITY through SAFHAT and SAPAT.

2.7.2 Internal Context

UNIFEM's conceptualization of the issue of trafficking in women and children is based on the CEDAW, the CRC and the optional protocol, and the larger Human Rights Based Framework.[34] "Spearheaded by UNIFEM in coordination with the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), UN/AIDS, the United Nations High Commissioner for Human Rights (HCHR), the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Centre for Human Settlements (UNHCS-Habitat), UNIFEM in 1998-99, launched a series of UN Inter-agency regional campaigns to Eliminate 'Violence against Women' in Latin America and the Caribbean, Africa, and Asia and the Pacific. The campaigns shared the goals of, raising public awareness about violence against women as a violation of human rights; celebrating women's rights achievements; and bringing together the efforts of the United Nations system to end gender-based violence in a comprehensive and coordinated manner".[35]

Fighting violence against women and children continues to be the major focus of UNIFEM, since 1990. UNIFEM has been focusing on the issue of trafficking as a critical area of concern in South Asia since the early 1990's and the regional anti trafficking programme was launched in the year 2000. USAID has been an important partner of UNIFEM since the very beginning of the regional Anti Trafficking Programme. The South Asia Regional Anti-Trafficking Programme is implemented by the Women's Human Rights and Human Security (WHRHS) unit of UNIFEM South Asia Regional Office, New Delhi. UNIFEM and other United Nation agencies, bilateral agencies, Government of India, State governments, judiciary and civil society have generated cooperation and coordination to stop trafficking of women and children for commercial sexual exploitation. Several policy interventions have been initiated to fight the human trafficking (Refer Annexure 2.2).

"The internal context of UNIFEM has also been characterized by a number of corporate initiatives geared to further increase the organization's development effectiveness by strengthening its ability to create a coherent, results-driven and strategic global programming approach towards ending violence against women through accountability mechanisms like the BPfA (Beijing Platform for Action) and the SAARC. The 2004–2007 Multi Year Financial Framework (MYFF) provided strategic direction by defining a set of shared corporate results and indicators for both development and organizational effectiveness."[36] The Yokohama Global Commitment 2001 and its mid-term assessment in 2004 on trafficking and commercial sexual exploitation of children provided an opportunity for UNIFEM to collaborate with other UN agencies, governments and civil society on the issue. UNIFEM has been playing a greater role in its implementation from January 2005, as Chair of the inter-agency group called 'South Asia Coordinating Group' (SACG) on Action Against Violence.

At the third and fourth biennial meeting held in Maldives and Bhutan in September 2001 and May 2003 respectively,[37] all regional governments represented by ministers and senior bureaucrats from South Asia

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32. http://www.mofa.gov.np/saarc/session1.php
33. Gender Initiatives in SAARC, A Primer, jointly published by SAARC and UNIFEM, July 2007.pp 40. (under the MoU, SAARC and UNIFEM agree to help Member States)
34. http://www.unifem.org/about/
35. A life free of violence: It's our right: UNIFEM 1998 global campaign for the elimination of gender-based violence in the South Asia Region.
36. UNIFEM Evaluation Strategy, 2008-2011, Learning and generating knowledge for greater impact on gender equality and women's empowerment.
37. The Fourth South Asia Regional Meeting was held in Paro, Bhutan from 19 to 21st May 2003, jointly by the Royal Government of Bhutan and UNIFEM. The consensus arrived at in Bhutan, in the shape of the "Bhutan Forward Moving Strategies 2003, http://www.unifem.org/attachments/products/TranslatingBeijingIntoAction_SouthAsia_eng.pdf

expressed their commitment towards "taking forward the SAARC Convention on Trafficking; strengthening processes towards regional, bilateral and national dialogue involving NGOs and initiating legal reforms and promoting technical exchange".[38]

38. Bhutan Forward Moving Strategies, Accelerating Actions and Results, 2003

3 Relevance

This section explores the extent to which the overall goal and intent of UNIFEM regional human anti-trafficking programme have been and remain relevant in terms of addressing existing and changing needs, providing opportunities and priorities in its various contexts.

Finding 3.1: **The strategic approach identified by UNIFEM towards anti-trafficking measures is relevant to and supports UNIFEM's mandate of addressing Violence Against Women (VAW). It synchronizes with MDGs, Global VAW strategy, SAARC Convention, CEDAW article 6, BPfA and the New Aid Environment for Gender Equality.**

UNIFEM has been at the forefront of UN inter-agency collaborative mechanisms addressing Violence against Women (VAW). It is credited as the UN organization that placed the issue of working closely with women networks and amplifying the voice of women movements on the UN agenda in the 1990s. UNIFEM has been singularly credited for translating the Human Rights of Women into a public policy priority.[1]

Two international agreements have been instrumental in forming the premise of UNIFEM's work:

- Beijing Platform for Action (BPfA) resulting from the Fourth World Conference on Women in 1995[2]
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

The spirit of these agreements has been affirmed by the Millennium Declaration and the Millennium Development Goals (MDG) targeted to be achieved by 2015. The relevant issues effecting women such as combating poverty, hunger, disease, illiteracy, gender inequality, and building partnerships for development have been prioritized under the eight goals of MDG. The Security Council Resolution 1325 on Women, Peace and Security also provides a crucial reference of UNIFEM's work in support for women in conflict and post-conflict situations.[3]

> ***"Violence against women is an issue that cannot wait.... No country, no culture, no woman young or old is immune to this scourge.... And we know that when we work to eradicate violence against women, we empower our greatest resource for development..."***
>
> Ban Ki-Moon, UN Secretary-General, remarks to the Commission on the Status of Women, launch of the UNiTE Campaign to End Violence against Women, New York, 25 February 2008

In South Asia, UNIFEM is also guided by the regional mandates, which emerge from the South Asian regional ministerial meetings held to track the progress on the implementation of the Beijing Platform for Action. Since 1996, UNIFEM has been organizing such meetings biennially in partnership with governments of the region.[4] UNIFEM works on several fronts towards ending violence against women and girls addressing the root cause of gender inequality.

One of the serious manifestations of gender inequality in South Asia has been in the form of human trafficking, particularly of women and children for sexual exploitation. Indian cities especially Mumbai, Kolkata, Delhi, Hyderabad, Goa and Bangalore and Columbo in Sri Lanka are the major demand centres.,[5][6] while Nepal, Bangladesh and the backward areas of Bihar, Andhra Pradesh, Tamil Nadu, North East and West Bengal are both the source and transit areas.[7] Given this background UNIFEM–SARO worked within its mandate to identify the issues involved in human trafficking at greater depth through research studies (Refer Annexure 3.1). The result of these research studies from India, Bangladesh, Nepal and Sri Lanka and other policy dialogues with national governments, acted as a guide in bringing out to the forefront the knowledge and information about human trafficking and its manifestations in South Asia.[8]

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1. United Nations. 1995. Resolution Adopted by the General Assembly: The role of the United Nations Development Fund for Women in eliminating violence against women (A/RES/50/166). New York: United Nations
2. www.un.org/womenwatch/daw/beijing/platform/violence.htm
3. Women, Peace and Security. United Nations. Security Council Resolution 1820. S/RES/1820 (2008). New York: United Nations
4. http://www.unifem.org/attachments/products/TranslatingBeijingIntoAction_SouthAsia_eng.pdf
5. Dutta Mondira & Bupinder Zutshi, 2003: Commercial Sexual Exploitation of Women and Children , Situational Analysis, Rescue, Rehabilitation and Reintegration , A Case Study of Delhi, Mumbai and Kolkata cities in India, supported by United Nations Voluntary Trust on Contemporary Forms of Slavery, Geneva
6. Marga Institute (2004): Study of Female Trafficking in Sri Lanka, UNIFEM
7. Sen Shankar & P.M. Nair: NHRC - UNIFEM - ISS Project, A report on trafficking of Women and Children in India 2002-03
8. This emerged from the discussions with relevant stakeholders

United Nations Common Understanding of Strategies

- **All programmes of development cooperation, policies and technical assistance should further the realization of human rights as laid down in the Universal Declaration of Human Rights and other international human rights instruments.**
- **Human rights standards contained in and principles derived from, the Universal Declaration of Human Rights and other international instruments guide all development cooperation and programming in all sectors and in all phases of the programming process.**
- **Development cooperation contributes to the development of the capacities of "duty-bearers" to meet their obligations and/or of "rights-holders" to claim their rights.**

CEDAW & UNIFEM Guide, May 2007

UNIFEM-SARO also responded by shifting its focus to bridging the implementation and accountability gaps through effective advocacy at regional, levels.[9] This mechanism was in place during the first phase of the anti-trafficking programme (2000-2004). However such mechanism was weak/non-existent during the second phase (2006-2009).

UNIFEM's conceptualization of the issue of trafficking in women and children is based on CEDAW, Child Rights Convention (CRC), the Optional Protocol, the BPfA, UNIFEM's global Eliminating Violence Against Women (EVAW) strategy and the larger Human Rights Based framework.[10] UNIFEM's mitigation of VAW also addresses trafficking prevention and responses. Criminal violations during the course of human trafficking like torture, rape, physical/ psychological beating, threat of reprisal to family members at home, deprivation of food, malnutrition, lack of access to health and medical care, physical confinement and other forms of torture are clearly associated with several other international instruments adopted and ratified by member states. These rights support UNIFEM's mandate synchronizing with the other international instruments (Refer Table 3.1).

Finding 3.2 UNIFEM's Programme on anti-trafficking is catalytic, context specific, integrated with a more holistic and gender-sensitive approach in comparison to other UN agencies like UNICEF, UNODC and ILO

UNIFEM addresses trafficking of women and children in an integrated holistic approach covering protective, preventive, legal, social, economic, psychological and rehabilitative components, which are not being addressed by other UN organizations. The major goal of UNIFEM for combating trafficking of women and children is to change harmful and discriminatory attitudes and practices that promote trafficking of women and children in South Asia. This issue has been addressed by UNIFEM during the last decade by promoting and protecting the rights of women and girls. The strategies and activities adopted in the anti-trafficking programme by UNIFEM have been:

- Working towards increased level of understanding and awareness of existing legal framework and creating conditions so that vulnerable women and girls are able to access the judicial system and obtain legal redressal for violation of their rights. The three research reports[11] provided insight into the existing gaps in the legal framework of India, Nepal and Bangladesh. In addition several capacity building training workshops and consultations were organized to enhance the knowledge on legal requirements to fill the gaps for effective prosecution and provide legal support to the victims and make vulnerable women aware of the legal provisions. (Refer Annexure 3.2)
- Supporting improved implementation of anti-trafficking laws and better coordination in rescue, rehabilitation and vigilance at border areas have led to several interventions by ACD - Bangladesh, Maiti Nepal, Bhumika Vihar, ATSEC-Bihar, Manav Sewa Sanasthan, Bhoruka Public Welfare Trust, GOLD, Impulse, Stop, Apne Aap and others in the Indo-Nepal and Indo-Bangladesh borders in the source, route and demand areas (Refer Annexure 3.2).
- Developing improved capacity of shelter homes with well trained caregivers and quality care services enhancing the minimum standards of services for reintegration of victims with communities and

9. UNIFEM South Asia Regional Office has instituted a mechanism of ministerial - level biennial regional reviews. Through collaborative regional dialogue and discussion, governments, NGOs, the SAARC secretariat, gender experts, key regional institutions and UN agencies collectively assess critical issues concerning women's empowerment. This tracking is specially designed to allow for collective introspection, enabling all stakeholders to critique regional challenges and gaps, and formulate future strategies in keeping UNIFEM's mandate of negotiating spaces for women and articulating women's voices in designing policy and setting priorities and goal. The biennial meetings were held in (New Delhi-1996, Kathmandu-1998, Maldives- 2001, Bhutan-2003)
10. CEDAW and the Human Rights Based Approach to Programming- UNIFEM GUIDE- May 2007
11. The three research reports supported by UNIFEM in India, Nepal and Bangladesh were important empirical studies highlighting the magnitude and necessary prevention, protection and rehabilitation measures

mainstreaming the children of victims. Support in government/ NGO run shelter homes was provided by several interventions at Mumbai, Delhi, Hyderabad, Kolkata in India, Bangladesh and Nepal, both for the rescued victim as well as for the children of victims through educational, psychological counseling, legal support and skill development for income generation. There have been improved services in the shelter homes as caregivers have been trained. The children of surviving victims have been mainstreamed in regular schools (Refer Annexure 3.2).

- Addressing healthcare of rescued victims and their children to overcome trauma of HIV/AIDS and other sexually transmitted diseases and provide support to overcome the consequences of physical and sexual assault and abuse, including unwanted pregnancies, forced and unsafe abortions. The above interventions were also provided in the shelter homes by partner organizations (Refer Annexure 3.2).
- Counseling for psychological trauma that often has a lifelong impact on the victim's mental and emotional health and reducing stigma and ostracism in their social environments and the economic consequences that often result from this trauma. The support provided by Sangath in Goa and research conducted by Swanchetna addressed these issues. There were partner organizations that provided dance therapy and other means of releasing stress (Refer Annexure 3.2).

The work of other UN agencies like UNODC, UNICEF, ILO, IOM and UNDP supplement UNIFEM's programme on combating trafficking of women and children. There were some overlapping of interventions undertaken by UNIFEM on capacity building of police and prosecutors with UNODC, strengthening shelter homes with UNICEF and prevention of trafficking/ HIV-AIDS (TAHA Project) with UNDP. However, UNIFEM's work actually triggered the need for developing institutional capacity of police force.[12] This was necessitated by the research results conducted by UNIFEM studies, which indicated that survivor victims were criminalized by invoking section 8 and 20 of the ITP Act. These studies paved way for operationalising training programmes and building capacities of law enforcement agencies like police and prosecutors to imbibe the perspective of viewing women as victims and not as criminals.

Finding 3.3: Partners selected by UNIFEM have the requisite experience in the field and technical competence for combating human trafficking

A total of 73 partners[13] were supported by UNIFEM for combating human trafficking in South Asia (Refer Annexure-1.2). In Bangladesh UNIFEM partners like Association of Community Development (ACD), Bangladesh National Women Lawyers Association (BNWLA) and ATSEC have the requisite field experience of working on the issues of women particularly combating human trafficking. They have been the recipients of support from government of Bangladesh and other UN and multi-donor agencies. The work of these organizations has been acclaimed by Bangladesh government in several forums (Refer Annexure 3.3).

Important Research Studies Supported by UNIFEM

- FWLD (Oct. 2005), *Effectiveness of Existing Laws and Institutional Mechanism to Combat Trafficking in Women and Children in Nepal.*
- IDS (Institute for Integrated Development Studies) (March 2004), *Status and Dimensions of Trafficking within Nepalese Context.*
- Marga Institute (2004), *Study of Female Trafficking in Sri Lanka.*
- Sen Sankar & P.M. Nair (2002-2003), Vol. 1, *A Report on Trafficking in Human and Children in India*, NHRC-UNIFEM-ISS Project.
- Lawyers' Collective, India, (2003), *Traffic in Persons for Commercial Sexual Exploitation: Legislation, role and effectiveness of the law enforcement and law adjudication machinery*

UNIFEM has both governmental and non-governmental partners in Nepal like National Judicial Academy, Ministry of Women, Children and Social Affairs (MOWCSW), National Human Rights Commission, (Government organizations) and National Network against Girl Trafficking, Forum for Protection of Public Interest, Maiti Nepal and Forum for Women Law and Development (Non-Governmental organizations). The NGOs are well known and have been working on combating trafficking for more than a decade. They have been a regular recipient of grants from multi donor agencies.

In Sri-Lanka, UNIFEM has two well known partners - Lawyers for Human Rights and Development and Centre for Women Research. Both the institutions are well known for their work with publications and have been supporting capacity building of various stakeholders in Sri Lanka.

12. Discussion with UNODC revealed that the NHRC - UNIFEM research study helped UNODC to identify states on priority basis for police training.
13. According to ToRs and the list supplied by UNIFEM to the consultants

In India UNIFEM has built partnership with mainstream NGOs who have been working on human trafficking issues during the last 15 years like STOP, Apne Aap, Bhorukha Public Welfare Trust, Sanlaap, ATSEC-West Bengal, Prerna, SAK, Save the Children India, Bhoomika Vihar, ATSEC–Bihar, Prajwala, HELP, Ankuram, Ashraya, Odanadi Seva Trust, Manav Sewa Sansthan, Shakti Vahini, Impulse, GOLD and others. The technical NGOs who has specialized in mass awareness and Networking like (Bachpan Bachao Andolan, ATSEC, Inter Religious Faith Groups, NCAT), legal support like (Lawyers Collective, SLARTC, V.M Salgaokar College of Law), Psychological and mental support like (Swanchetan, Sangath) dance therapy and audio/visual support like (Kolkata Sanved, Banglanatak.com, Metamorphises, Elenora Images), developing alternative economic opportunities (Skillshare International)

70% of the partners have been working in the field of human trafficking for the last 15-20 years and have a good track record with support received from UN agencies, bi-lateral and multilateral donor agencies and from Government of India (Refer Annexure 3.3).

Finding 3.4: Interventions and project activities implemented were strategically relevant with spatio-temporal coverage from the perspectives of source, route and demand areas

UNIFEM supported research results provided an insight into the increasing trend in the trafficking of women and children in South Asia and an alarming decrease in the age of the trafficked victims (Refer Annexure 3.1). The research studies led to the understanding that human trafficking is "a process consisting of four stages: pre-movement, movement, exploitation and post exploitation at the source, route and destination areas and established its linkages with other crimes that perpetuate violence against women".[14] The studies mapped the goals and strategies required at source/supply, route/ border and destination/demand areas for anti-trafficking programmes.

The studies identified the major source areas as Nepal, Bangladesh, Northern Sri-Lanka and the states of Bihar, Jharkhand, North-East, Andhra Pradesh, Chattisgarh, Tamilnadu and parts of Maharashtra. The identified major demand areas were the metropolitan cities of Mumbai, Delhi, Kolkata, Chennai, Hyderabad, Bangalore, the state of Goa, Dhaka, Colombo and Kathmandu and the route areas were Indo-Nepal, Indo-Bangladesh and Indo-Myanmar border districts and Indo-Sri-Lanka sea routes[Refer Annexure 3.1 & Map 3.1].

The strategies crafted by UNIFEM[15] at source, demand and route area aimed to:

- Prevent human trafficking through public awareness of safe migration, outreach training for community leaders, women/ girls, education on illegal/ fraudulent marriages, and advocacy campaigns by strengthening the efforts of inter-religious faith groups in source areas
- Protect and assist victims by strengthening laws and policy making processes, strengthening border vigilance, providing shelters, health, psychological and legal counseling and vocational training post rescue operation of victims
- Investigate and prosecute human trafficking crimes by providing training and technical assistance to law enforcement officials such as police, prosecutors, and judges

Specific interventions for advocacy/ capacity building, knowledge creation and dissemination, networking at supply, route and demand areas were identified and implemented.

In order to measure the relevance of the interventions undertaken by UNIFEM partners in the supply, route and demand areas, a corroboration of the ToR analysis of interventions with UNIFEM partners and field visit observation for the selected sample interventions was carried out. The programs, projects and interventions supported by UNIFEM in South Asia have been divided into two phases:

- **Phase I (2000-2005):**
  - (2000-2003): Sponsoring action based research studies enhancing knowledge on magnitude of human trafficking and trafficking manifestation analysis to prepare strategies for Regional anti-Trafficking Programme
  - (2004-2005): Supported interventions to stop cross border movements of human trafficking and anti-Sex Tourism Programme

14. Sen Sankar and P.M. Nair (2002-2003), Vol.1, A report on Trafficking in Women and children in India, NHRC-UNIFEM-ISS project
15. UNIFEM Programme on Anti-Trafficking 2006-2008, Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking

- **Phase II (2006-2009):** Capacity building of regional anti-trafficking networks, policy makers, policy implementers and policy influencers; strengthening vigilance measures both within countries and for trans-border movements; supporting prevention, protection, rehabilitation and re-integration strategies at source, demand and route areas.

All interventions covered during 2000 to 2009 by UNIFEM and UNIFEM partners were identified into nine broad themes (Refer Annexure 3.2). These thematic interventions were identified at source, route and destination areas to analyze the relevance of the interventions undertaken by UNIFEM partners.

A total of 32 activities[16] were supported by UNIFEM during 2000-2005 out of which 8, 10 and 14 interventions were covered at source, route and demand areas respectively indicating twenty five percent of the intervention were supported at source areas, 32% at route areas and the rest 43% at demand areas. The areas mostly covered at source for human trafficking were Nepal, Bangladesh and Bihar, while the route areas covered were Indo-Nepal border adjoining northern Bihar and Indo-Bangladesh border with northern West Bengal and the demand areas covered were mostly in the state of Goa and very few interventions were at Mumbai, Delhi and Bangalore (Refer Table 3.2). Thus all identified source and demand areas have not been uniformly supported by the interventions. In fact majority of the interventions at demand areas were Goa centric for combating sex tourism and pedophilia. Thematic classification of interventions covered during 2000-2005 indicate that 50% of the interventions were for community awareness, 16% were for prevention of trafficking, 9% each were for interventions such as education/survival strategies and research & documentation, 6% each were for administrative capacity building, social service and health care and 3% each were for strengthening legal framework, and poverty alleviation & income generation.

During the period 2000-2005 majority of the interventions were at source areas for generating community awareness (50%) while 13 % interventions each were for capacity building for legal frameworks and research and documentation. Another 12% each were for prevention of trafficking and education/ survival strategy. Most of the interventions at route areas during 2000-2005 were for community awareness and prevention of trafficking (30% each), education / survival strategy (20%) and administrative capacity building and poverty alleviation (10% each). In the case of demand areas the interventions during 2000-2005, community awareness interventions were 65%, social service and health care 14% and the rest (7%) were each for research and documentation, administrative capacity building and prevention of trafficking (Refer Table 3.2 & Map 3.2).

In the second phase from 2006 to 2009, the anti-trafficking programme was India centric and moreover partner agencies and their budgetary allocations for interventions were pre-identified by US State Department according to UNIFEM. Hence UNIFEM's role was mostly for monitoring and disbursing allocated budgets. In Nepal capacity building for jurists and community vigilance at border areas were supported by UNIFEM. Anti-trafficking programme in Bangladesh received little support from UNIFEM during 2006-09.[17] A total of 152 project activities[18] were undertaken by UNIFEM partners during 2006-2009, out of which 52, 21 and 79 activities were located at source, route and demand areas respectively. This implies that 34% activities were at source areas, 14% at route areas and 52% at demand areas. Thus a major priority during this phase was given in the demand areas rather than source areas. The areas covered during this phase were more or less spatially distributed in the identified source and demand areas as brought out through the research studies. However Tamilnadu, which is one of the major source areas for inter-district and inter-state human trafficking, was not covered by any interventions (Refer Table 3.2 & Map 3.3).

Thematic classification of activities supported during 2006-2009 indicates that 24% of the interventions were for community awareness, 17% for strengthening legal framework, 11% each for capacity building and education/ survival strategy, 10% for raid, rescue, repatriation and re-integration, 9% for social service and healthcare, 8% each for prevention of trafficking and poverty alleviation while 5% of the interventions were for research and documentation. Thus the second phase supported a wide range of activities. The activities supported at source areas in this phase covered community awareness, prevention of trafficking, strengthening legal framework, capacity building of stakeholders, rehabilitation and re-integration. The activities supported at demand areas were community awareness, legal framework, education/ survival strategy for survival victims and second generation of victims, strengthening raid and rescue operations. (Refer Table 3.2).

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16. As per the ToRs supplied to the consultants
17. According to the UNIFEM official, UNIFEM's anti-trafficking programme was mainly funded from non-core donor support.
18. This refers to information as provided through ToR which was made available to consultants. A Project activity refers to a number of activities undertaken by the UNIFEM partners within the given project and the project may cover multiple activities under different themes

An analysis of theme based interventions undertaken during 2000 to 2009 implies that appropriate interventions were selected at demand, supply and route areas. Majority of the respondents surveyed recognized UNIFEM's strategic support in terms of research studies undertaken during 2000-2004 as most relevant, timely and productive for framing strategies at source, route and demand areas.

Finding 3.5: The stakeholders and beneficiaries selected were strategically relevant and spatially distributed.

The proposal submitted by the partners to UNIFEM had identified target groups for providing the support through the projects. Most of the partners have already been supporting these targets groups through other funding agencies. NGO partners selected stakeholders and beneficiaries through a learning process on the basis of need assessment. An analysis of ToRs and field visits indicated a wide spectrum of selected stakeholders and beneficiaries (Refer Table 3.3 & Map 3.4).

The ToR analysis of sample of projects for evaluation indicate that a wide range of stake holders and beneficiaries at source route and destination areas were selected for capacity building and other referral support (Refer Table 3.3).

A total of 119 activities were undertaken to support stakeholders and beneficiaries during 2000-2009. Out of these 37 activities were conducted at source, 13 at route and 69 in the demand areas, depicting 31%, 11% and 58% respectively (Refer Table 3.3).

At the source areas, 16% of the activities each, were for providing capacity building support to police/ border security, prosecution staff/ judiciary, 11% activities were for trafficked survivors, 8% activities were for vulnerable women, girls and children, 6% were for corporate staff, 5% each were for media and village community groups/ Village Level Local Self Government (Panchayat) members and 2-3% each were for children of survivors, government officials, government institutions, parliamentarians, community leaders and village vigilance members.

At the route areas 23% activities were for developing capacities of NGOs/ CBOs, while 15% each were for community groups/ panchayati members, police and border security force, trafficking survivors and 8% each were for Vigilance committee, prosecution and judicial officers and vulnerable girls, women and children.

In the demand areas a significant proportion of interventions (more than 37%) were for trafficked victims, children of the victims and vulnerable girls, women and children. 10% of the activities each were for community leaders/ municipality members, prosecution and judicial staff and CBOs/ NGOs. 4% of the activities each were for government officials, corporate officials, religious leaders and vigilance committee.

Finding 3.6: GO-NGO consider UNIFEM's role relevant in awareness and knowledge generation on trafficking of women and Children

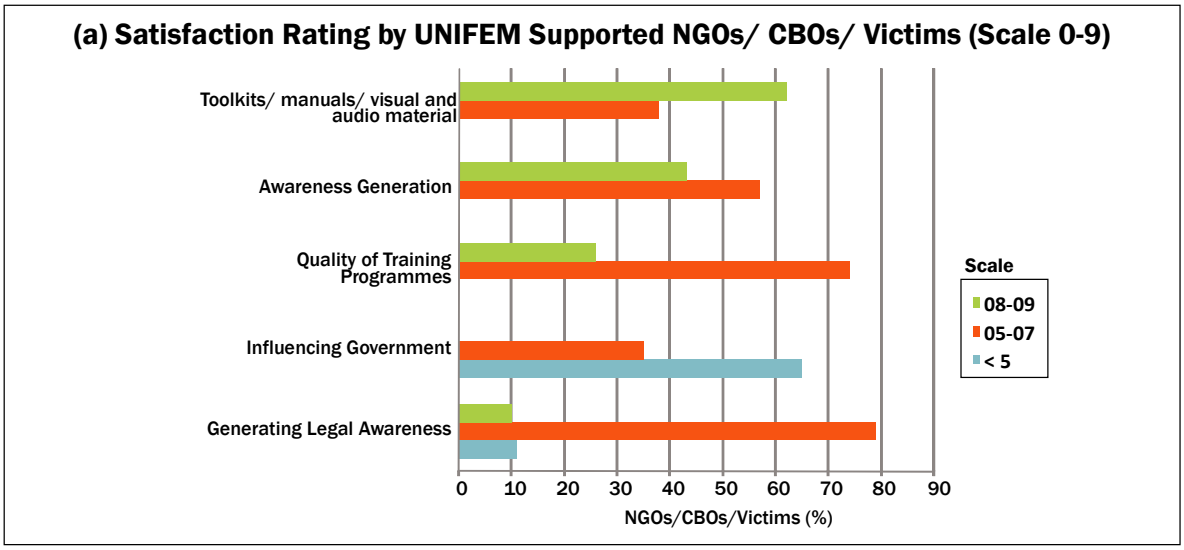
UNIFEM's role has been examined in making the anti-trafficking programme visible influencing policy makers, policy implementers and developing capacities for stakeholders and duty bearers. This was undertaken through the perspectives of the selected respondents during the field visits, through the interviews, telephonic conversations and focused group discussion. The respondents provided a feedback on the following aspects:

- Legal awareness among stakeholders and victims through training programmes.
- Influencing governments to make necessary changes in the legal framework and policy planning for integrated approach of action plans
- Quality of training programmes and capacity building programmes for victims and other duty bearers
- Awareness generation
- Quality of tool kits/ audio/ video and other manuals prepared by UNIFEM/ UNIFEM partners in combating human trafficking

The above selected responses were recorded separately for UNIFEM supported NGOs/ Beneficiaries, other NGOs/ CBO not supported by UNIFEM, experts and other professionals engaged in the work (advocates, teachers, community leaders, jurists) and government officers/institutions (which include currently serving officials, retired officials from relevant ministries/departments, police officers, border security force, etc). A total of 64 respondents

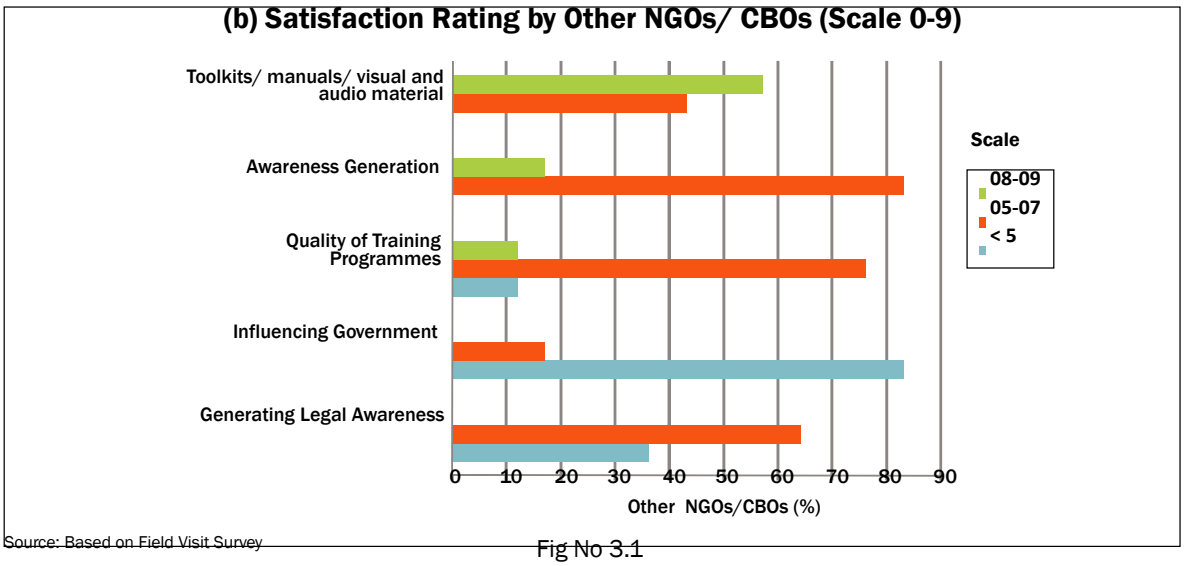
provided their perception on the ratings of UNIFEM interventions (Refer Table 3.4). The respondents were asked to provide a rating in 0-9 scale for the above selected indicators with zero representing the lowest and 9 representing the highest value. A total of 17 respondents did not participate in assigning any rating for the above selected indicators.

The ratings provided by the respondents varied from indicator to indicator. A large proportion of respondents from all the three selected categories gave high rating for preparation of quality toolkits for training and dissemination with stakeholders and beneficiaries (64% respondents gave high rating of 8-9), While preparation of audio/ visual material, creation of general awareness and quality of training programmes for providing capacity building to stakeholders and support to beneficiaries were rated as medium (rating of 5-7) by more than 70% respondents. On the other hand the responses on influencing governments for policy changes was rated as poor (73% gave low rating of less than 5 for influencing governments). As expected a large proportion of UNIFEM supported NGOs gave high rating for quality of tool kits and training programmes. A significant proportion of Government officials/ experts and professions gave high rating for preparation of toolkits, medium rating for awareness generation, quality of training programmes and generating legal awareness and low rating for influencing governments. A significant proportion of NGOs and CBOs not supported by UNIFEM also gave high rating for preparation of toolkits, medium rating for generating general awareness, giving quality training programmes for capacity building and generating legal awareness, while low rating was given to influencing governments (Refer Table 3.5 and Fig 3.1)



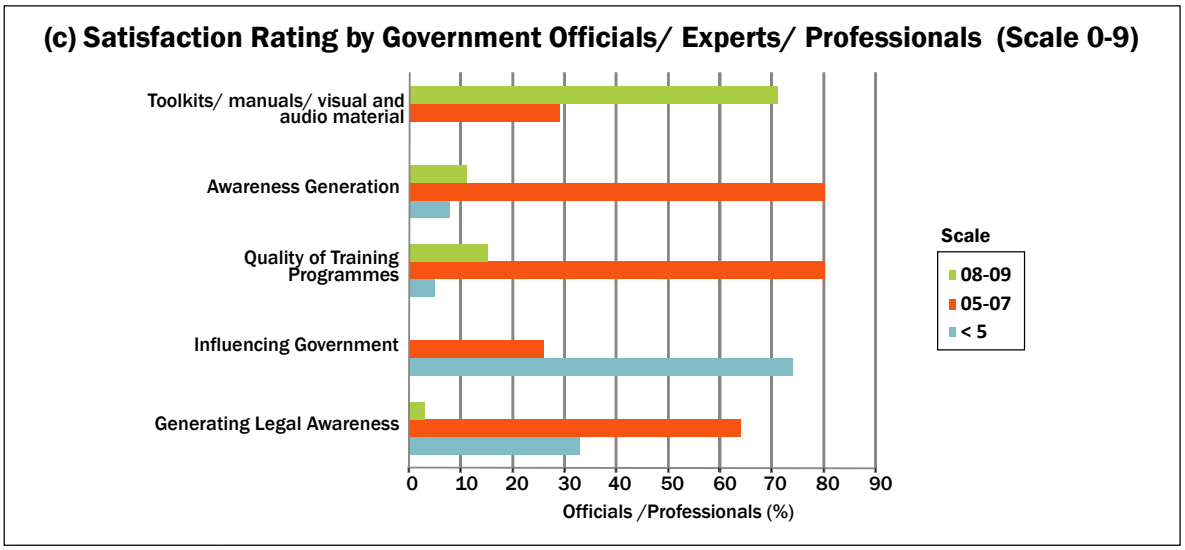
Source: Based on Field Visit Survey

Fig No 3.1



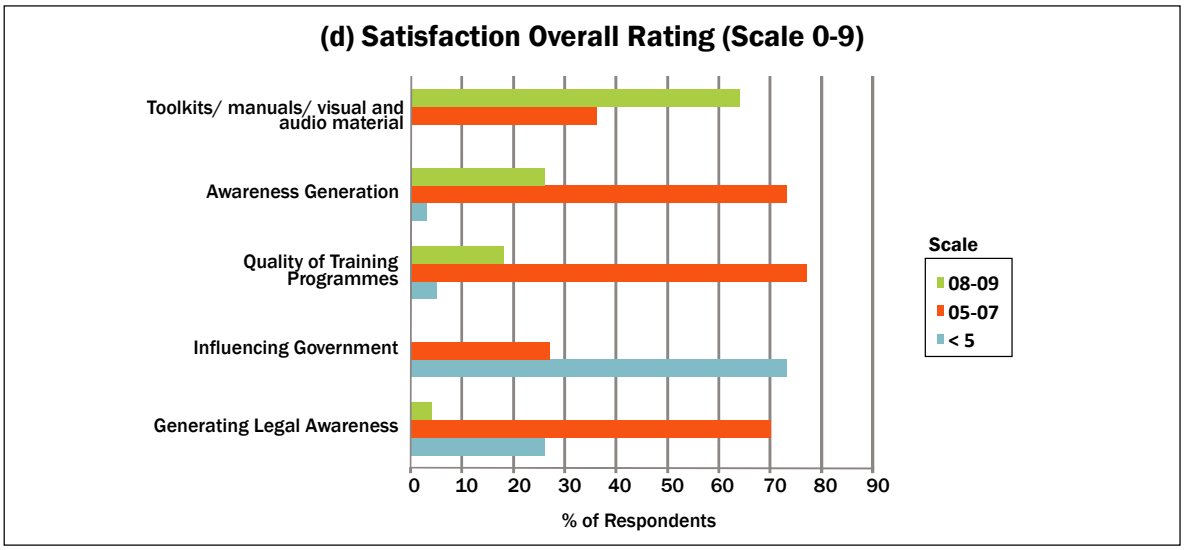
Source: Based on Field Visit Survey

Fig No 3.1



Source: Based on Field Visit Survey

Fig No 3.1



Source: Based on Field Visit Survey

Fig No 3.1

4 Effectiveness

This section addresses the effectiveness of UNIFEM's regional anti-trafficking programme.

Finding 4.1: Progress has been achieved in creating enabling environment towards strengthening political, legal and policy measures to address trafficking of women and children in South Asia.

UNIFEM-supported action research results lead to the understanding of existence of human trafficking especially for sexual exploitation of women and children in South Asia (Refer Annexure 3.1). During 2000 to 2003 several UNIFEM partners in Mumbai, Delhi and Kolkata pressurized local police to conduct raids in the brothels to rescue victims (mostly girls below 18 years of age). 497 raids were conducted in Mumbai and Delhi alone during 1999-2003 under the ITP Act 1986 and Juvenile Justice Act 2000, resulting in the release of 2219 victims.[1] A significant proportion of the released victims were from Nepal and Bangladesh. The repatriation of these foreign nationals was a major issue as their native countries were reluctant to take them back, since they had been trafficked illegally to India and no treaty was in place for their repatriation. The UNIFEM partners and other front runner NGOs for combating trafficking in Nepal, Bangladesh and India pressured governments to understand the gravity of the situation and accept the reality of existence of human trafficking of women and children and devise ways and means to combat trafficking. This culminated into SAARC convention on Prevention and Combating Trafficking in Women and Children for Prostitution in 2002. The FWLD study was an important step towards advocating in the articulation of the SAARC convention. This convention has been ratified by all member states of SAARC, where governments have agreed for safe repatriation of the released victims. India, Nepal and Bangladesh are also signatory to the United Nations Convention on Transnational Organized Crime (UNCTOC) which has as one of its Protocols Prevention, Suppression and Punishment of Trafficking in Persons, particularly Women and Children.

UNIFEM was asked to help in drafting the Standard Operating Procedures (SOP) for the SAARC Convention by Ministry of Woman and Child and Ministry of Home Affairs, GOI. The Regional Task Force is established to implement SAARC Conventions relating to Trafficking in Women and Children and Promotion of Child Welfare. This is especially done through the Ministry of External Affairs and the related Ministries of SAARC member states. The Third Regional Task Force on SAARC held in Simla- 2008, adopted the SOPs for operationalising the Convention. The decisions taken in the SAARC meeting included sharing of best practices, setting up of toll free phone number for use of victims, capacity building and training programmes based on best practices and wherever possible harmonizing national legislation to tackle trafficking.[2]

Over a period of time, the visibility of the issue of human trafficking has increased. It has moved from the periphery of attention of the South Asian governments to the centre through tremendous efforts made by NGOs, Ministries of Home Affairs/ Interior, Women and Child Development/ Gender and Family, Labour, civil society organizations and UN agencies.

India, Nepal and Bangladesh have developed law enforcement infrastructure as well as domestic mechanisms to address the issues of trafficking in persons. Drawing strength from their constitutions, Nepal[3] and Bangladesh[4] ratified new laws to deal with the crimes especially for women and children effectively, where as India prepared several amendments to the existing ITP Act to make these laws in tune with the international commitments especially adopting new trafficking definition and decriminalizing the victims and ensuring that proof of burden of proving innocence is responsibility of traffickers and customers. (Refer Annexure 4.1). In addition directions were provided to law enforcement agencies in India to book cases against traffickers under Section 374 of the IPC, which is a pre-constitutional enactment, punishing the offence of unlawful compulsory labor. Directions were also issued for invoking Sections 372 and 373 of the IPC which is non-bailable, non-compoundable and triable by Court of Session. It provides stringent punishment for selling and buying of minors for purposes of prostitution extending to imprisonment for 10 years and a fine/penalty. UNIFEM project encompassing several interventions on combating sex tourism and pedophilia in Goa, during 2004-2006 was most effective in highlighting the issue of pedophilia

1. Dutta Mondira & Bupinder Zutshi, 2003: Commercial Sexual Exploitation of Women and Children , Situational Analysis,
2. Statement bv Dr. Praveen Kumari Singh, Director MHA and Head of delegation of India at BALI Process, First Ad-hoc Meeting 27-29th July 2009. http://www.baliprocess.net/files/27 29%20July%202009/India.pdf
3. UNIFEM Nepal was part of the process for amending and drafting Human Trafficking Control and Transportation act, 2007
4. The Women and Children Repression Prevention act, 2000 in Bangladesh was amended in 2003. The act prescribes specific penalties for trafficking in women and children with a provision for death sentence or life imprisonment.

activities in Goa. This generated tremendous media coverage and triggered the enactment of the Goa Children's Act, 2003 with amendments in 2005, to promote and protect the best interests of children, including those who are victims of trafficking and commercial sexual exploitation.

The UNIFEM training programmes with police provided insights to the, Ministry of Home, GOI to undertake a joint initiative project with UNODC on "Strengthening the law enforcement response in India against trafficking in persons through training and capacity building".[5] This initiative from 2006 aimed at raising the awareness of law enforcement officers, (i.e., police and prosecutors) on the problem of human trafficking and build their capacity to better investigate and prosecute offenders perpetrating this crime.

The five states selected for the training were Maharashtra, Goa, West Bengal, Andhra Pradesh and Bihar representing source, destination and transit areas for human trafficking. The project developed the Anti-Human Trafficking Unit (AHTU), which are now being replicated by GoI in 50 percent of the districts in India with a budget of about 68 crores.[6] The project has developed several useful products & resources in the form of handbooks, resource materials, ready reckoners, posters, films, training manuals and Standard Operating Procedures for investigation and rescue as well as care and attention of the victims in trafficking cases. Some of theses resources were developed by UNIFEM partners like Save the Children- India, Apne Aap, Child Rights of Goa, etc. Government of India is planning to implement AHTU model to at least 50% of the police districts of the country and at the same time utilize the excellent training resource material and SOPs under the proposed centrally sponsored scheme for TOT and AHTU.

Over a period of time, the understanding and visibility of the issue of human trafficking has increased. It has moved from the periphery of attention of the South Asian governments to the centre because of the combined synergy made by UNIFEM supported NGOs, Ministries of Home Affairs/ Interior, Women and Child Development/ Gender and Family, Labor, Civil Society Organizations, NHRC and UN agencies including UNIFEM. This shift in focus has led to strengthening of political, legal and policy environment for initiating anti-trafficking measures at various levels. The national governments have shown the commitment and leadership in addressing the problem of human trafficking (Refer Annexure 2.2).

Finding 4.2: Consulted stakeholders agree that UNIFEM led advocacy efforts pushed the need for national and state plans, but credit can not be attributed to UNIFEM alone, as there were other active stakeholders

India is on the anvil of adopting an Integrated National Plan of Action to Prevent and Combat Trafficking in Human Beings especially Women and Children which had already been drafted after wide ranging consultations with multi-stakeholders including UNIFEM partners. The integrated national plan of action is comprehensive action plan addressing the issues of prevention, protection, prosecution and rehabilitation. The Central Advisory Committee of the Ministry of Women and Child Development was constituted to discuss major issues and strategies for preventing and combating trafficking of women and children. The advisory committee includes members from NGOs and UN agencies like UNICEF and UNIFEM. The committee meets on a quarterly basis.

Nepal came out with BPfA National Plan of Action and CEDAW Plan of Action to fulfill country's international and national commitments. These are in the implementation process. However, lack of resources is a major challenge in effective implementation of plan. UNIFEM supported MWCSW in institutionalizing the office of the National rapporteur at the National Human Rights Commission.

Selected stakeholders broadly agreed that UNIFEM partners helped in devising the state plans for Goa, Maharastra and Bihar. Post ratification of Goa Children's Act 2003 along with its amendments in 2005, several NGOs including Child Rights of Goa and the Salgaocar College of Law (UNIFEM partners in Goa) were consulted by Goa government to frame operating procedures for operationalising the Goa Children's Act. An integrated national plan to combat sexual trafficking and pedophilia was prepared by Goa government. The plan envisaged duties and responsibilities of government departments, especially Women and Child, Education, Tourism, Transport, Home, Prosecution etc. The coordinating committee included members from UNIFEM partners, civil society and professional experts. Some of the interventions of UNIFEM partners increased capacities of government officials by providing capacity build training and awareness like ; Child empowerment and protection programme, Combating trafficking and sex

5. Based on interview with UNODC officials, New Delhi
6. Based on interview with MoH, GoI official, New Delhi

tourism in Goa through intervention in tourism department, promoting collaborations for responsibilities in tourism, social mobilization package to combat trafficking and child sex tourism, Creating Positive partnership: Goa state convention on combating trafficking & violence against women & children , Inclusion & empowerment of anganwadi workers in reducing vulnerability of women & children in Goa. Several government circulars were issued strengthening the law enforcement machinery in Goa.

Similarly Maharastra government was sensitized by Prerna, Apne Aap and Save the Children-India (UNIFEM partners in Maharastra) to develop state action plan for combating commercial exploitation of women and children (Refer Annexure 4.2). Discussion with state officials indicated that trainings and capacity building workshops organized by Save the Children – India, Prerna and Apne Aap helped officials to change the mindsets of officers of viewing victims as culprits. Rules of the ratified ITP act 1986 were framed in Maharastra in 2009. Fast track courts were operationalised in Mumbai to bring traffickers and other trafficking nets under the purview of existing laws of the state especially the Bombay Police Act and the ITP Act. Police were trained not to invoke ITP section 8 and 20, which criminalized victims. Training conducted by Save the Children-India for police and prosecutors helped the police to sparingly use ITP section 8 and 20.

Similarly the activities of ATSEC-Bihar especially the awareness of inter-faith leaders and other NGOs who have been working on anti-trafficking issues (like BBA etc) sensitized the government to prepare a state Action Plan (ASTITVA in 2008). The plan is an integrated programme of action against trafficking especially inter-state trafficking from Bihar due to force labor and fraudulent marriages.

However UNIFEM alone can not be credited for facilitating the process of preparing state action plans as other actors were also involved in raising the issues with state governments. Our discussion with several stakeholders in the three countries suggests that there are numerous instances in which UNIFEM has influenced to create enabling conditions for developing state plans in Goa, Maharastra, Andhra Pradesh and Bihar and also in Nepal.

Finding 4.3: UNIFEM has a comparative advantage in addressing issues of trafficking in women and children, but this has not been effectively utilized

The conceptual framework for UNIFEM is based on its mandate and role within the UN system on women's empowerment, gender equality and eliminating violence against women. This gives a clear edge and comparative advantage to UNIFEM to put women's issues in the forefront and share their knowledge/ technical support with governments and civil society for ensuring women's human rights and safe livelihood opportunities. The understanding through the research on human trafficking conducted in South Asia during 2000-2004 with UNIFEM support, indicated that violence against women and girls persists in South Asia, because of structural gender inequality and discrimination. It also brought into limelight that a significant number of women are trafficked and sexually exploited throughout the region. UNIFEM has an advantage in comparison to other UN agencies for advocating policies, preparing institutional frameworks and in mobilizing resources for gender equality and empowerment of women, which constitute nearly half of the population in the region. Majority of these women belong to the marginalized sections politically, socially and economically. Moreover UNIFEM is the only UN agency with a mandate exclusively devoted for women's empowerment and equality.

UNIFEM's Multi-Year Funding Framework (MYFF) System[7] and inter-agency work underway in the context of UN reform, especially on new gender architecture provides an account of the comparative advantages, roles and complementarities available with other operational UN agencies working in this field, particularly UNDP, UNFPA, UN-HABITAT and UNICEF.

Addressing human trafficking was considered by UNIFEM as the key concern in combating 'Violence against Women' (VAW) in South Asia. The magnitude of trafficking in women and girls constitute a significant proportion of overall human trafficking in South Asia. Moreover human trafficking has been the worst form of violence against women and children especially due to the indifferent attitude of governments and society at large till 2000.[8]

Although UNIFEM had the comparative advantage and the opportunity to engage in advocacy with governments especially in the SAARC forums where women's ministries and officials participated in biennial meetings held in

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7. Universalia. 2007. Evaluation of UNIFEM's Multi-Year Funding Framework (MYFF) System: Final Evaluation Report
8. The country studies sponsored by UNIFEM in India, Nepal and Sri- Lanka pointed out that a significant number of trafficked victims are women and girls, especially in adolescent age groups and these girls and women are sexually exploited leading to serious erosion of their basic human rights.

Delhi, Kathmandu, Maldives, Dacca and Bhutan, the same has not been effectively utilized. Discussion with government officials and other stakeholders indicate that UNIFEM did not use its comparative advantage effectively of acting as a bridge or convenor to influence governments in the implementation of SAARC convention of trafficking in women and children. Little progress has been made in developing anti-trafficking tracking indicators as part of UNIFEM – SAARC gender data base. It provided its technical expertise on capacity building support to government officials in a limited way as only 9 percent (Refer Table III.3) of the total activities were done for government officials and the government institutions. Moreover the results of such advocacy efforts did not lead to any concrete changes in the bi-lateral and multi-lateral agreements.

Hence the comparative advantage of influencing government and creating a bridge between government and civil society was inadequately utilized. Discussions with relevant NGOs revealed that UNIFEM did not provide many opportunities for sharing and learning among the NGO partners in these forums. UNIFEM did not facilitate in providing a platform to all the partner organizations in sharing their expertise and good practices with other NGOs.

National governments except for Nepal have not fully attested the visibility of UNIFEM's role in extending necessary technical support for addressing issues on human trafficking. Similarly, direct coordination with state governments was missing as several state governments were informed about the interventions only through UNIFEM partners. The Ministry of Women and Child Development (GOI) and Department of Women and Child in Goa and Bihar were not aware about UNIFEM's support to NGO partners in these states. State governments felt that they should act as informed nodal agency, so that overlapping and duplicacy of activities and interventions are avoided in the field areas. However, according to a senior official in the Ministry of Women and Child Development, important meeting outcomes have been shared with the Ministry.

UNIFEM was to take a lead in facilitating the process of addressing trafficking through a joint action plan of operation that is complementary to each UN agency based on their comparative advantages.[9] However little efforts seem to have been made for such a coordination as field visits and discussions with relevant stakeholders indicated that the same target groups were provided support by different UN agencies. Moreover technical expertise of other UN agencies has been sparingly used in providing training to the stakeholders. The pledge to joint fund raising with other UN agencies for combating human trafficking has also not made progress. The consultants did not come across with any such initiatives and documentary evidences where fund raising was jointly undertaken by UN organizations.

Coordination with other UN organizations also seems to be rather limited. For example, ILO felt that the current human trafficking convention of SAARC is narrow and does not cover forced labour which is the major mandate of ILO. Coordination with UNDP on TAHA project (Prevention of trafficking / HIV-AIDS of women and children) is also weak as same target groups are supported in the field by different UN agencies. Convergence/Consensus on scope and roles of various UN agencies in addressing human trafficking is lacking.[10]

Finding 4.4: Rights Based Appreciative Programme (RBAP) undertaken by UNIFEM was found effective and useful

UNIFEM organized the following RBAP workshops for the benefit of stakeholder to translate international commitments into action. The programmes involved various stakeholders as duty-bearers and rights holders through broad-based participation of civil society. These workshops had coordinated participation of partners addressing the factors responsible for trafficking of women and children (Refer Table 4.1).

The RBAP approach combines Human Rights Based Approach to Programming (HRBAP) with appreciative inquiry. While the HRBAP upholds the human rights principle of universality and non-discrimination through principles of participation of all key stakeholders involved in the anti-trafficking scenario, the focus of this process is to facilitate development of capacity of claim holders (trafficking survivors) to claim their rights and duty bearers (implementers) to fulfill their obligations.

A field visit discussion with 18 beneficiaries of the RBAP was held to examine the effectiveness of the workshops. The 18 respondents (representing government officials, media, advocates, NGOs, Community leaders, Inter-faith

9. UNIFEM Programme on Anti-Trafficking 2006-2008. Improving Protection of Women's and Girls' Human Rights towards the prevention of trafficking.
10. Based on interview with ILO officials, New Delhi

religious members) were asked to rate the programme content and quality in (0-9 scale) of the RBAP workshops organized by UNIFEM. The results were encouraging as programme content was rated very high (8-9) by 72% respondents and programme quality was rated very high by 43% respondents. The over all rating of the RBAP programme shows 44% of the respondents giving very high rating (Ref Table 4.2).

The qualitative feedback on the Workshop from Partners (Participants) were as follows:

- "I got an opportunity to learn more about HRBAP. It will help me towards achieving a positive change in me and my area", FINAL EVALUATION RBAP Workshop, Dehradun, September, 2005.
- "This workshop taught me to dream and have a vision and then move ahead and achieve all this practically in the most efficient manner", FINAL EVALUATION RBAP Workshop, Chandigarh, December, 2005
- "I have acquired a variety of knowledge that will help me in project implementation". FINAL EVALUATION RBAP Workshop, Kalimpong, April, 2006
- "Combining RBAP with advocacy would have very good impact", FINAL EVALUATION RBAP Workshop, Kushinagar, July, 2006
- "Certainly the workshop will lead to an increase in human rights based understanding, knowledge and efficiency." FINAL EVALUATION RBAP Workshop, Varanasi, July, 2006.

The expert who had conducted the Rights Based workshop was of the opinion that the participants of the programme were not chosen appropriately as senior people of partner organizations and government officials were few. The verification and validation of their understanding of the Action Plan was not carried forward at the end of the workshop.

Finding 4.5: Vigilance Committees in programme intervention areas were found to be effective in countering cross border trafficking along Indo-Nepal and Indo-Bangladesh

During first and second phase of UNIFEM anti-trafficking programme, border vigilance was strengthened through developing civil vigilance committees in the border areas to prevent cross border trafficking of women and children. During the field visit an in depth study of the effectiveness of vigilance committees at Jogbani in Bihar, Sanauli in Uttarpradesh, Petropole in West Bengal, Dawki in Meghalaya, Umkren in Assam, Jhapa in Nepal and Rajshahi in Bangladesh was undertaken. The total members of each vigilance committee varied from 8 to 20 members.

The members include adolescent girls and boys, government officers, rickshaw pullers, shopkeepers, local teachers, PRI and mothers' committee groups. The committee members have opened stalls/shops/room at the border areas, where the committee members scan the movement of people from one country to another country. The committee members are in constant touch with the police post of Nepal/ Bangladesh/ India. Any suspicious movement of adolescent boys and girls is monitored and reported to the police post/NGO partners. Information collected from the suspicious persons is registered and verified. Counseling on safe migration travel documents is also given to the suspicious persons.

In the border areas village surveys were conducted to identify missing girls and potential trafficking cases. Parents are informed about the methods adopted by traffickers deceiving parents by giving false promises on marriages/ job opportunities. Community awareness is created to ensure that all marriages take place after proper scrutiny of the groom and his whereabouts in the presence of community members. Local teachers are involved, so that potential boys and girls are made aware of the methods of traffickers. Specific help is sought from local railway staff, transporters, shopkeepers and rickshaw pullers to identify suspicious movement of youths, unknown faces from India, Nepal and Bangladesh borders. NGO networks across the border are developed to receive information of suspicious trafficking movements across the border. During the field visit the following suspicious cases were scrutinized and reported for further enquiry by the border police (Ref Table 4.3).

A total of 35 respondents (which include village heads, elected representatives, local shopkeepers, staff from railways, transport services, local shopkeepers and other NGOs not associated with vigilance) from the seven selected border points were asked to rate the border vigilance surveillance undertaken by the vigilance committees in terms of providing awareness and effectiveness in controlling cross border trafficking. The results of the short survey were encouraging and a high rating was provided for community awareness (80% gave 8-9 rate). In terms of effectiveness in controlling cross border trafficking 65% gave a rate of 8-9. Although discussions with the respondents indicated that cross border movement still takes place through other points in the border areas, but they were happy with the effectiveness of the vigilance committee in providing awareness to the villages. They

were of the opinion that creating awareness in the supply areas would be more effective than keeping mere vigilance at few border points.

Finding 4.6: The legal aid support provided by UNIFEM partners was not accessible to all sections of the vulnerable women

UNIFEM supported programmes provided legal aid to the rescued victims in Mumbai, Delhi, Kolkata, Goa and Hyderabad during the second phase. The legal cells developed by UNIFEM partners in Goa have been active even after the completion of the project two years back. Needy women have sought legal support through these legal cells. V.M. Salgaoncar College of Law, Goa assist the people in 25 villages to get their rights on a regular basis. Similarly rescued victims from brothels who stay in the government/ NGO run shelter homes are provided legal support to seek stringent punishment for the traffickers.

> *Network/ Coalition emerges because of sensitive thinking, common identity, common faces..."*
>
> Mahua Chaudhary, NCAT

Normally after the rescue of the victim, very few traffickers are punished as quality legal support is not available. Six programmes were conducted by UNIFEM to provide legal support to duty bearer (District level judiciary, police, BSF, DSW officers, medical experts, PRI members, vigilance groups, mahila samities, anganwadi workers.) Some of the programmes covered during the survey were as follows:

- Socio-legal aid research programme by SLARTC in West Bengal for District level judiciary, police, BSF, DSW officers, medical experts, PRI members, vigilance groups, mahila samities and anganwadi workers.
- Improving access to legal aid as part of building an integrated approach to reduce vulnerability of women & children to sex tourism & trafficking in Goa by Salgoacar College.
- Domestic Workers Counseling in Mumbai

Legal Cells in Goa operate every Saturday for the local people consisting mainly of migrant women population. Migrant women laborers in Mumbai are provided regular legal aid to seek their due entitlements especially regular wages and appropriate working condition. However the effectiveness of the legal cells beyond providing legal aid to victims in shelter home by Prerna, Apne Aap, Sanlaap, Stop has not been found effective. Few selected cases referred by NGOs like BNWLA, Prajwala, Apne Aap and Prerna have received very positive support and legal redressal in seeking stringent punishment for the traffickers.

Discussion with women indicate that seeking support from the legal aid cells have not been effective. 23 respondents located in Goa, West Bengal, Bihar, Mumbai and Delhi were asked to rate the effectiveness of these Legal aid, but 75% of these (17) respondents were not satisfied with the legal aid. Although one of the strategies of the UNIFEM anti-trafficking programme was to strengthen the government legal aid structures in the states of India but very few partners were selected for building capacity towards developing the legal aid services for the vulnerable lot except in Goa.

Finding 4.7: Knowledge Products and Resource Material developed by UNIFEM partners were found satisfactory by the stakeholders and beneficiaries

The project has developed several useful knowledge products and resources in the form of handbooks, CDs, resource materials, ready reckoners, posters, films, training manuals and Standard Operating Procedures for investigation and rescue as well as care and attention post rescue of the victims. Some of the knowledge products developed are referred in Annexure 4.3.

A total of 45 respondents (representing NGOs, government officials, Police, Prosecutors, Victims, Vulnerable groups, inter-faith religious groups, media, community leaders, local people, potential victims) during the field visits were asked to give ratings for usefulness-effectiveness and dissemination - effectiveness about the knowledge products/resource material. The results derived from the respondents' perception have been positive. About 92 % respondents rated the knowledge products developed to be qualitatively good (8-9) and effective to convey the major themes of combating trafficking. The dissemination of the knowledge products did not seem to be as effective as only 19% rated it high. A low rating (< 5) was allotted by 23% of the respondents and 58% rated it as medium (5-7).

Finding 4.8: UNIFEM has created the necessary base for information, lobbying and coalition development mechanism for generating awareness, advocacy and networking against trafficking

A substantial part of the UNIFEM activities were for generating awareness in the source, demand and route areas (Refer Table 3.2). There is an increase in awareness in the border areas due to campaigns for awareness generation by partner NGOs. Some of the activities undertaken for awareness generation were as follows:

- 4000 Kilometer March along Indo-Bangladesh and Indo-Nepal border in 2008
- Intervention to combat trafficking via involvement of inter-faith religious leaders in Bangladesh, India & Nepal
- Supporting women and children in vulnerable circumstances: Nirbhaya
- Community-based sensitization programme on prevention of trafficking at the Indo-Nepal cross border zone.

UNIFEM partners highlighted the issue of trafficking during these campaigns and involved mass media for a wider coverage. Mahua Chaudhary of National Media Coalition against Trafficking (NCAT) acknowledged the support of UNIFEM during the second phase and stated that "five years ago people hardly knew what trafficking was. But today situation is different. The media network coalition work together creating mass awareness about trafficking of women and children. UNIFEM supported Maiti Nepal to hold a meeting in 2002 for the Parliamentarians. This was attended by 200 members of Nepal Parliament including the Prime Minister and they expressed their support towards the anti-trafficking measures. The parliamentarians meet led to the redrafting of the Human Trafficking Control Act 1986, which did not cover the human rights of the women and children effectively. The act was finally ratified in 2007.[11] UNIFEM supported building of networks and coalitions at various levels, such as NNAGT, (Cross Border Anti-Trafficking Network) CBATN, Vimukthi, SAFAHT and SAPAT which provided a platform for a wide range of stakeholders and strengthened the voice against human trafficking.

Inter-Faith Religious Priest Forums (IRPF) was formed in India with partnership comprising the organizations like; CNI, IRPF, groups from the North Eastern states including Sikkim, ATSEC India, Manav Seva Sanstha, ATSEC UP, ATSEC Orissa, and ATSEC Uttaranchal. A state level religious forum was established in Bihar to facilitate integration of faith based organization and individuals to address jointly the issue of trafficking. This resulted in sensitizing religious leaders, gurus, priests and tribal religious leaders on the issues of gender based abuse & violence and trafficking.[12]

Four resource centers were proposed to develop for creating knowledge base for further research on human trafficking issues. The South Asia anti-trafficking Resource Center was established to prepare baseline studies on trafficking in high risk areas in Gujarat, Rajasthan, Kolkata, Ranchi, and Orissa. However there is no information as to whether the baseline studies were conducted. The evaluators have no information as to the effectiveness and functionality of the Resource Center at CENWOR, Colombo. The Resource Center, ATSEC (Action Against Trafficking and Sexual Exploitation of Children), Dhaka is under utilized. The Resource Center at NNAGT (National Network Against Girls' Trafficking), Kathmandu have a better accessibility of the material, the Resource Center managers have been trained to use LIBSYS. However the LIBSYS system was found non-functional during the visit to the field by the consultants to Resource Center in Kathmandu. The Resource Center at UNIFEM SARO office seems to be under utilized and not accessible to the partner NGOs.

Websites have been developed by partner NGOs to share information and other data sources. Based on the respondents' perception there seems to have been an increase in the level of understanding and knowledge among the railway staff in border areas (Jogwani, Guwahati, Pune, Mumbai), religious leaders (especially in Goa, Bihar, Nepal), police (AP, Goa, Maharashtra, Delhi, WB, Nepal), mass media , PRIs (Bihar, WB) Civil Society Organizations, and communities. Throughout the border areas with Nepal and Bangladesh civil vigilance committees have been formed (Bangladesh-13, North East-14, WB-22, Bihar-16, Nepal-10, UP-6)[13] where girls and women are actively participating to counter dubious means of traffickers like fraud marriages and false promise of providing better job opportunities. Four UNIFEM partners in India and Bangladesh have inculcated the requirement of maintaining social registers under Panchayati Raj System/Other Community Systems for monitoring of marriages, migration and identifying trafficking cases in source areas.[14] UNIFEM partners have used

11. Human Trafficking Control and Transportation Act, 2007
12. India Country Report by Ministry of Women and Child Development and UNODC presented in World Congress III Against Sexual Exploitation of Children and Adolescents (Rio de Janeiro, Brazil, November 2008)
13. Based on Field Visit and discussion with UNIFEM partner organization
14.. Field Visit show two villages in Araria, one village in West Bengal and one village in Rajshahi, Bangladesh managed these reTagisters

several methods like films, interactive materials, calendars, puppet shows, nukkad nataks and Marches for creating effective awareness. There was ample evidence in the field areas suggesting that UNIFEM partners had created awareness on human trafficking issues.

Finding 4.9: Programme monitoring was in place, but not satisfactory and effective.

The programme performance measurement (M&E) framework aimed at assessing the progress and results of UNIFEM programme and provide UNIFEM with indications of quality, quantity and timeliness of progress towards delivering intended results. The performance measurement framework included monitoring mechanisms (TAGSA, Annual Review Committee), reporting formats and periodicity (half yearly and annual) and validation instruments (field visits, audit, evaluation). Programme management had to monitor partners' activities against framework indicators and expenditure against project budget. As per discussion with UNIFEM, half yearly narrative progress reports as well as financial reports were submitted to UNIFEM by the partner organisations, but the same were not shared with the consultants. The consultants do not have any information whether half yearly donor reports were submitted to the US State Department or not.

The project proposal also discusses about creating an Annual Review Committee. No information was made available about the formation of Annual Review Committee, membership, committee meetings and decisions thereof. It is therefore difficult to comment on efficiency and effectiveness of this body.

Monitoring also involves establishing baseline data before the launch of the project. The results of the project are evaluated against the baseline data. In majority of the cases, baseline data was not made available. Only 8% of the partners shared baseline data with the evaluators. There was no feedback from UNIFEM on availability of baseline data. Also in most of the cases, the log frame and project completion reports were not shared.

An external consultant was hired to conduct training of partners in Result Based Appreciative Programming (RBAP). There were a total of seven RBAP workshops that took place during September, 2005-December, 2006 with participants from UNIFEM partner NGOs (Refer Table 4.1). Except in Dehradun, Varanasi and Kadiri, hardly any senior officials from participating organizations attended the workshops.

The finance staff from UNIFEM organized training of partner NGOs in financial management and reporting in different regions. Similarly training programmes were conducted for staff and partners in RBM and HRBA. These trainings were carried out with an objective to build capacities and allow effective programme and financial management (Refer Annexure 4.4). Discussions with UNIFEM indicated that reports, especially financial reports submitted by the NGO partners did not often meet the reporting requirements (compliance with given time frame and format) raising doubts over the effectiveness of trainings imparted. There was feedback that partners required further capacity building on financial Management.

An analysis of the mission reports made available to the evaluators, indicate that there was a mismatch in the monitoring of the programme as all areas under UNIFEM programmes were not intensely covered for monitoring. Moreover the intensity of visits was less in areas of concentration of programmes and activities. It may be mentioned that Nepal had very few programmes, but majority of the visits were carried out in Nepal during the second phase. Similarly majority of visits in India were for West Bengal and Goa in the second phase. The reports were submitted by the staff members on completion of missions in the prescribed formats and suggested measures for follow up. The quality of reports seemed to be satisfactory.

The analysis indicates that 14 visits were conducted for attending meetings and 1 visit for attending workshop by UNIFEM staff in India, while 10 visits for attending meetings and 3 visits for attending workshops was conducted outside India during the first phase (2000- 2005). Most of the visits for monitoring in India during the first phase was conducted in Kolkata (4 meetings), Mumbai (4 meetings) and Uttarakhand (2 meetings) while one meeting each were attended at Bihar, Goa, Karnataka and Uttar Pradesh. The only workshop attended during this phase in India was in Hyderabad. The mission visits outside India during first phase were 3 for Thailand, 2 each for Cambodia and Sri Lanka, and one each for China, Nepal and Bangladesh, while one workshop each was attended at Cambodia, Nepal and Bangladesh (Refer Table 4.4).

During the second phase (2006-2009) 54 meetings, 15 workshops and 7 training sessions were attended in India by the UNIFEM staff. In case of India 11 meetings were attended in West Bengal, followed by 8 in Delhi, 7 in Goa, 4 each in Maharastra and Rajasthan, 3 each in Karnataka and Uttar Pradesh and 2 each in Assam and Andhra

Pradesh. Workshops in India were attended at West Bengal (4), Bihar (3), Jharkhand (2), Maharastra (2), Goa (1) and Orissa (1). Training sessions were attended mostly in West Bengal (3) and one each in Andhra Pradesh, Goa, Delhi and Uttar Pradesh.

As regards meetings held outside India during the second phase (2006-09), there were a total of 21 meetings, one workshop and one training session. A total of 15 meetings were attended in Nepal and one meeting each in Japan, Malaysia, Thailand, Switzerland, Austria and Bangladesh.[15]

15. The mission reports are about duty trips by the staff. It is not necessarily for monitoring

5 Efficiency

Finding 5.1: UNIFEM's organizational structure, managerial support and coordination mechanisms were not very effective in supporting the delivery of the programme

UNIFEM's programme management team[1] was responsible to plan, administer and monitor the regional anti-trafficking programme. In phase two, USAID sub-contracted the management and monitoring of the programme to UNIFEM as their technical partner. The team was also responsible for coordination and communication with partner organizations and provide necessary technical and managerial support to them.

Majority of respondents from UNIFEM partners, who were interviewed during evaluation complained about weak focal points, poor communication and lack of programme support and monitoring from UNIFEM. Various programme advisory and monitoring bodies proposed in the proposal were either not established or were non-functional. The Technical Advisory Group for South Asia (TAGSA) was formed through a consultative process involving both UNIFEM and USAID, with an objective to advise the programme on conceptual and technical matters. The feedback received indicates that TAGSA was functional during the period 2000-2004 only. However, UNIFEM SARO could not share details about the meetings held and decisions/outcomes thereof during 2000-04 and as to why TAGSA stopped functioning after 2004.

Comments on UNIFEM from Respondents

- *~~Un~~IFEM has not been a regular communicator*
- *~~Un~~IFEM helped us to understand the miseries of trafficking. Now we are all alert*
- *~~Un~~fortunately it could not coordinate with all the actors*
- *~~Un~~IFEM always thought of programmes. Never thought of their sustainability*
- *~~Un~~IFEM has brought life into the vigilance committees*
- *~~The~~re is no consistency in the continuity of UNIFEM programme. Sometimes its on inter-religious faith based programme but abruptly it gets changed to single women programme*

An annual Review Committee was also supposed to be formed. UNIFEM SARO did not share details about the formation of Annual Review Committee, its membership, committee meetings and decisions thereof. In the absence of any information, it is difficult to comment on efficiency and effectiveness of these bodies.

Partner organizations informed that there was lack of clarity on management structure, line of reporting in UNIFEM and relationship between UNIFEM head quarter and SARO. They did not have any clue about whom to approach in case there was no response from an official. There was lack of clarity on systems and procedures according to respondents. Frequent changes in reporting requirements were also informed. These changes were not supported by required orientation/training.

Most of the respondents in India, Nepal and Bangladesh shared that, communication from UNIFEM was lacking. During the field visit, the evaluators found the LIBSYS system in Nepal Resource Center non-functional. Upon questioning it was informed that UNIFEM SARO did not respond to the communications sent over the last six months. However according to a former senior UNIFEM official, there was lack of staff resulting in delayed communication. The official stated, "If a staff member went on a field visit, the communication would pile up."

Partners mentioned that they were at times not informed about UNIFEM activities. As a result opportunities for sharing and learning were deprived. About 27% of the UNIFEM partners interviewed were not satisfied with effectiveness, timeliness and quality of managerial support received from UNIFEM. The evaluators found an instance where the partner representative could not attend an important meeting abroad due to delayed communication. Another respondent complained about the abrupt changing in the nature of UNIFEM's programme focus from anti-trafficking measures to single women leading to a disruption in the implementation of the programme.

In Bangladesh the UNIFEM office is less than 3 years old. Prior to that all the work initiated were being coordinated by the regional office. Bangladesh UNIFEM office was not in a position to provide any single documentation or concerned literature for any of the project activities being undertaken in the field with UNIFEM support. There was no record/report/publication whatsoever available in the office. The evaluators were advised to contact the regional office for the same. The UNIFEM country office in Bangladesh does not seem to have developed the link with the government, partner organizations and other stakeholders.

1. Figure number 2.2 and details under section 2.5 in chapter 2

Finding 5.2: Human Resource employed for the interventions/activities had requisite capacity, skills with required gender balance

Feedback received from a limited number (14) of organizations and review of their project proposals/reports showed that gender balance among the staff was maintained with 75 to 80 percent of them being women. In some of the organizations such as Prerna, Save the Children-India, Child Rights of Goa, Saanlap, Bhoruka Public Welfare Trust, STOP, Prajwala, Bhumika Vihar, Ankuram, Impulse, ACD, Maiti Nepal evaluators had the opportunity to meet and interact with the staff which suggest that the human resource employed for the project were qualified and technically sound.[2]

In the case of capacity building for survivor victims, professional staff from reputed/branded companies such as Tata Consultancy Services, Taj Group of Hotels, NIFT, NIIT, were arranged for imparting vocational skills. The Traffic Police have also been involved in training of victim survivals and had employed them as Traffic Police assistants. Two experts on psycho-socio therapy from abroad were hired to provide training to the local staff for dealing with cases of trauma and mental stress. Former trafficked victims were also trained to take care of children of victims. The evaluators could meet with some of them during their visits to Hyderabad, Kolkata, Mumbai, Shakti Shalini, North East and ACD-Bangladesh. In Nepal, the survivor victims started the organization called Shakti Samuha and are now running it on their own. Similarly staff selected at border areas for vigilance Committee were trained and qualified to identify potential trafficking cases.

This assessment is only for those projects which are currently continuing with their programme. It was difficult for the evaluators to judge the capacity and skills of human resources utilized on all the projects as most of the projects were either over since several months/years back or the project staff had left or relocated.

Finding 5.3: Financial allocations were Goa Centric in the first phase while the second phase covered more areas.

A research study on psycho counselling parameters of rescued victims conducted by Swanchetna has not been disseminated either through workshops or through publication

This analysis is on the basis of the ToR details of partner organizations, which were made available under two phases. These are (2000 to 2005) and (2006 to 2009). It may be mentioned that the ToRs made available to the consultants for the period (2000-2005) provided information for only 328602 USD and for the period (2006-2009) provided information for 2481813 USD. This accounts for a total of 2810415 USD. The information for the balance amount (5989585 USD) was not available. Moreover 13 ToRs out of 83 did not provide any information on fund allocation. Seven ToRs of India did not mention the project period. The activitywise allocation and utilization of funds was also not made available. Therefore the evaluators could not assess the effectiveness of resource utilization activitywise.

The present analysis will be on the basis of information made available to the consultants, which consists of 70 ToRs. Figure No V.1 shows the distribution of grants for the two phases. The proportion of funding has been higher in the second phase. As is evident from the figure, most of the NGO partners received a grant less than 25000 USD in the first phase while the second phase shows most of the NGOs receiving a grant more than 25000 USD. One of the NGOs had received more than 300000 USD, 22 partners received a grant of 50000 to 100,000USD while 13 NGOs received 25000 to 50000 USD.

ATSEC Bihar stated that a documentary film was prepared and there is no evidence as to whether it was submitted or even shared amongst the stakeholders.

As regards the spatial allocation of funds, Goa received significant priority in the first phase (2000-2005) where UNIFEM programme strategy was focused against sex tourism and pedophilia.[3] While Goa received 50% allocation of grants amounting to 164,860 USD, Nepal's share was 20%, Bangladesh received 7% and Sri Lanka's share was 5% (Refer Fig 5.2).

In the second phase (2006-2009), the focus was mainly on India.[4] The multi-states programme interventions

2. These organizations are carrying forward the same projects with support from self/other donors. However the staff quality could not be assessed in other projects as the project staff were not available
3. The funds were provided by USAID for combating sex tourism and pedophilia in Goa
4. The grant from US State department was for India under the President's special initiative

received priorities and fund allocation (USD 472,988 or 19%). Delhi (15%), West Bengal (12%), Goa (12%) and Andhra Pradesh (8%) were the other major recipients of the fund. These states fall in the source, route or demand areas of trafficking. Bangladesh received just 1% of the total grants. It is thus implied that while the first phase was Goa centric the second phase had comparatively covered more areas (Refer Fig 5.3).

6 Outcomes and Impact

Developing programme framework is critical to understand the project design as to how inputs and activities will result in outputs to be delivered, and how the project designers believe these outputs will, in turn, result in desired outcomes and impacts. While monitoring tracks change and evaluation focuses on the outcomes and impacts achieved, it is often seen that impacts take a long time, sometime beyond the project period and may not easy to measure them effectively. Impact evaluations assess the net effect of a program by comparing program outcomes with baselines or in case of no baselines with an estimate of what would have happened in the absence of the program.

The impacts could be symbolic, procedimental/procedural and political/result oriented. Achieving political impact requires continuous perseverance. The present evaluation seeks to assess the outcomes and impact (symbolic, procedimental and Outcome/ Impact) of the identified goals of UNIFEM towards combating human trafficking.

Finding 6.1: Regional Cooperation and linkages on anti-trafficking measures have made marginal progress

Considering the trans-national context of human trafficking and in particular sexual exploitation of women and children, UNIFEM's anti-trafficking programme in South Asia region began in 2000 to bring into forefront the need for regional cooperation through close networking and advocacy with national governments.

Major actions undertaken in this regard were:

- Preparations for the Second World Congress against Commercial Sexual Exploitation of Children in Yokohama in December 2001. The meeting was held in Bangkok, and attended by 252 countries, where UNIFEM was one of the partners.[1]
- Signing of the South Asian Association for Regional Cooperation (SAARC) Convention on 'Preventing and Combating Trafficking in Women and Children for Prostitution', January, 2002.
- UNIFEM was asked to help in drafting the Standard Operating Procedures (SOPs) for the SAARC Convention.[2] The Third Regional task Force held in Simla-2008 adopted the SOPs. The decision taken in the SAARC Task Force meeting included sharing of best practices, setting up of toll free phone number for use of victims, capacity building and training programmes to be shared by member countries.

Although the SAARC convention has limited scope in view of the restricted definition of 'trafficking,' yet it was a major trans-national instrument indicating joint action against sexual exploitation of women and children in South Asia. Unfortunately little progress has been made since 2002 to expand its scope to make it fully effective. Definition of trafficking also needs a review to make it in line with the Palermo Convention. This has also hindered fuller participation of other UN agencies like the ILO, who expressed that their participation is dependent on expanding the definition of trafficking in the SAARC Convention.[3] Governments from the SAARC countries have taken some steps to strengthen the collaboration such as faster repatriation process of the rescued victims, adoption of SOPs and formation of regional task force but continue to face challenges like absence of regional/bilateral treaties for handing over traffickers, lack of uniformity in data collection and the restricted definition of trafficking.

Finding 6.2: Improvement in legal framework and policy change towards combating trafficking of women and children is only nominal.

There are forward movements at regional, national and state level in developing of enabling legal framework for anti-trafficking measures. Notable among them are the adoption of new/amended laws on trafficking in Bangladesh and Nepal (Refer Annexure 4.1). However amendments drafted and introduced in the Indian parliament in 2006 for ITP Act- 1986, to expand the definition of trafficking in line with the Palermo Convention and decriminalize the victims are still pending and no progress has been achieved in this regard. This has been a major

1. http://www.unicef.org/events/yokohama/bangkok-final-report.html
2. Discussion with officials from the Ministry of Women and Child Development, GOI.
3. Based on the discussion with ILO officials

setback as no consensus among political parties has been arrived. Several questions were raised in the Indian parliament (both Lok Sabha and Rajya Sabha) right after the long March organized all along the Indo-Nepal and Indo-Bangladesh border in 2007 by UNIFEM partners (Refer Annexure 6.1). The efforts need to be galvanized to generate consensus and political will for the adoption of the amendments to the ITP Act- 1986, which will have far reaching consequences in controlling human trafficking. Hence the major objective of UNIFEM's anti-trafficking programme in India (2006-2009) seeking adoption of the amendments in ITP Act, 1986 has not been achieved and it needs further impetus and continued advocacy on part UNIFEM, which has a clear mandate and comparative advantage to influence government for pursuing policies towards ending violence against women. Nepal, Bangladesh, Sri Lanka and India have prepared integrated action plans to combat trafficking. These action plans have envisaged integrated mechanisms to address the issues of prevention, protection and rehabilitation of trafficking.[4]

The focused interventions in Goa and Mumbai during 2000-2006 by UNIFEM to combat sex tourism and pedophilia helped in creating pressure to ratify new Goa Children's Act in 2003, which was further amended in 2005 to make it more child rights' oriented. Changed political will of governments helped in making state action plans for combating trafficking in Goa, Maharastra, Andhra Pradesh and Bihar. These state governments developed mechanisms to allocate responsibilities to all line government departments' especially home department, education department and tourism department to work in close coordination with Women and Child department for an integrated action plan. In case of Goa the integrated departmental plan has been very effective in controlling paedophilia and sex tourism cases.[5] The coordination of the Department of Women and Child, with transport department, tourism department, police department, state prosecution department, tour and travel operators has been able to combat paedophilia and sex tourism. Signpost and banners pasted in busses and beaches by transport and tourism departments respectively has created awareness among the tourists visiting Goa.[6]

The Government of India launched the Swadhar and Ujjawala schemes for women in difficult circumstances. The objective of the schemes is to provide shelter and care to women in difficult circumstances without social and economic support; counseling and emotional support, legal and clinical support, provide rehabilitation through education and skill development.[7] Andhra Pradesh State government started a process of formulating rescue and rehabilitation policy for the victims of trafficking.[8] National Judicial Academy in Nepal collaborated with UNIFEM to develop the guidelines for in-camera hearing.[9]

Similarly the Women and Child department in Maharastra in close coordination with Home departments and other district magistrates have deployed the anti-trafficking cells in all the districts.[10] During the field visit, discussions with Women and Child department emphasized the proactive role of the department in close partnership with Save the Children- India and Prerna NGO in conducting several rescue raids in the red light areas of Maharastra.

In case of Bihar "ASTITVA" a state action plan has been prepared by the government, which elucidates close coordination among government departments for anti-trafficking measures especially for forced child labor and fraudulent marriages in northern districts of the state. In fact the visibility of the hidden nature of such fraudulent marriages was brought into forefront with efforts of ATSEC- Bihar, Bhoomika Vihar, Bachpan Bachao Andolan, and child rights NGOs.[11]

The above programmes have been major initiatives of the central and state governments to provide protective, preventive and rehabilitative measures for trafficked victims. The UNIFEM partners did influence the governments through active lobbying and advocacy for adopting such measures

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4. www.nhrc.nic.in/planofaction.doc
5. Discussion with stakeholders, government officials, police and NGOs.
6. Visit to several sea beaches found signposts of tourism department highlighting not to get associated with sexual exploitation of children as it violates the state laws.
7. Annual Report Ministry of Woman and Child Development, Government of India- 2007-08 and discussion with department of Woman and Child officials.
8. Discussion with Andhra Pradesh officials
9. Discussion with Justice Kalyan Shrestha Supreme Court in Nepal
10. Discussion with the director, department of Woman and Child , Govt of Maharastra, who acknowledged the important role of Save the Children-India and Prerna (Partners of UNIFEM) in helping the state to develop Maharastra state plan
11. Discussion with the Chairman of the Bihar State Child Welfare Board

Finding 6.3: There is no evidence of increase in recording of incidences of crime under Immoral Trafficking (Prevention) Act 1956.

One of the major goals of UNIFEM's anti-trafficking programme was to develop capacities of law enforcement machinery and prosecution, so that appropriate legal actions are taken to book culprits and decriminalize the victims. In this direction UNIFEM partners in Goa and Mumbai had conducted training programmes with help of Child Rights of Goa in Goa and Save the Children-India in Mumbai. Training and orientation workshops were also conducted for judiciary and prosecutors in Nepal, Goa and Mumbai. Judges and police were made aware about the factual circumstances leading to the victims being trafficked (fraudulent tactics and allurements adopted in source areas) so that victim friendly judgments are pronounced. In Maharastra, 120 voluntary organizations network (NASCET) worked to train police officials. These training programmes helped police to understand the legal provisions better (Refer Figure 6.1). The post training results showed that understanding of trafficking was better and participants had understood that section 8 of ITP Act – 1986, was the most frequently used section by police force which should be avoided. Their perception that customers can never be booked and adults can never be trafficked also changed after the training. Thus the sample results of this training session were encouraging.

However translation of these learning by police has not shown any significant change in the pattern of recording incidence of crimes for women and children under ITP Act -1956, as per the records of the National Crime Bureau-Record (NCBR). Cases recorded under kidnapping and abduction of women and children has shown increasing trends but the cases booked under ITP Act – 1986 remained constant from 2003-2005 and in fact it showed decreasing trends after 2005. The NCBR indicated that the cases booked under ITP ACT-1986 for women actually declined from 5908 cases in 2005 to 3568 cases in 2007. There is marginal increase in the cases booked under procuration of minor girls but selling of girls for prostitution showed marginal decrease. (Refer Figure 6.2 & 6.3).[12] However ITP Act-1986 has remained most used Act to book incidence of crime under human trafficking for women and children (Refer Figure 6.4). The figure indicates that other Acts like procuration of minor girls, importation of girls, selling/ buying of girls for prostitution and child marriage restraint Act 1929 has been under utilized, as very few cases have been reported under these acts. Discussion with the police officers in Goa, Maharashtra and Andhra Pradesh revealed that police is more aware of the ITP act- 1986. An earlier study by Lawyers Collective supported by UNIFEM indicated excessive usage of ITP Act, section 8 and 20 by police during pre 2002. Twenty five cases booked under ITP Act -1986 in Goa and Mumbai during 2008, showed that only 4 cases were booked under Section 8 and 20 of ITP Act-1986.[13] This shows that in the post training period, police have been using other sections and the Indian Penal Code (IPC) sections to book traffickers.

Finding 6.4: The number of arrests, prosecution and convictions do not reflect any distinct improvement, as was envisaged under the programme.

Another important objective of UNIFEM anti-trafficking programme in India during 2006-2009 was to enhance training for prosecution and judiciary, so that legal recourse to book criminals can be improved. There are some evidences that victim friendly judgments have been pronounced in Nepal, Bangladesh and India, due to pro active measures adopted by NGOs.[14] The training given by UNIFEM partner to prosecutors in Goa and Mumbai has been appreciated as prosecutors have started collecting useful and appropriate evidences to pave way for seeking positive judgments in favor of victims (Refer Annexure 6. 2).

However except for the above selective cases, prosecution status under ITP Act -1956 has not shown any change at the national level (Refer Figure 6.5). Unfortunately national data is not available after 2007 to make meaningful analysis as majority of the training and orientation was initiated in India only after 2006 under the second phase of anti-trafficking programme in India. The NCBR data indicates that persons arrested under ITP Act- 1956 has increased marginally from 11,101 in 2003 to 11,783 in 2006. However persons prosecuted have also increased from 17,870 in 2003 to 25,844 in 2006, but the convicted cases have declined from 6,202 in 2003 to 5,201 in 2006. Similarly convicted cases under the appropriate Acts of trafficking in persons in Nepal and Bangladesh have also not shown any change during 2004-2006(Refer Figure 6.6 & 67). In case of Nepal both trafficking cases

12. Discussion with Home department officials and other police force revealed that the decrease in registering cases under ITP Act-1986 should be viewed as positive, since traffickers avoid sexual exploitation of children and women in those demand areas where police machinery has improved the surveillance. However this may not be accepted, as sexual exploitation of women and children continue as the demand sites have changed from designated red light areas to posh localities where police machinery is unable to reach.
13. Police records collected during field visits.
14. Discussion with Justice Kalyan Shrestha of Supreme Court of Nepal, Ms. Sapna Pradhan Malla, member Assembly Nepal, NGO representation of Prajawala, Prerna and Director of Prosecution, Government of Goa.

registered and convicted have actually declined from 2002-03 to 2006-07.[15] In case of Bangladesh there is marginal increase of convicted cases from 35 cases in 2005-06 to 45 cases in 2006-07. Unfortunately data of convicted cases was not available for Mumbai but Goa state showed that conviction rates of persons prosecuted under ITP Act 1956 and Goa Children's Act 2003 have improved from 20% in 2004 to 35% in 2008.[16] Prosecution status in Goa for the period 2004 to 2009 indicated that there were 205 cases registered under ITP act and Goa Children's Act 2003. A total of 119 cases were disposed during this period while 28 cases were convicted (Refer Figure 6.8).

Finding 6.5: Trafficking cases in the beneficiary villages are less as compared to the non-beneficiary villages due to increased public awareness.

It is difficult to measure whether magnitude of human trafficking from the source areas has decreased or not, as authentic data is not available. Moreover inter state and cross border migration is increasing as per the trends available. The Census 2001 and the interception of suspicious migration data collected at Sanauli border during the field visit in October 2009 indicates that cross border trafficking continues. A total of 314 suspicious movements of girls, boys and young women were intercepted by Nepal Border Security Force at Sanauli Indo-Nepal border during March - October 2009.[17] (Refer Fig No 6.11 to 6.13)

In order to measure the impact of anti-trafficking programmes undertaken by UNIFEM partners in the source areas a sample survey of randomly selected villages (both beneficiary and non-beneficiary) in source areas were undertaken.[18] The results from the survey indicate that interventions adopted by UNIFEM partners in the source and border areas have brought a change in the perception of people, who have become more aware of the issues of human trafficking and its other manifestations. There has been symbolic and procedural changes among the people as reported cases of trafficking in the beneficiary villages have decreased as compared to the non-beneficiary villages. Field visits to the source areas, where UNIFEM partners have been active (Rajshahi in Bangladesh, Boyra/Petropole in West Bengal, Kishanganj, Araria, Jogbani, Katihar in Bihar, Jhapa and Ruphendehi in Nepal and Sanauli border in Uttar Pradesh, Kaamroop and Guwahati districts in Assam, East Khasi district in Meghalaya and Hyderabad/Secunderabad districts in Andhra Pradesh indicated public opinion was generated against human trafficking especially trafficking of girls through fraudulent marriages. Several interventions like the long March organized by UNIFEM partners, inter-faith based religious preaching and a strong network of vigilance committee (including Save the Daughters Campaign by Bhoomika Vihar in Araria, ACD-Bangladesh, Bhoruka Public Welfare Trust, Kolkata and several others) in these areas have created awareness and have put pressure on the district administration, border police, railway staff and police to take joint strict action against traffickers, who connive with local networks to deceive parents. Media networks have been activated to write regular news items related to anti-trafficking steps in the area.[19] The combined effect of all these measures has forced the traffickers to remain inactive in these areas. But given the vast expanse of source areas and long porous borders such measures are like drops in the ocean as traffickers are quick to devise new methods.

The field survey results indicate that beneficiary villages are more aware towards human trafficking and have shown capacities to refer suspicious cases for further scrutiny of the vigilance committee formed by NGOs.[20] Trafficking cases reported from the beneficiary villages were less as compared to non-beneficiary villages (Refer Table 6.1 & 6.2). On the other hand non-beneficiary villages continue to lack information on human trafficking and

15. UNODC Annual Report 2009.
16. Information collected from Goa Police during field visit
17. Data provided by Nepal Border Security Force
18. Beneficiary and non-beneficiary villages from source areas (Bihar, Assam, West Bengal, Andhra Pradesh and Rajshahi in Bangladesh) were selected for the survey. Refer Table 1.1 for details of villages selected and sample size of households covered. The sample size selected is very small as compared to the overall size and number of villages in the supply areas of trafficking of women. Therefore broad generalization from this study may be avoided as the purpose of this impact study has limited scope. In addition to the household survey, focused group discussion with community was conducted to have a grasp of the qualitative information. Mention must be made that the beneficiary villages selected have been supported only by UNIFEM partners, but these partners have also got support from other donor agencies from time to time. Hence the results derived can not be credited to UNIFEM alone as other donors have also supported these interventions.
19. During the field visits NGO partners showed many newspaper cuttings, where fraudulent grooms were nabbed by the community members due to awareness. The consultants attended several community meetings where hundreds of women, girls and community leaders participated and showed their commitment to stop such fraudulent marriages. In six villages social registers were maintained to verify addresses and other whereabouts of the grooms in case they were from outside.
20. During field visit 3 suspicious cases in 2 villages of Araria, 2 cases in Boyra village of North 24 Parganas were reported to school teachers/Vigilance Committee by young girls and these cases were screened by the community before marriages could take place.

middle men/women try to exploit their innocence and lure them to send their women and children for fraudulent marriages and job opportunities. In majority of cases parents have no information about the destination areas of their daughters. In the identified source areas, partners have adopted strategies like large-scale awareness campaigns and formed village level anti-trafficking committees.

Finding 6.6: Attitudinal change towards survivor victims and their children have been observed in the beneficiary areas as a result of programme interventions

Attitudinal changes were observed among the beneficiaries has helped in the reduction of number of trafficking cases in the surveyed villages. It has also created an enabling environment for re-integration of trafficked victims and their children (Refer Figure 6.9). Focused group discussions with community members in beneficiary and non-beneficiary villages indicated changes in the public opinion as well as a recognition towards the ill effects of human trafficking. Major altitudinal change observed in the beneficiary villages was that families realized that trafficking has been taking place under the guise of fraudulent marriages and rescued victims need to be re-integrated back. Beneficiary villages are also aware of existing laws against human trafficking and are aware that these laws have helped in arresting the traffickers. However there was no perceivable attitudinal variation for other questions asked to the respondents in beneficiary and non-beneficiary villages. In the surveyed beneficiary villages 5 cases of rescued victims were re-integrated within the families. Government/ NGO support was given in the form of helping the victims economically.

Due to pressure from vigilance committees the surveyed beneficiary villages in Katihar and Jogbani of Bihar, Boyra (West Bengal) and Rajshahi (Bangladesh) have developed practices of performing marriage ceremonies in front of the village community and also preparing social registers for marriages, where full addresses and whereabouts of the grooms are maintained. This strategy has helped in stopping several fraudulent marriages.

The field visits conducted revealed that second generation children of victims from the red light areas of Mumbai, Kolkata, Delhi/Haryana, Hyderabad (Andhra Pradesh) and Muzaffarpur (Bihar) annotation text;are attending formal schools.[21] Some of these children have been mainstreamed to lead a normal life. Instances were found where these children have completed higher education earning independent incomes and leading a normal family life (Refer Annexure E for Case Studies).

Finding 6.7: Psycho-social counseling and skill development measures promoted by the programme have infused self confidence among the beneficiary victims

An issue addressed by UNIFEM within the larger framework of violence- is that of Mental Health. UNIFEM developed three powerful training manuals: Enable, Ensure and Out growing the Pain to address the mental trauma and psyco-social counseling of the trafficked victims.

UNIFEM partners have conducted innovative psycho-social counseling sessions to create conducive environment for bringing them back to normal situations. These counseling sessions were provided by experts (as it was felt that counseling by untrained staff might be more harmful for the victim). Such counseling has been fruitful as evinced during field visits.

UNIFEM undertook a need assessment study of psycho-social counseling in 2005, for survivors of trafficking in India, Nepal, and Bangladesh, followed by a 'Training of Teachers' (TOT) for identified partner agencies from these countries. This resulted in the creation of a psycho-social training module (Refer Annexure 4.3) for the region and development of psycho-social training material developed by Sarthak.[22] The module was circulated widely to NGOs and service providers for effective use of psycho-social health guide while handling the trafficked survivors or victims.[23]

NGO partners (Save the Children-India, Prerna, STOP, Saanlap, Shaki Shalini, Women's Coordinating Council) have also imparted innovative and non-traditional skills which are economically productive for the rescued/survivor victims. These NGOs have entered into MoU with respective state governments for allowing victims to attend these courses from government homes. The NGOs have developed partnerships with well known corporate business

21. In Mumbai and Hyderabad 158 second generation children currently seeking support from Prerna and Prajawala were observed.
22. Achal Bhagat(Sarthak), 2005-2006: Sounds of Silence (Psycho Therapy Tool manual)
23. The discussion with UNIFEM partners indicated that these modules have been effective to release the trauma and stress from the victims.

groups and government departments like Taj Hotel, beauticians, police departments to train these victims and also help them to seek job opportunities. A case study of some of the rescued victims trained by UNIFEM partners in Mumbai, Kolkata and Delhi depicts diverse professional trainings like beauty treatment, hospitality and house keeping, sales and marketing, computer graphic designing, nursing etc. These income generating courses are being given by professionals from reputed business groups (Refer Figure 6.10). Discussions with the survivor victims and NGOs during the field visits reflected that these victims have gained self esteem and are proud to have been trained by reputed professionals. Around fifteen victims were identified who have returned back to their communities after attaining the training and have opened their own economic units. Such steps have also helped in getting other survivor victims re-integrated with their communities. Similarly some of the rescued trafficked victims in Kolkata have been incorporated under the Green police programme[24] in Beniapukur, Kolkata. Some of them work as police volunteers today. It's extremely satisfying to watch these girls sorting out the traffic on the roads or facilitating people in celebrating festivals and helping the elderly to cross the busy roads. Girls from Kolkata Sanved are now well trained in dance therapy and perform dance in the community functions, teaches other children in the vicinity and have represented their organization in performing dance abroad. Some of these women are now married. In Nepal Shakti Samuha which was formed by survivor victims with support from UNIFEM, is helping in the rehabilitation and reintegration of rescued victims through vocational trainings.

Finding 6.8: Border vigilance has been effective in reducing human trafficking cases in the programme intervention areas

UNIFEM partners have initiated vigilance committees in both Indo-Bangladesh and Indo-Nepal border to effectively monitor and stop unsafe and illegal migration from Nepal and Bangladesh to India and other countries. Several NGO partners in the three countries have been actively conducting the surveillance of these borders (namely, Maiti Nepal, Manav Sewa Sansthan, Bhoomika Vihar, GOLD, Bhoruka Public Welfare Trust, Impulse, ACD-Bangladesh, ATSEC-Bihar). Effective sharing of information across borders by these NGOs and their close partnerships with police of respective countries and railway staff and transporters have played a crucial role in intercepting unsafe migration across these borders.[25]

The strategy adopted for border vigilance committee includes making girls, boys, women, men, teachers, rickshaw pullers, shopkeepers as members and giving them orientation to report suspicious movements or fraudulent marriage cases to the core committee of the vigilance. The core committee also makes people understand the significance of safe migration. This strategy of seeking documents such as Identity proof, job offer letters, etc, for safe migration has been more appreciated as apprehensions of stopping people movement for seeking better earning opportunities have been stalled due to traffickers' tricks. Seeking more information and documents from traffickers has reduced unsafe migration.

Fashion Garments production: Prerana combines forces with NIFD and IOM to rehabilitate trafficking victims and their children

For the specific purpose of rehabilitating victims/children of victims, the Pratishtha training centre was set up by Prerana with the capacity of accommodating 25 girls, in Navi Mumbai in 2006. CRS sponsored the entire cost of setting and running of the Centre. 23 girls were trained in the first batch by the renowned National Institute of Fashion Design (NIFD). The ground work was done by IOM by approaching the Institute for the training. IOM paid for the tuition fees to the Institute, the raw material, as well as the machinery. After their training the girls were taken into the Fashion Garments Production Unit of Prerana. A tie up has been made with IOM to source the initial orders for garments by contacting the local fashion houses.

In all 23 girls were trained and there were no dropouts during the training. Of the 23 girls trained in the Pratishtha Training Centre, 6 got jobs in outside boutiques, two got married and settled. The others have migrated to their native places. Twelve continue to be with Pratishtha where they design and producing clothes.The girls put up sales in exhibitions, fairs, offices etc. They have also got orders to make men's shirts, school uniforms, aprons, fancy bags, etc.

Manav Sewa Sansthan, Maiti Nepal, Bhumika Vihar, Bhoruka, ACD (Bangladesh) has set up booths on cross border points (Sanauli, Biratnagar, Jogwani, Jhapa, Rajshahi, Petropol) where migrants were counseled on safe migration. The interventions focused on working on safe migration and addressing people's vulnerabilities through intensive awareness campaigns, training and information dissemination with help from trade unions, migrant workers' associations and government agencies like the Immigration Bureau. It has led to the scrutiny of the suspicious migration taking place and verifying their identity proofs and papers related to job offers.

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24. The Kolkata Police had started a Civic Police Volunteers Programme in July 2008 called 'Green Police' to protect and preserve the environment. The Women's Coordinating Council (UNIFEM Partner) had taken the initiative of getting 19 rescued victims to be trained under this programme. Three of these girls have been employed as traffic assistants by the traffic police.
25. The field visit to Jogwani observed that Manav Sewa Sansthan had counseled 78 persons on following safe migration procedures during that week

Field data collected from Sanauli border (from Nepal Police Post at Sanauli) during the last six months (March – October 2009) indicated that Maiti Nepal and Manav Sewa Sansthan in close partnership with Nepal Border Police have intercepted 314 suspicious persons at Sanauli border. A deeper analysis of the data indicates that significant proportions of girls were from ages 18-25. Majority of them were lured for providing better job opportunities both in India and gulf countries (Refer Figure 6.11 to 6.13). The figures indicate that human trafficking is still taking place most likely from the inaccessible mountainous areas of Nepal. But the surveillance and border vigilance committee have been effective in making strong networks for sharing information.

Finding 6.9: NGO supervised shelter homes/rehabilitation centers provide better living conditions, educational avenues and skill development capacities

Vulnerable, identified and rescued trafficked victims require safe and secure accommodation where s/he can receive the necessary basic services including medical, psycho-social, and legal counseling. Properly supported victims make better witnesses during the prosecutorial process and improve their chances of recovery ensuring that they are not "re-cycled" back into the human trafficking trap. In addition to the initial emergency services, victims need ongoing counseling and basic life skills, including vocational and social reintegration skills.

Vigilance Committee

In the Shivganj area situated only four kms away from the border is a very remote area with a stretch of 35 kms border with India. This is a rich potential area as it is not only a source area but a transit area as well. In the Bholaghat area the border is almost at zero point with only the river Mahananda which is as narrow as a drain separating the two countries. This is a frequently flooded area and land disputes are a common scene. Its very difficult to guard and check such an area where victims are trafficked using boats. These boats use the flags to distinguish the countries. So using the respective countries flags it is very easy to traffick humans as well as goods.

The vigilance committee members were of the opinion that projects end so quickly sometimes right in the midst of an important phase but trafficking does not end. So we can't stop our work. We continue in spite of several hurdles.

UNIFEM provided support for improving infrastructure and other services like counseling, skill development in shelter homes, where rescued victims and their children are looked after. Before reintegrating the rescued victims, they require psycho-social therapy and survival coping strategies. After rescue, victims are required to stay in government homes until prosecution against the traffickers are handled in the courts. Moreover identification of parents takes time and sometimes parents are reluctant to accept the victims. Repatriation of victims belonging to another country also takes time due to several lengthy procedures. Studies[26] have indicated poor conditions existing in government shelter homes. In fact the victims sometimes feel that they were better-off before being rescued. Several UNIFEM partners[27] have developed guidelines for running the shelter homes, NGO partners have tried to provide safe and learning environment to these rescued victims so that re-integration and repatriation becomes smooth and easy. Some NGOs have extended partnerships to government for providing conducive environments to the victims in the shelter homes. Prajwala in Hyderabad, Saanlap in Kolkata, STOP in New Delhi, ACD in Bangladesh, Prerna in Mumbai are a few examples of the same. Prerna and Saanlap have been authorized to supervise government protective homes in Mumbai and Kolkata respectively.

A perceivable difference was observed while visiting shelter homes for rescued victims run by UNIFEM supported NGOs as compared to the government protective homes. In ACD shelter home Bangladesh), Asha Niwas (Haryana) and Prayas (New Delhi), the children and women seemed to be at home – relaxed and at ease. The shelter home has congenial homely atmosphere, where children are given non-formal education and also taught skills. There were enough space and the victims were allowed to move about freely within the home. They joked and chatted with teachers and staff. The evaluators were allowed to meet the inmates and talk to them at leisure.

In sharp contrast the Government Home of Nari Niketan in Delhi, Liluah Government Home in West Bengal and Government Home in Goa had a serene atmosphere with strict rules and the victims were kept under strict vigil. They were not allowed to step outside the building without permission and the only time they were taken out was to attend the court proceedings. They remained subdued and apprehensive. Getting the first opportunity they were pleading with the evaluators to get them out of these 'jail like homes'. Despite huge and spacious structures the victims were kept behind locked up doors. One of these homes even kept the child victims behind iron grilled doors like criminals. They were far off from anything that could be called 'homes'.

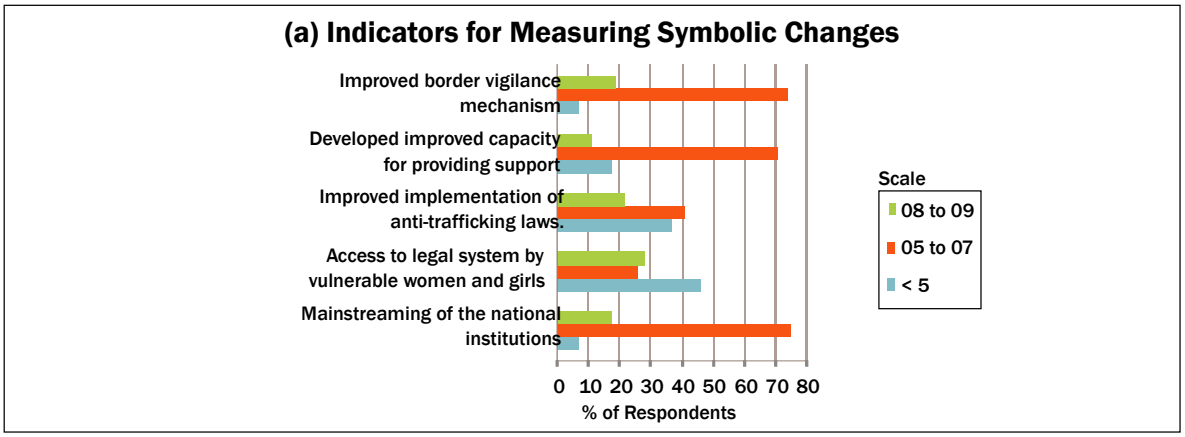
26. Lawyers Collective, 2007: 'Status of Custodial Homes in India', supported by UNIFEM
27. Prerna (Mumbai), Saanlap(Kolkata) and others

The respondents[28] were asked to give a rating on the scale of 0-9 for measuring the intensity of symbolic, procedural and outcome changes by the programme according to their perception. The identified indicators include:

I. Mainstreamed concerns on anti-trafficking into the national institutions, especially justice and law enforcement for demonstrating understanding of these issues and accountability
II. Provided access for vulnerable women and girls to the existing judicial system and to obtain legal redressal for violations of their rights
III. Improved implementation of anti-trafficking laws
IV. Developed improved capacity for providing shelters and support so as to enhance the efficacy of return and reintegration of victims and survivors of trafficking
V. Improved border vigilance mechanism leading to decrease in cross border trafficking.

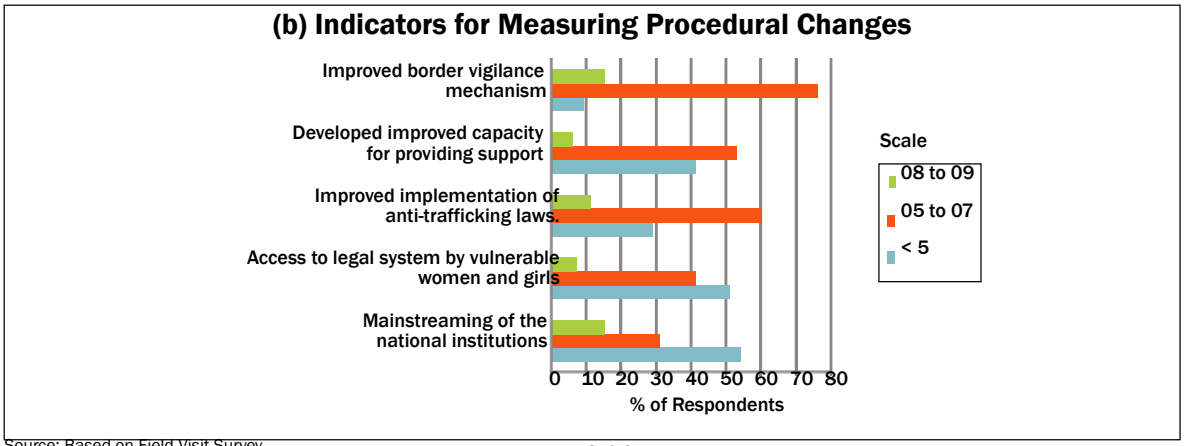
These perceived changes have been recorded in terms of symbolic, procedural and outcomes which have been defined in Table 6.3.

The results derived from the respondent's perception indicate that symbolic changes have been achieved in case of implementation of laws, border vigilance, improvement in shelter homes and mainstreaming law institutes. Procedural changes have been achieved in case of implementation of law, improved shelter home services and border vigilance. Impact changes were achieved for improved shelter home services (Refer Table 6.4. and Fig 6.14).



Source: Based on Field Visit Survey

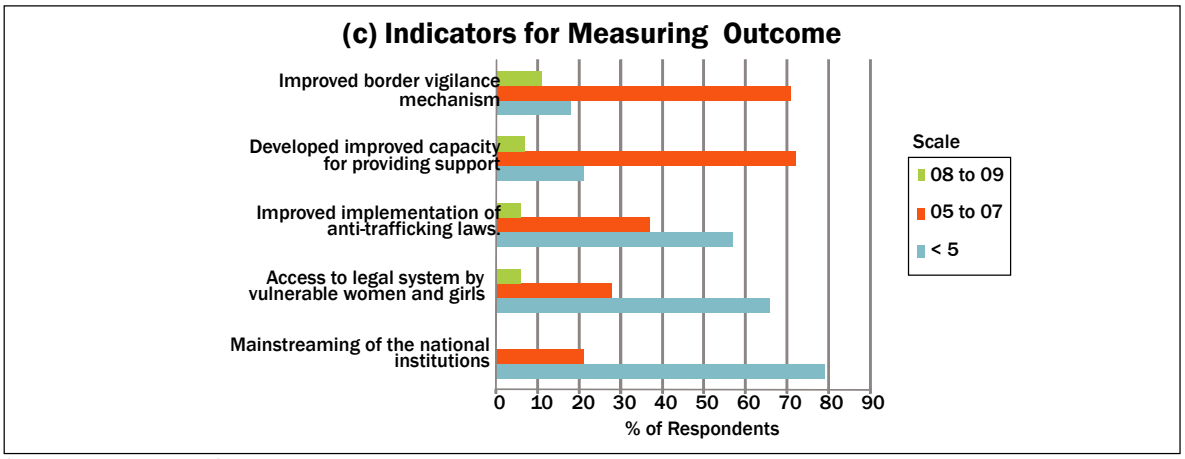
Fig 6.14



Source: Based on Field Visit Survey

Fig 6.14

28. 68 respondents responded on the 5 indicators as identified in the project proposal of USAID with UNIFEM. Separate ratings on the basis of their perception on the anti trafficking programme of UNIFEM in terms of symbolic changes, procedimental changes and outcome changes. The respondents include government officials, judiciary, parliamentarians, media, police officers, experts and professionals on human trafficking, community leaders, inter-faith religious leaders and NGO partners



Source: Based on Field Visit Survey

Fig 6.14

7 Sustainability

Finding 7.1: There is evidence that the benefits from the interventions/activities are likely to be sustained but continued support from UNIFEM is required to enhance the speed and efficiency of interventions

The evaluation also explored the sustainability of results of the UNIFEM interventions. In this context, sustainability is defined primarily in terms of ownership and level of commitment and capacity required to sustain the results in this area, as well as the mechanisms or tools that communities, organizations or other target groups generate to continue efforts beyond the specific programme. Funding is only one of the tools that help to maintain this continuity; the other aspect is continuity of the programme through community ownership/ institutionalizing the programme by governments. The evaluation identified a number of ways in which communities, government agencies, civil society partners, UN Agencies, or other partners were demonstrating ownership of concepts and practices, as well as commitment to carry the momentum forward.

Following instances have been found where capacity building of law enforcement and prosecution has been institutionalized by the national government.

- Ministry of Home Affairs, GOI and Nepal government have institutionalized training and orientation on anti-trafficking measures, including making police aware of the national laws under ICPR, ITPA and other state laws as an integral component for police forces. Human Trafficking and Gender Based Crimes have become an integral part of curriculum for police training in Andhra Pradesh, Maharashtra and Goa.
- Judicial Academy of Nepal and Bangladesh have introduced orientation and training on dealing with human trafficking as a part of curriculum for judicial gazetted and non-gazetted officers. Initially this training programme was conducted in Nepal with UNIFEM support [1]

State governments have framed plans to deal with human trafficking from integrated perspective through departmental and civil society coordination. Goa, Maharastra, West Bengal, Bihar and Andhra Pradesh have already initiated co-ordination. But varying level of government commitments is the major challenge for the continuity and sustainability of the programme, as government capacity varies. Governments with greater resources and more established institutions have greater capacity to address trafficking than states that are poorer or less stable.

The UNIFEM partner organizations such as Prerna, Saanlap, Prajwala, Apne Aap, STOP, Manav Sewa Sansthan, Impulse, Child Rights of Goa, Bhoruka Public Welfare Trust, etc were the front runner NGOs for combating human trafficking especially sexual exploitation of women and children. They had the capacity to institutionalize and sustain the programme (Refer Annexure 3.3). UNIFEM's support further strengthened their institutional capacities through trainings, technical support and knowledge resources. The programmes initiated by UNFEM such as border vigilance, skill development and non-formal education for surviving victims and second generation of trafficked victims are still continuing with support from self/other donor agencies.

Evidence of strong border networking

Information from Maiti Nepal about a possible human trafficking case taking place through Jogbani border led to interception by Bhoomika Vihar Vigilance Committee. Three girls (aged 17-21 years) were travelling from Nepal to Jogbani railway station to catch a train to Delhi. On information from Maiti Nepal, Bhoomika Vihar vigilance committee started searching all incoming rickwshaws at the railway station from Nepal. The middleman got suspicious and instead of boarding the train, he boarded the bus. By the time Bhoomika Vihar volunteers realised, the three girls with the middleman had vanished and boarded the bus. The bus had left Jogbani for Katihar. Strong presence of mind and networking with police helped to nab the victims and the traffickers midway as police searched all buses plying on the route and identified the victims.

In Nepal and India UNIFEM partners had initiated capacity building with specific target groups, e.g., members of the judiciary, prosecutors, police, parliamentarians, media and government officials. While experiences indicate that this engagement may have considerable potential for leading to further results, achievements to date have been limited. Thus continuity of capacity building for the target groups needs to be on a long term basis.

1. As discussed with Justice Kalyan Shrestha, Supreme Court Judge, Nepal

Implementation of national laws for anti-trafficking is a key step towards ensuring the sustainability of efforts. Operationalization of these frameworks is still largely pending and consulted national partners expressed the view that further support from UNIFEM will be helpful. It was felt that strengthening of partners' capacity for fund raising, advocacy & Lobbying and sustaining the results of the programme requires UNIFEM's continued support.

Finding 7.2: There is evidence to suggest that local institutions have the necessary technical and leadership commitment to continue the work

UNIFEM's strategy of developing networks with wide range of civil society organizations and CBOs has instilled ownership of the programme, as they are still continuing the programmes in their areas. Community in several areas has instilled ownership for creating awareness. They have technical understanding of the issue and are willing to continue the tirade against the scourge. The field visits to several villages indicated tremendous response from the community especially the enthusiasm among women and adolescent girls. Several villages demonstrated potential adolescent leaders who have started their own campaign against fraudulent marriages. But after the exit of UNIFEM programme, continuity of trained staff has been a major setback as some of the staff is looking for other income opportunities.

Vigilance Committee (Boyra, North 24 Parganas)

Rajjat Mallika a 50 year old man is the member of the vigilant committee. His wife is a member of the Panchayat. He narrated how they do a checking on strangers. He stated that when someone takes a person out we make her papers. Census is also there. We ask I card from Strangers. There are 12 to 14 members in the committee. Mr Mallika displayed the regular attendance register that is maintained by them to show the regular meetings that are held. They have a meeting every week where they share and exchange any suspicious looking person in the village.

Evaluators' visit to several Indo-Nepal and Indo-Bangladesh border areas found border vigilance is still in place even after the exit of UNIFEM programme in Jogbani, Jhapa, Rupendehi, Sanauli, Pani Tanki and Raxual for Indo-Nepal border and Meghalaya, Assam, Rajshahi, Petropole, Boyra and others in the Indo-Bangladesh borders. Several organizations have collaborated to sustain the existence of Vigilance Committees and their effectiveness. But the NGO partners perceive that the existing staff needs to be retained as they are fully trained and have dedication but lack of resources might force them to look for other sustainable occupations.

Our data indicate that a number of achievements, in particular at the output level stand a good chance of being sustained without further technical assistance from UNIFEM in all the three countries. In various cases, however, while partners have the knowledge, skills, networks and motivation required to sustain certain initiatives, their ability to do so will depend on the availability of funding. Key types of achievements and their respective likelihood of being sustained without further technical and/or financial assistance from UNIFEM or others are listed below:

- Programme partners, particularly the NGOs, have gained not only knowledge but also practical skills and experiences (e.g., related to data collection and analysis, report writing, etc) that they are likely to continue to apply in their future work without any further support from UNIFEM or other donor agencies.
- In all the countries, groups of national experts/trainers are now available and able to provide basic training, counseling and awareness raising on human trafficking issues to government and civil society stakeholders
- National and regional partners are able to develop new or adapt existing information materials on human trafficking without external technical assistance, as well as training manuals and curricula to match the particular needs of their respective clients/partners
- There are other NGO partners who are already trained in delivering service through dance therapy, psycho-social counseling and generating awareness among people who are illiterates

Vulnerable, identified and rescued trafficked victims require safe and secure accommodation where s/he can receive the necessary basic services including medical, psycho-social, and legal counseling. At present, the only available shelter is that of the government homes for rescued victims. However, these shelter homes though spacious, have hardly any infra structure facilities and are like jails for the survivor victims. On the other hand the NGO supported shelter homes do require continued financial support as several shelter homes have been temporarily stopped due to lack of funds.[2]

2. For example, Shakti Shalini, New Delhi

UNIFEM has been a facilitator and connector able to bring diverse partners together at national and regional level consultations. The ability of UNIFEM to play this role is at least partly dependent on its position as a neutral UN agency. While some national or regional partners may be able to take on parts of this role, it is not evident that any one partner could take over the whole range of tasks currently being fulfilled by UNIFEM despite the lack of resources. Moreover visibility and credibility of UNIFEM is a big support sought by the partner organizations.

Finding 7.3: Partner Organizations demonstrate substantial HRBA capacity but lack of financial resources may be a hindrance to the sustainability of the projects

As explained in finding 4.4 the HRBA capacity is in place among most NGO partners and the current programmes undertaken by them with support from government/ other donor agencies have incorporated Human Rights Based Activities (HRBA). The consultants could not finds whether the HRBA were actually incorporated in majority of the projects as these activities were over at the time of evaluation. However the ongoing activities undertaken by partner agencies such as Prerna and Save the Children (Mumbai), Prajwala in Andhra Pradesh, CRG in Goa, ATSEC-Bihar, Bhorika Public Welfare Trust and SAANLAP in Kolkata have incorporated HRBA approach in their programme activities. The staff is trained and attuned to the current issue of human rights requirements for vulnerable groups. Some of the partners have financial resources from other donor agencies to continue the activities, which they had started with UNIFEM support.

However partners mainly in source and border/route/transit areas have limited financial support to continue programmes. In some cases, stakeholders perceive that this catalytic role of UNIFEM is not over and that there is not yet enough capacity to carry on the work without UNIFEM resources. Thus, some community members and government partners expressed the need for further 'accompaniment' from UNIFEM in order to consolidate programme achievements. Although a strong foundation has been built in the communities, additional emphasis on the mechanisms for continuity in funding is required for these projects to contribute to the higher level of changes envisioned.

Based on the positive nature of experiences, government organizations in most countries are likely to actively seek or at least be more open to, similar participatory processes in the future. The continuation and further expansion of various NGO networks and coalitions will at least partly depend on the availability of related resources. Consulted NGO partners in various countries indicated their determination, interest and are hopeful to continue their collaboration with UNIFEM.

8 Lessons Learned, Future Strategy & Recommendations

8.1 Lessons Learned

- Knowledge gained and generated for combating human trafficking at field level by UNIFEM partners has not been shared / disseminated effectively with other partner organizations and stakeholders.
- Inter-departments and inter-ministerial coordination and linkages can combat trafficking in a more concerted way as shown by the results of Goa state.
- Religious preaching by faith based leaders played a significant role in creating gender sensitiveness and curb trafficking and violence against women and children.
- Capacity building at various levels is a necessary strategy in combating against human trafficking. Building victims' capacities to make their networks for anti-trafficking measures was successful as victims own stories work as better communication for effective means to increase public awareness.
- Awareness of safe migration procedure requirements (like seeking identity proofs of persons offering jobs, job offer letters and finding whereabouts of prospective groom) have helped to keep traffickers at bay as community has started seeking migration procedure documents.
- Non-traditional skills imparted by reputed Private/Govt/ Corporate Business Groups/police department (like computer skills, beauty care, traffic police, nursing etc) are highly beneficial in the reintegration process of the victims. The certificates issued by the training institutes are prized possessions for the girls today as these certificates help them in fetching jobs and getting recognition.
- Data on trafficking between countries is not comparable due to the variations in the collection procedure among countries and lack of a common set of qualitative and quantitative indicators on the different dimensions of trafficking. Studies therefore cannot bring out the essence of meaningful comparisons; hence data sets needs to be standardized between countries.

8.2 Conclusions

There is evidence of achievements and progress made by UNIFEM in generating advocacy for strengthening regional, legal and policy frameworks for anti-trafficking measures in South Asia and has created more potential for learning and adopting new measures especially for border surveillance, safe migration awareness at source areas and better rehabilitation, repatriation and integration measures.

Based on the evaluation findings, we recommend that a second programme phase should continue to operate at the regional levels in Nepal, Bangladesh and India, in order to effectively build on partnerships, experiences and achievements created.

8.3 Future Strategy & Recommendations

In the context of the findings of this evaluation, and keeping the broad contours of UNIFEM's Strategic Plan 2008-2011, that guide UNIFEM overall programming action in the South Asia sub-region, this evaluation recommends the following:

Recommendation 1- Continue and strengthen the regional anti-trafficking programme in South Asia

In the next phase, UNIFEM should launch a strong and multi-pronged Regional anti-trafficking programme in South Asia – especially in Nepal, India and Bangladesh - given the gaps in anti-trafficking it has identified in its Sub-Regional Strategy and given the dire need of gender-specific human-rights based interventions in this area.

Recommendation 2- Strengthen regional and national policy and implementation mechanisms for prevention of trafficking in South Asia

Continuing in its role of ensuring improved accountability for gender equality, and the convening strengths that the

United Nations brings, the next phase of UNIFEM Regional anti-trafficking programme should focus primarily on strengthening the regional and national policy frameworks and implementation mechanisms for prevention and combating of trafficking in South Asia. For this, we strongly recommend the following:

Recommendation 2.1.- Comprehensive review and strengthening of regional and national frameworks on prevention of trafficking from the lens of gender equality and women's empowerment

UNIFEM should conduct a comprehensive review of regional and national frameworks in South Asia from the lens of gender equality and women's empowerment, and identify areas where national partners can be supported by UNIFEM for design and implementation of the same. Examples of such areas for review could be:

a. National legislations and action plans in the South Asian countries on prevention of trafficking. In countries where such legislations/ national action plans do not exist, UNIFEM could assist in formulating such national action plans with an emphasis on gender equality and women's empowerment.
For example, within India, UNIFEM should engage with major stakeholders (e.g. concerned Ministries - MWCD, Ministry of Home Affairs, Ministry of Law Ministry of Health, and Ministry of Labor, Gender Equality advocates, civil society, etc.) in generating a common understanding and consensus for initiating amendments in the strengthening of the ITPA in India.

b. Regional frameworks for cooperation on prevention and combating of trafficking between South Asian countries (e.g. broadening the scope of the SAARC Convention and widening of the definition of trafficking in the same, etc.); bilateral agreements and mechanisms between nations of South Asia (e.g. developing bilateral cooperation mechanisms especially for repatriation of victims of cross border trafficking and engender those that currently exist (like India-Bangladesh).

c. Monitoring and measuring the relationship between the intentions of anti-trafficking policies and interventions, their impact and their feasibility is essential. It is critical that UNIFEM contributes towards policies and practices in respect with anti-trafficking across South Asia through supporting review of current and on-going anti-trafficking measures, in as much as trafficking reduces women's share of development opportunities in creating situations of exploitation and violence.

Recommendation 2.2 – Develop a Regional programme that builds synergies with other UN agencies and development organizations working at regional and national levels in prevention of trafficking

The UNIFEM Programme has strengthened a number of regional and national coalitions and platforms engaged in anti-trafficking in the region. However, these have remained isolated forces, and there is an urgent need to create a mechanism for regional cooperation between these national and other regional agencies. Towards this, we recommend the following:

a. Map areas of synergy between various UNIFEM and other programmes in the region

The programme should map areas of synergy between UNIFEM interventions and programmes of other agencies working at regional and national levels (e.g. UNODC, IOM, etc.) in prevention and combating of trafficking and build on the comparative advantages that UNIFEM brings to the programmes with the gender and human rights lens.

b. Support mechanisms to share evidence, knowledge and information on prevention of trafficking between regional, national, governmental and civil society stakeholders

In this regard, much work needs to be done in strengthening standardized and comparable data sets between countries of South Asia on internal and cross-border trafficking (commercial sexual exploitation, forced labor, forced marriages, organ trade and other slavery like conditions). Another area of urgent collaboration would be to strengthen information/ knowledge management networks. In this regard, UNIFEM's efforts at the SAARC Gender Info Base housed within SAARC could be developed into one of the key tools in this regard. A Regional Knowledge Community of Practice on Trafficking could be another such tool that UNIFEM could support.

c. UNIFEM needs to look into promising practices both in South Asian region as well as in other Asian Regional Initiative against Trafficking in Women and Children, so as to develop an action plan to combat trafficking in women and children. Some of these promising practices are available in the website www.humantrafficking.org .

d. Support greater awareness and visibility to issue of trafficking
UNIFEM should engage with and support various stakeholders (e.g. civil society based gender equality advocates, national governments, parliamentarians, policy makers and other relevant stakeholders) for ensuring that there is greater awareness and a cohesive approach to programmes for prevention of trafficking in South Asia.

Recommendation 3 – Support capacity development of key stakeholders in designing and implementing a Gender and Human Rights based programme for prevention and combating of trafficking

The evaluation has found that while national legal and programme frameworks exist in several countries of South Asia to prevent and combat trafficking in the countries and in South Asia, the awareness and capacities among frontline implementers to effectively implement the same are weak. Achieving justice for women in vulnerable communities and those who are trafficked victims from the rights based framework of gender justice will require strengthening of capacities for rights based programming among various stakeholders such as senior officials of the Ministry of Home, Ministry of Women and Child Development (and their respective counterpart agencies in various countries), police, judiciary and NGO partners.

Towards this, we recommend the following:

a. Develop and implement a comprehensive awareness for behavior change strategy for South Asia on prevention of human trafficking
UNIFEM should build on the excellent material developed in the last phase (films, posters, tool kits, action guides and publicity material on safe migration procedures and consequences of human trafficking) and develop and execute a comprehensive awareness for behavior change strategy for the South Asia region for prevention and combating of trafficking in women. The stakeholders who could be the target audience of such awareness programmes would include relevant regional and national government officials and agencies, NGOs working on the issue, Inter faith religious leaders' forums, members of local self governments (e.g. Panchayats), community leaders, religious leaders, women's groups, local media, etc.

b. Build capacities of right holders and duty bearers (especially senior officers) in Human Rights Based Approach to Programming (HRBAP) in prevention of trafficking
UNIFEM needs to take forward the efforts in the last phase on designing and institutionalizing Human Rights based training in prevention of trafficking for police, judiciary and other law enforcement machineries (duty bearers), as well as civil society and associations of trafficked persons (right holders). Learning from the last phase, such trainings should now especially focus equally on senior and frontline officers both in government and in civil society organizations, for greater percolation of the same within various systems. UNIFEM's role here should be to provide technical advice and research in design and impact assessment of such trainings though support for developing training manuals and impact assessment of these modules. The Government institutions do not have such capacities and require support from UN agency like UNIFEM. Additionally UNIFEM should look into engendering the existing training manuals being used for training of law enforcement officials, prosecutors and judges in the various South Asian Countries.

c. Support programmes for legal Aid and awareness
Considering the wide-spread lack of awareness on the legal entitlements available to victims, we recommend that UNIFEM provides support for a comprehensive programme on enhancing legal awareness and for strengthening systems of legal aid for trafficked persons.

d. Support comprehensive pilot joint cross-border examples of prevention of trafficking
UNIFEM should invest in developing cross-border pilots in select geographical areas involving government, civil society and community partners from various countries for joint collaborative monitoring (e.g. in border areas of Nepal, Bangladesh and India). Such pilots need to be comprehensive in their

approach, looking at the entire gamut of the trafficking process. For example, the pilots should outline the strategies to be followed for prevention in source, transit and destination areas, outline the roles and responsibilities of various stakeholders, and outline the cross-border and multi-stakeholder facilitation and response mechanisms – including legal, psycho-social, rehabilitation and long-term sustainable livelihood strategies. Such pilots will serve as models that can be later scaled up to other focus areas and to other regions. Such models should also build on the excellent community surveillance efforts and initiatives like maintaining social registers for migration and marriages, marriages held in the presence of community members, involving adolescents groups' for vigilance, etc.

e. Build a body of knowledge on new forms of trafficking
UNIFEM should also invest into building knowledge on new manifestations of trafficking - visible in the form of inter state trafficking of women and children for the purposes of forced labor, organ trade and other slavery like situations. Such knowledge could inform the development of strategies on prevention and combating of trafficking in the region.

f. Increase UNIFEM's visibility and outreach among various stakeholders
UNIFEM should develop appropriate branding that highlights its comparative advantages in upholding the gender perspective that it brings to the anti-trafficking efforts and accordingly strategize its fund raising plan for the next phase. UNIFEM should also work towards developing closer partnership with Regional bodies, national and state governments in the programme countries in South Asia.

Recommendation 4 – **Strengthen assistance to survivors and victims of trafficking in South Asia to negotiate justice systems which can thereby promote and protect women's human rights at national and local levels.**

a. Strengthen systems for relief, assistance and reintegration of victims
UNIFEM should assist in reviewing existing procedures and systems for streamlining/ standardizing mechanisms for identifying and providing legal, psycho-social assistance and methods of sustainable livelihoods and alternate identities to victims of trafficking. Given the abject lack of quality relief and rehabilitation services (e.g. short stay homes, medical facilities and care, psycho-social counseling by trained practitioners, etc.), UNIFEM may support pilots for collating and demonstrating good practices in relief measures for trafficking victims. To be sustainable and effective, such models would build on the community referral system that evolved in the project, address the cross-border nature of trafficking in South Asia, as well as critically assess and advocate for budgets within governmental systems for the same.

b. Build capacities for demanding effective implementation of poverty alleviation schemes and preventing trafficking of second-generation of trafficked victims

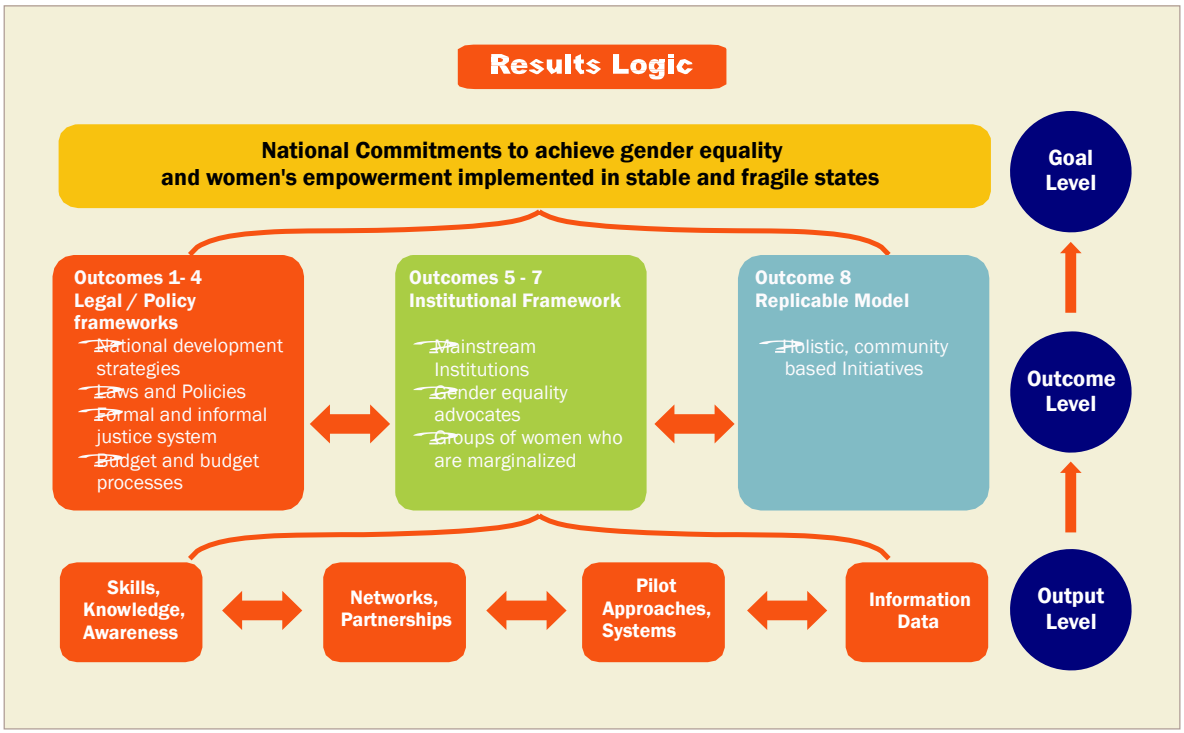
Recognizing that economic disparities in source areas enable luring of people into trafficking, we recommend that UNIFEM builds capacities of grassroots level NGOs and community organisations in source regions for enabling right holders to seek entitlements from government programmes for poverty alleviation (e.g. NREGA, Swadhar, Ujjawala, etc.).

Also, given the wide success of programmes preventing the second generation of trafficked victims by UNIFEM partners, we recommend that UNIFEM develops capacity of NGOs to protect the second generation of trafficked victims by helping to get them enrolled into formal schools, ensure remedial coaching, teaching life skills and providing vocational training and healthcare to them.

Recommendation 5 – **Strengthen Programme Management for Results**

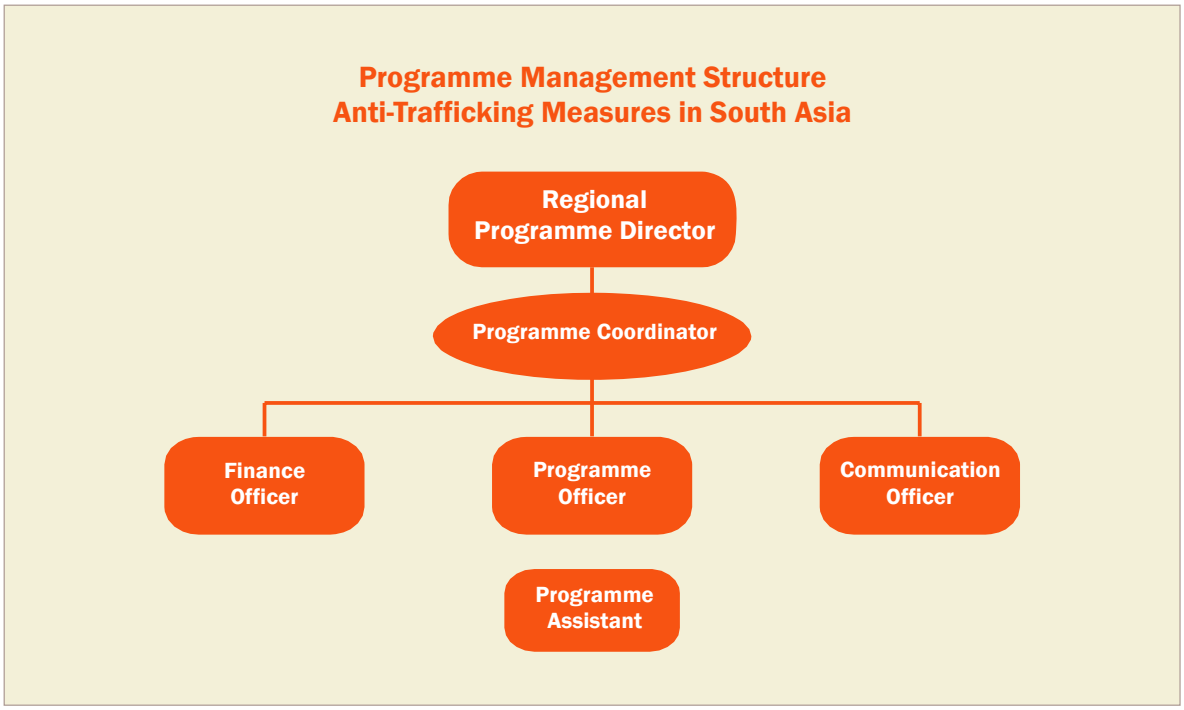
The evaluation recommends that special efforts be made to ensure that a rigorous results based programme management framework is put in place and followed in the next phase. This would include setting up and tracking results indicators (including baselines and targets) with various stakeholders, but would also mean setting up rigorous monitoring mechanisms and periodic evaluations as per UNIFEM norms. For such an RBM system to work effectively, capacities of various partners of the programme in RBM would need to be developed.

Models



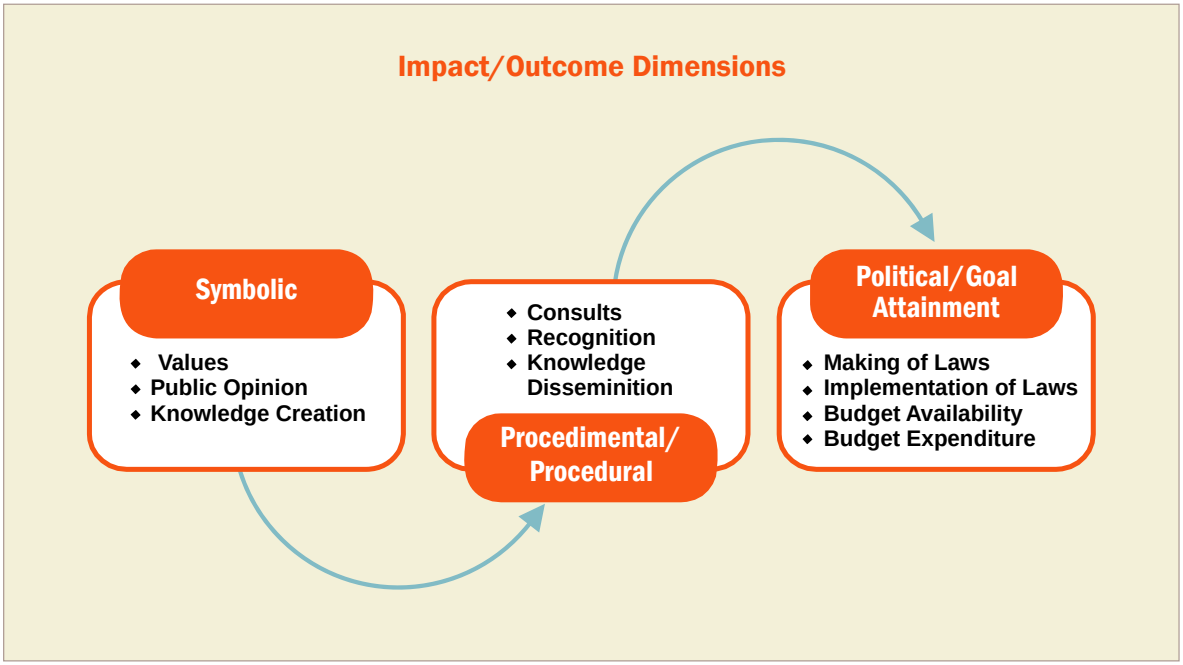
Source: UNIFEM

Model 2.1



Source: UNIFEM

Model 2.2


Impact/Outcome Dimensions
Symbolic
Values
Public Opinion
Knowledge Creation
Consults
Recognition
Knowledge Disseminition
Procedimental/ Procedural
Political/Goal Attainment
Making of Laws
Implementation of Laws
Budget Availability
Budget Expenditure

Model 4.1

Tables

Table No 1.1

Details of Village Survey Undertaken for Evaluation*

(Beneficiaries/Non Beneficiaries)

COUNTRY	STATE	DISTRICT	VILLAGE NAME	NO. OF BENEFICIARY HOUSEHOLDS	NO. OF NON-BENEFICIARY HOUSEHOLDS
BANGLADESH	Rajshahi	Chpai Nawabganj	Riyaz Biswas Tola	35	--
			Roshan Chowk	--	35
INDIA	Bihar	Arariya	Gaiyari Musahari	15	--
			Lodipur	--	15
		Katihar	Nawabganj (purabtola)	15	--
			Basatola	--	15
		Kishanganj	Sighiya Chakander	--	15
			Mohanpur	15	--
	Andhra Pradesh	Hyderabad	Tarnaka Adda	--	30
			Chilkanagar	30	--
	West Bengal	North 24 Paragnas	Bagda	--	25
			Mustafapur	25	--
	Meghalaya	Dauki	Umkren	30	--
		Shilong	Laitumukhara	--	30
	Assam	Guwahati Kamrup	Krishna nagar	--	30
			Agdola	30	--

* Sample village survey was undertaken during September - November 2009

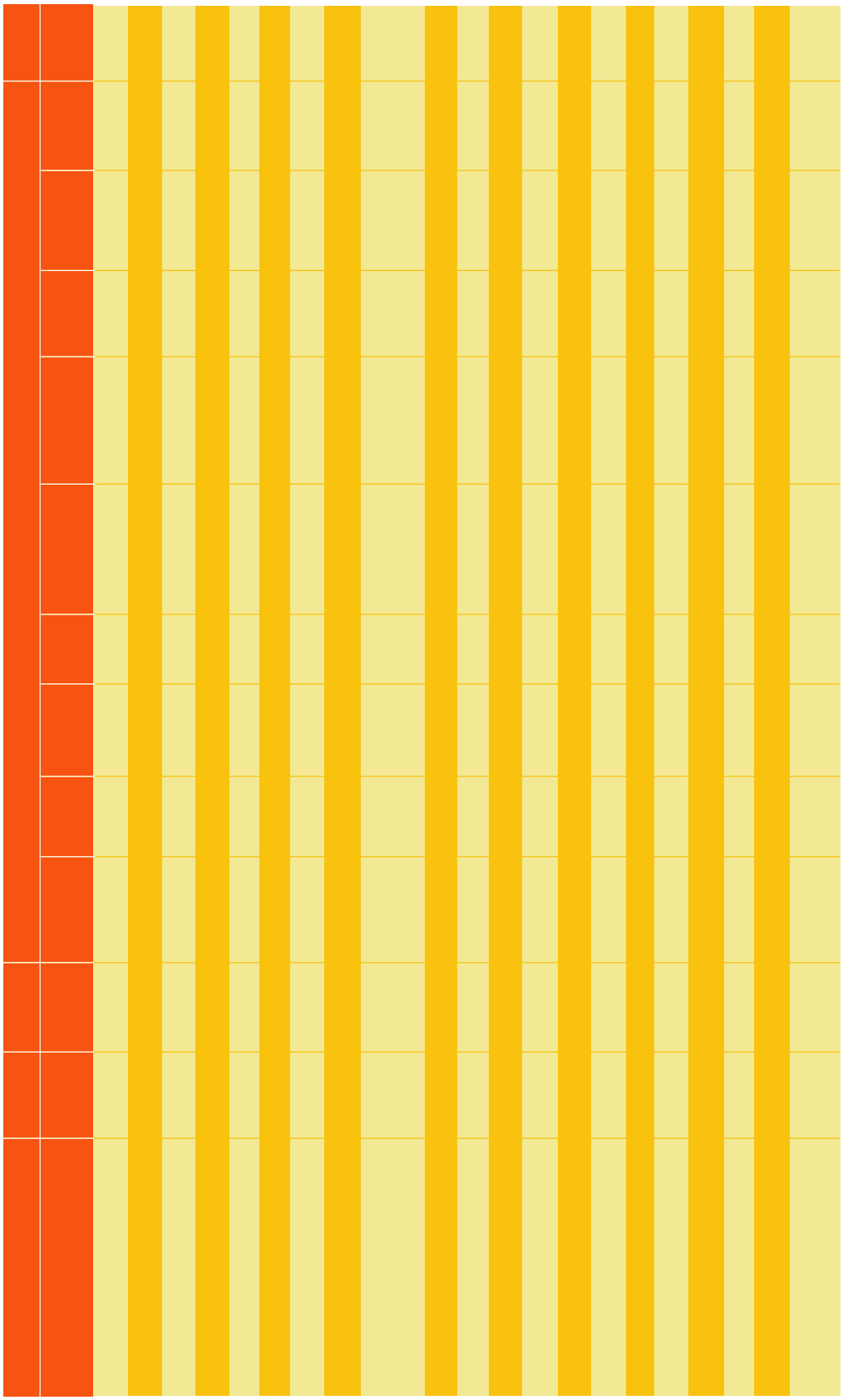


Table No 2.1

Grants for Anti-Trafficking Programme Received by UNIFEM

Donor	Year	Amount (USD)
USAID	2000 -2006	4,603,000
US State Dept.	2000 -2005	310,000
AusAid	2004 -2006	137,458
USAID, Nepal	2006 -2007	99,648
US State Dept.	2006 -2008	280,000
US State Dept.	2006 -2009	3,344,354
Total	2006 -2009	8,774,460

Source : UNIFEM

Table No 3.1

International Instruments Supporting UNIFEM's Mandate

Criminal Violation	International Instruments
Torture, rape, beating- physical, psychological	Art 5 UDHR, Art 7 ICCPR, CAT entire convention, Art 3 UDHR ART 6 ICCPR, ART 6 CEDAW, Article 6
Forced drug or substance abuse	Para 97 BPFA, Art 12 ICESCR
Threat of reprisal to family members back home	Art 12 UDHR
Deprivation of food, malnourishment, lack of access to medical and health	Art 25 UDHR, ART 12 CESCR
Physical confinement, confiscation of passport/ identity papers, isolation (prohibited from engaging in social contact, interception of letters)	Art 13 (1) UDHR, Art 12 (1) ICCPR
Overwork, long hours, no rest	Art 8 (3) ICCPR, ILO Convention No. 29 entire convention,
Bad condition of work, poor health and safety measures	Art 23 (1) UDHR, Art 7 ICESCR Art 11 (f) CEDAW
No / delayed payment for work	Art 23 (3) UDHR
Extraction of fees, payment, debt- bondage	Art 11 ICCPR
Violation of contract by employers	Art 23 (2) UDHR

UDHR: Universal Declaration of Human Right, ICCPR: International Convention on Civil and Political Rights, ICESCR: International Convention on Economic, Social and Cultural Rights, CAT: Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, CEDAW: Convention on the Elimination of All Forms of Discrimination against Women, CRC: Convention on Rights of the Child, ILO No. 29: International Labour Organisation Convention No. 29 Concerning Forced Labour, BPFA: Beijing Platform for Action .

Table No 3.2

Thematic Distribution of Partner Activities (Phasewise) (2000 to 2009)

			LF	CA	R&D	Ad.CBS	PA&IGS	SS&HC	R[4]	Ed/SSt	PoT
Source	2000-2005 No. of Intervention	8	1	4	1	0	0	0	0	1	1
	Percent	100	12.5	50	12.5	0	0	0	0	12.5	12.5
	2006-2009 No. of Intervention	52	7	12	2	6	3	4	6	5	7
	Percent	100	13	22	4	12	6	8	12	10	13
Route	2000-2005 No. of Intervention	10	0	3	0	1	1	0	0	2	3
	Percent	100	0	30	0	10	10	0	0	20	30
	2006-2009 No. of Intervention	21	2	5	0	3	0	2	2	3	4
	Percent	100	10	23	0	14	0	10	10	14	19
Destination	2000-2005 No. of Intervention	14	0	9	1	1	0	2	0	0	1
	Percent	100	0	65	7	7	0	14	0	0	7
	2006-2009 No. of Intervention	79	17	19	5	8	5	6	8	9	2
	Percent	100	22	24	6	10	6	8	10	11	3

Ad.CBS:	Administrative Capacity Building Strategies;
CA	Community Awareness
Ed. /SSt.	Education/Survival Strategies
LF	Legal Framework
PA&IGS	Poverty Alleviation and Income Generating Strategies
PoT	Prevention of Trafficking From Source Areas
R	Release, Rehabilitation, Repatriation and Re-integration
R&D	Research and Documentation
SS&HC	Social Services and Health Care

Source: UNIFEM

Table No 3.3

Activities at Source, Route and Demand Areas (Stakeholders and Beneficiaries)

Activities for Stakeholders	Source	(%)	Route	(%)	Destination	%
Trafficking Survivors	4	11	2	15	01	14
Children of Survivors Vulnerable Girls, Women&	1	3	0	0	6	9
Children	3	8	1	8	01	14
Government Officials	1	2	0	0	3	4
Corporate Officials	2	6			3	4
Government Institution	1	3	0	0	1	1
Prosecution /Judicial Officials	6	16	1	8	7	10
Police / Border Security	6	16	2	15	5	7
Parliamentarians	1	3	1	8	4	6
Community leaders Village Institution/ Vigilance	1	3	0	0	1	1
Committee	1	3	1	8	3	4
CBOs & NGOs	3	8	3	23	6	10
Media	2	5	0	0	1	1
Religious Leaders Community groups/	3	8	0	0	2	4
Panchayats	2	5	2	15	7	10
Total	37		13		69	

Source: UNIFEM

Table No 3.4

Total Respondents to Evaluation Questionnaires (Countrywise)

Country	UNIFEM Supported NGOs/CBOs, Victims	Other NGOs/CBOs, community members/Panchayati Raj Inst/ Municipal members	Government Officials/ Experts/ Professionals
India	54	28	38
Nepal	4	6	15
Bangladesh	3	6	8
Total	61	42	61

Source: Based on Field Visit

Table 3.5

Respondents' Satisfaction Rating of UNIFEM Programme

Indicators	UNIFEM Supported NGOs/ CBOs/ Victims			Other NGOs/ CBOs			Government Officials/ Experts/ Professionals			Total		
Scale (0-9)	< 5	5-7	8-9	< 5	5-7	8-9	< 5	5-7	8-9	< 5	5-7	8-9
Generating Legal Awareness (%)	11	79	10	36	64	0	33	64	3	26	70	4
Influencing Government (%)	65	35	0	83	17	0	74	26	0	73	27	0
Quality of Training Programmes (%)	0	74	26	12	76	12	5	80	15	5	77	18
Awareness Generation (%)	0	57	43	0	83	17	8	80	11	3	73	26
Toolkits/ manuals/ visual and audio material (%)	0	38	62	0	43	57	0	29	71	0	36	64

Source: Based on Field Visit

Table 4.1

RBAP Workshops Organized by UNIFEM Partners

Place / Date	Participants	Number
Dehradun - Sept 2005	Heads of national and state ATSEC Chapters	35
Jharkhand - Nov 2005	Inter Religious Faith Members, NGO partners	38
Chandigarh - Dec.2005	Government officials, local NGOs, 'garage operaters', trafficked victims	25-30
Kalimpong - March 2006	NGO partners, Comm unity leaders, media	39
Kushinagar - July 2006	CBATN members, media, NGOs	40
Varanasi - July 2006	UP ATSEC members, Interfaith groups	37
Kadiri - Dec 2006	NGOs, Members of STREE	30
Guwahati -December 2007	Judicial Officers, Law & enforcement agencies, community leaders, vigilance committee members & survivors of trafficking	30

Source: UNIFEM

Table No. 4.2

Ratings by Selected Beneficiaries of RBAP (Trainings Conducted by UNIFEM)

Indicators	Programme Content			Programme Quality			Overall Rating		
Scale (0-9)	< 5	5-7	8-9	< 5	5-7	8-9	< 5	5-7	8-9
Beneficiaries (%)	-	28	72	10	47	43	-	56	44

Source: Based on Field Visit

Table No. 4.3

Trafficked Victims Intercepted by Border Vigilance Committee

(March-October 2009)

Border Points	Cases Intercepted (Boys)	Cases Intercepted (Girls)
Jogbani	6	65
Sanauli	12	74
Petrepole	8	34
Rajshahi	7	29
Jhapa	9	62
Umkren	2	5

Source : Field Survey

Table No. 4.4

Frequency of Mission Visits by UNIFEM Staff

INDIA

Area	Period	Meetings	Workshop	Trai ning
Andhra Pradesh	2000 - 2005		1	
	2006 - 2009	2		1
Assam	2000 - 2005			
	2006 - 2009	2		
Bihar	2000 - 2005	1		
	2006 - 2009	1	3	
Delhi	2000 – 2005			
	2006 - 2009	8		1
Goa	2000 – 2005	1		
	2006 - 2009	7	1	1
Indo-Nepal Border	2000 – 2005			
	2006 - 2009	1		
Jharkhand	2000 – 2005			
	2006 - 2009	1	2	
Karnataka	2000 – 2005	1		
	2006 - 2009	3	1	
Maharashtra	2000 – 2005	4		
	2006 - 2009	4	2	
Manipur	2000 – 2005			
	2006 - 2009	1		
Meghalaya	2000 – 2005			
	2006 - 2009	1		
Orissa	2000 – 2005			
	2006 - 2009		1	
Rajasthan	2000 – 2005			
	2006 - 2009	4		
Sikkim	2000 – 2005			
	2006 - 2009	1		
Uttar Pradesh	2000 – 2005	1		
	2006 - 2009	3		1
Uttarakhand	2000 – 2005	2		
	2006 - 2009	1		
West Bengal	2000 – 2005	4		
	2006 - 2009	11	4	3
Haryana	2000 – 2005			
	2006 - 2009	1	1	
Pondicherry	2000 – 2005			
	2006 - 2009	1		
Tamil Nadu	2000 – 2005			
	2006 - 2009	1		
Total	2000 – 2005	14	1	
	2006 - 2009	54	15	7

ABROAD

Area	Period	Meetings	Workshop	Training
China	2000 – 2005	1		
	2006 - 2009			
Cambodia	2000 – 2005	2	1	
	2006 - 2009			
Japan	2000 – 2005			
	2006 - 2009	1		
Malaysia	2000 – 2005			
	2006 - 2009	1		
Nepal	2000 – 2005	1	1	
	2006 - 2009	15	1	1
Sri Lanka	2000 – 2005	2		
	2006 - 2009			
Thailand	2000 – 2005	3		
	2006 - 2009	1		
Zurich (Switzerland)	2000 – 2005			
	2006 - 2009	1		
Bangladesh	2000 – 2005	1	1	
	2006 - 2009	1		
Abroad (Total)	2000 – 2005	10	3	
	2006 - 2009	20	1	1

Source: UNIFEM Mission Reports

Table No 6.1

Instances of Trafficked Cases Reported (According to Age Groups) by Beneficiary/Non-Beneficiary Households

State	Surveyed Area	Selected HH	Identified Trafficked Cases (2005 onwards)					
			Males Age Group			Females Age Group		
			<18	18-25	>25	<18	18-25	>25
Nepal	Beneficiary	30					1	
	Non- Beneficiary	30	1			3	2	
B'desh	Beneficiary	35					1	
	Non- Beneficiary	35	1			2	2	
India Bihar	Beneficiary	45	1				1	
	Non- Beneficiary	45	3			3	3	1
W. Bengal	Beneficiary	25				1		
	Non- Beneficiary	25				3	2	
Andhra Pradesh	Beneficiary	30						
	Non- Beneficiary	30				2	2	
Assam	Beneficiary	30						
	Non- Beneficiary	30				1	2	
Meghalaya	Beneficiary	20						
	Non- Beneficiary	20					1	

Source: Field Survey conducted during September- November 2009

Table No 6.2

Instances of Trafficked Cases reported in Beneficiary/ Non-Beneficiary Households (by Purpose & Destinationwise)

State	Surveyed Area	Identified Trafficked Cases (2005 onwards)									
		Purpose						Destination			
		Male			Female			Male		Female	
		1	2	3	1	2	3	4	5	4	5
Nepal	Beneficiary						1				1
	Non- Beneficiary		1			4	1		1	1	4
B'desh	Beneficiary						1				1
	Non- Beneficiary		1			1	3		1	1	3
India Bihar	Beneficiary		1				1		1		1
	Non- Beneficiary		3			1	6		1	2	4
W. Bengal	Beneficiary						1				1
	Non- Beneficiary						5			1	4
Andhra Pradesh	Beneficiary										
	Non- Beneficiary					3	1			3	1
Assam	Beneficiary										
	Non- Beneficiary					3				1	2
Meghalaya	Beneficiary										
	Non- Beneficiary					1					1

Source: Field Survey conducted during September- November 2009

1: Education, 2: Job, 3: Marriage, 4: Known, 5: Unknown

Table No 6.3

Indicators for Measuring Changes

(Symbolic/Procedural/Outcome)

Indicators	Symbolic	Procedural	Outcome change
I. Mainstreamed the national institutions, especially justice institutions and law enforcement demonstrating understanding and accountability.	➢ Sensitized and aware	➢ Adoption of procedures ➢ Trained law enforcement agencies and judiciary ➢ Changed mind set	➢ Increased conviction and punishment of traffickers ➢ Reduction in trafficking
II. Provided access to vulnerable women and girls to the existing judicial system and obtain legal redressal for violations of their rights.	➢ Sensitized and aware	➢ Legal aid support system provided	➢ Vulnerable groups of women accessing and using legal aid support services ➢ Increase in convictions
III. Improved implementation of anti-trafficking laws.	➢ Sensitized and aware law and policy makers for improved legislations	➢ Appropriate laws and policies are in place	➢ Laws and policies are implemented by duty holders
IV. Developed improved capacity for providing shelters and support so as to enhance the efficacy of return and reintegration of victims and survivors of trafficking.	➢ Sensitized and aware of need for better services for victims post rescue	➢ Improved services, infrastructure and shelter homes are in place	➢ Trafficked victims are accessing rehabilitation and other services in shelter homes ➢ Increased reintegration of rescued victims into community
V. Improved border vigilance mechanism leading to decrease in cross border trafficking.	➢ Sensitized and aware of need for vigilance at borders	➢ Border vigilance mechanisms in place ➢ Monitoring and screening of suspicious movements at borders	➢ Reduced cross border trafficking

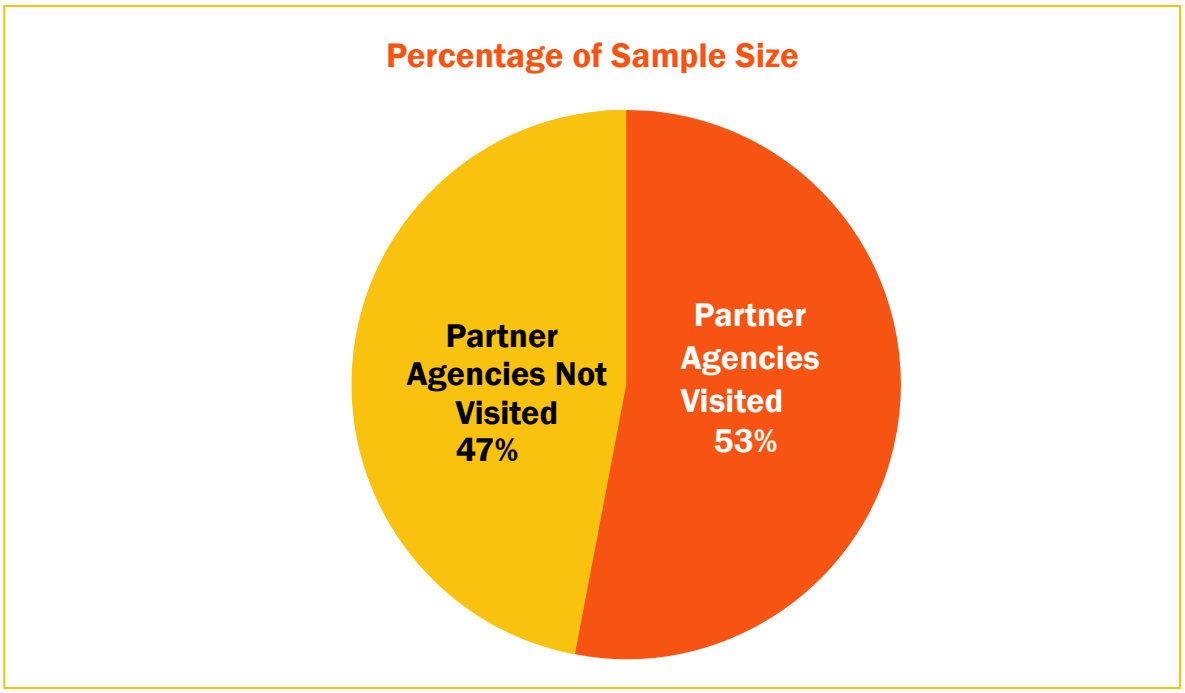
Table No VI.4.

Respondents' Rating of Identified Indicators

Indicator	Symbolic Change			Procedimental Change			Outcome Change		
	< 5	5-7	8-9	< 5	5-7	8-9	< 5	5-7	8-9
Mainstreamed the national institutions, especially justice institutions and law enforcement demonstrating understanding and accountability.	7	75	18	54	31	15	79	21	0
Provided access to vulnerable women and girls to the existing judicial system and obtain legal redressal for violations of their rights.	46	26	28	51	41	7	66	28	6
Improved implementation of anti-trafficking laws.	37	41	22	29	60	11	57	37	6
Developed improved capacity for providing shelters and support so as to enhance the efficacy of return and reintegration of victims and survivors of trafficking.	18	71	11	41	53	6	21	72	7
Improved border vigilance mechanism leading to decrease in cross border trafficking.	7	74	19	9	76	15	18	71	11

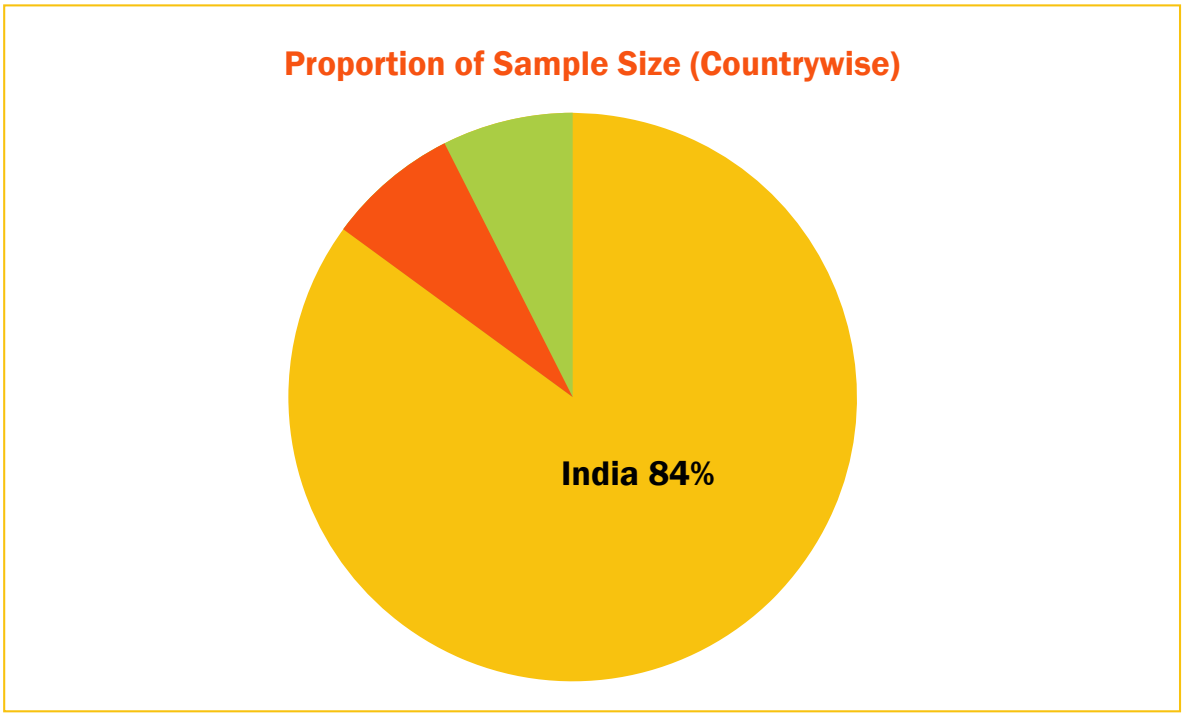
Source: Based on field visits

Figures & Maps



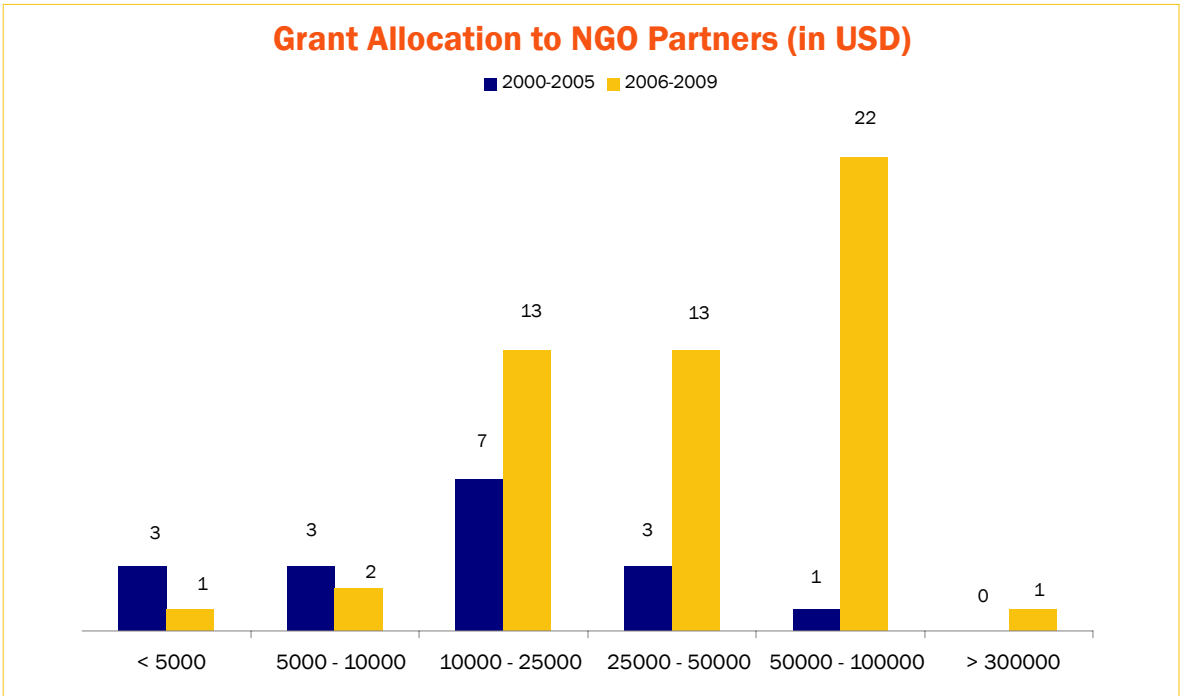
Source: Based on field visits

Fig 1.1



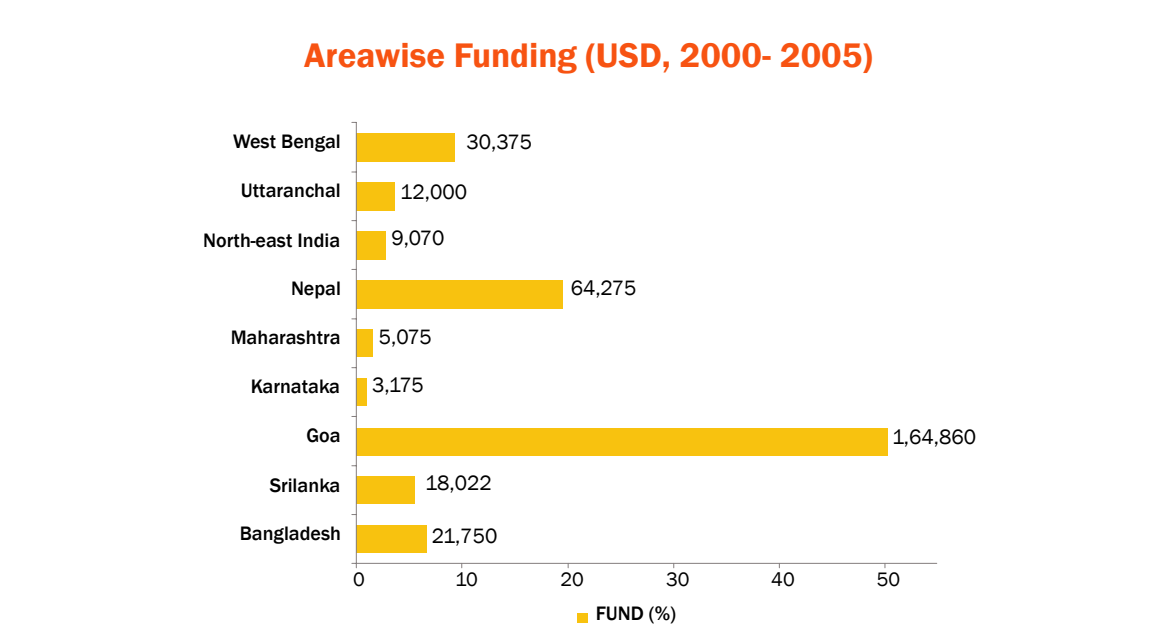
Source: Based on field visits

Fig 1.2



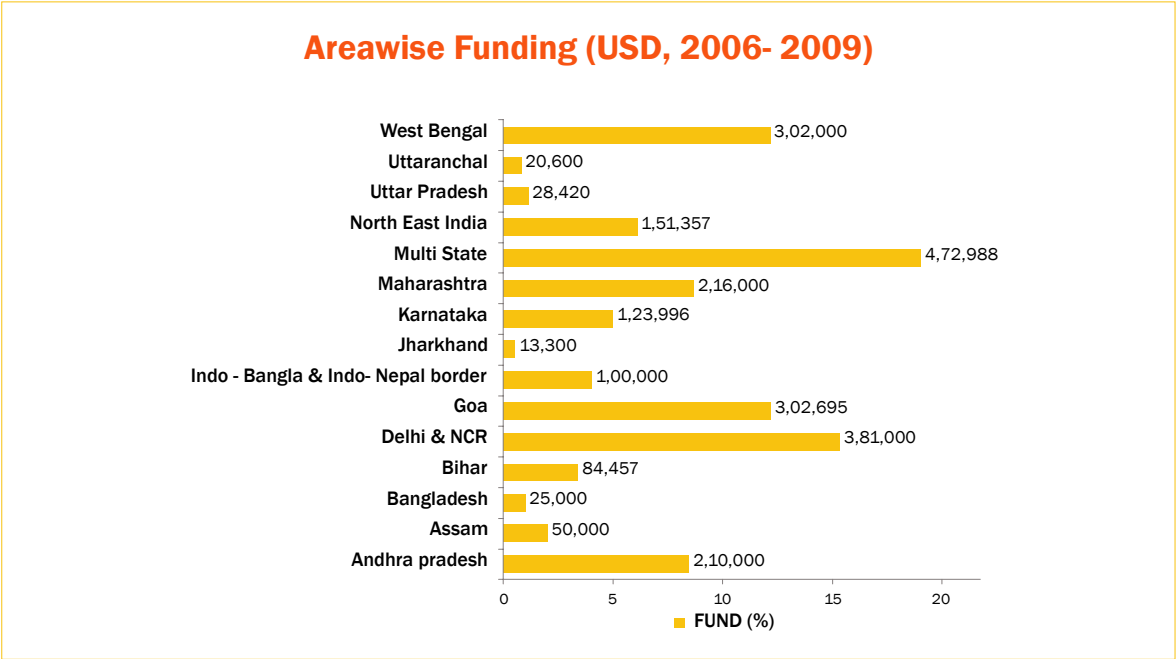
Source: UNIFEM

Fig 5.1



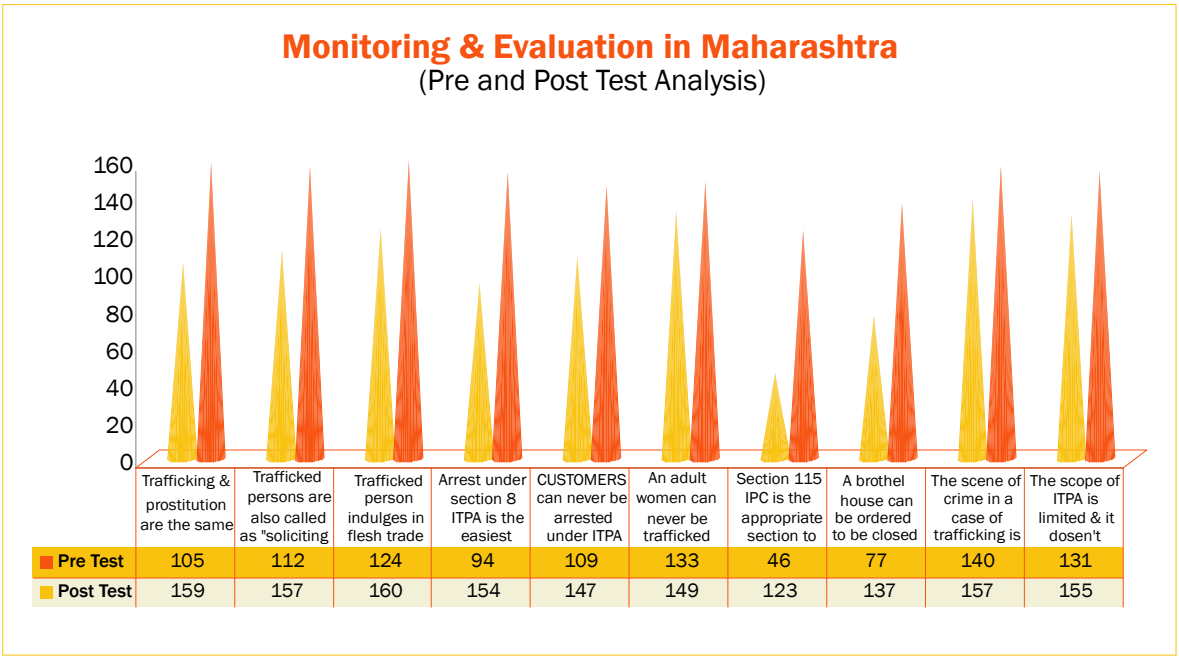
Source: UNIFEM

Fig 5.2



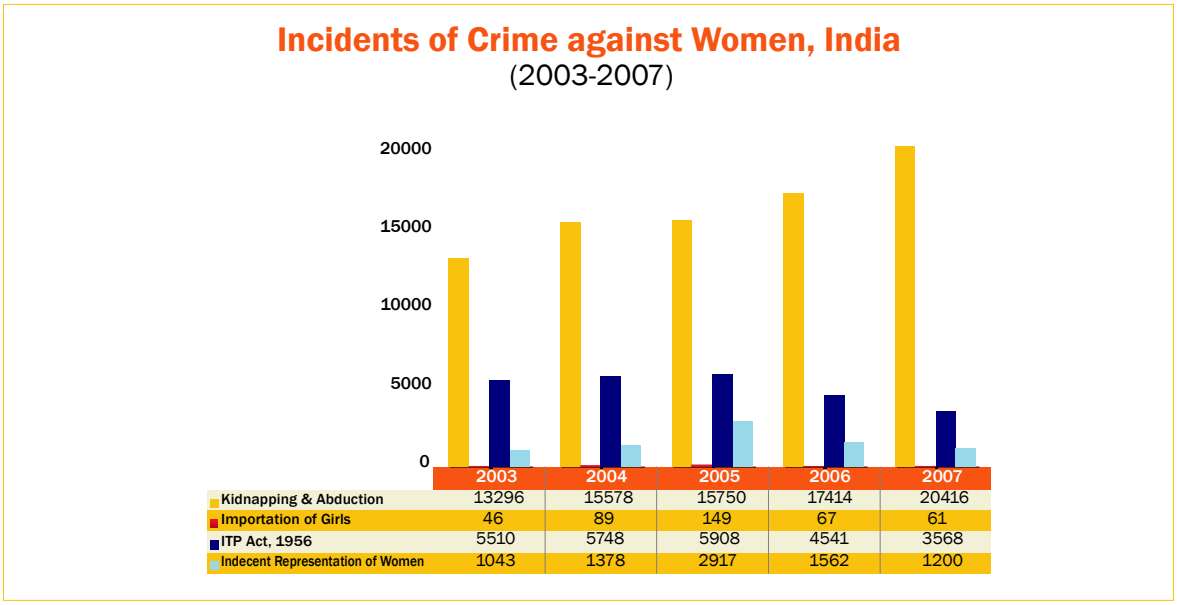
Source: UNIFEM

Fig 5.3



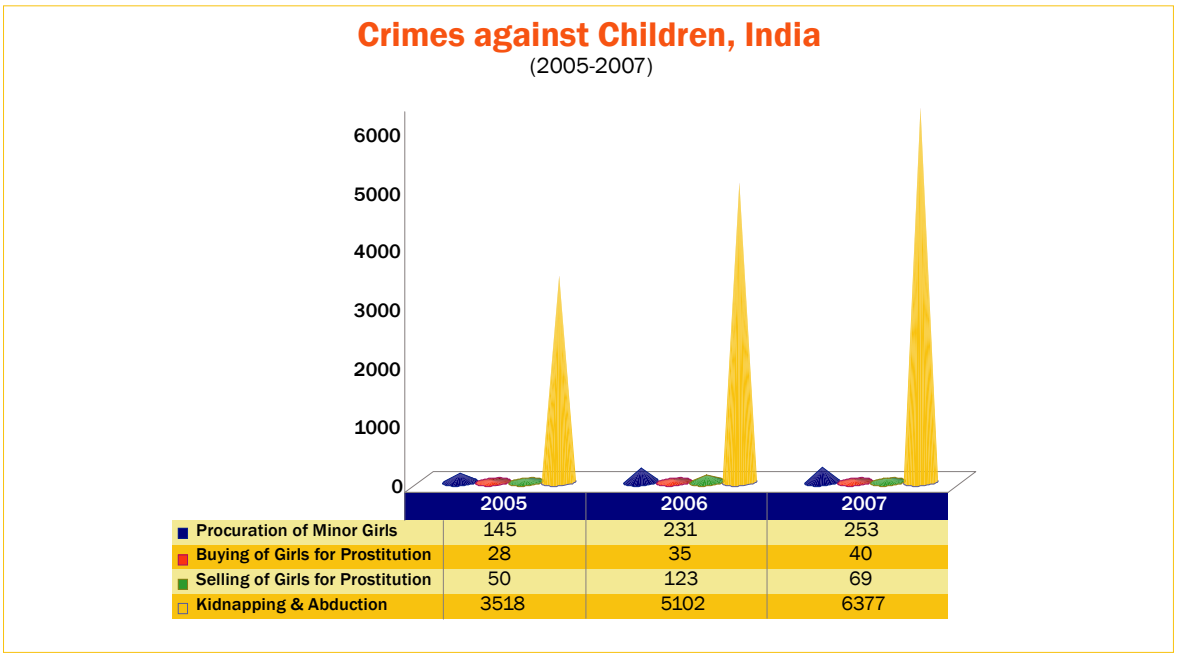
Source: Save the Children- India, Mumbai

Fig 6.1



Source: National Crime Record Bureau (NCRB) , 2007

Fig 6.2

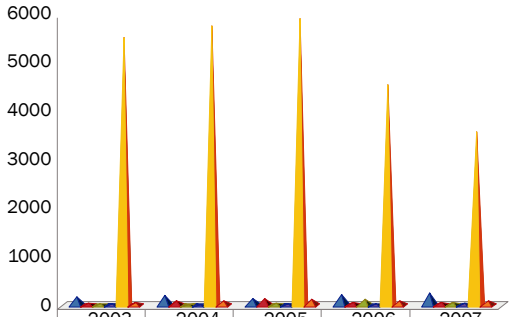


Source: National Crime Record Bureau (NCRB) , 2007

Fig 6.3

Incidence of Crime under Human Trafficking, India

(2003-2007)

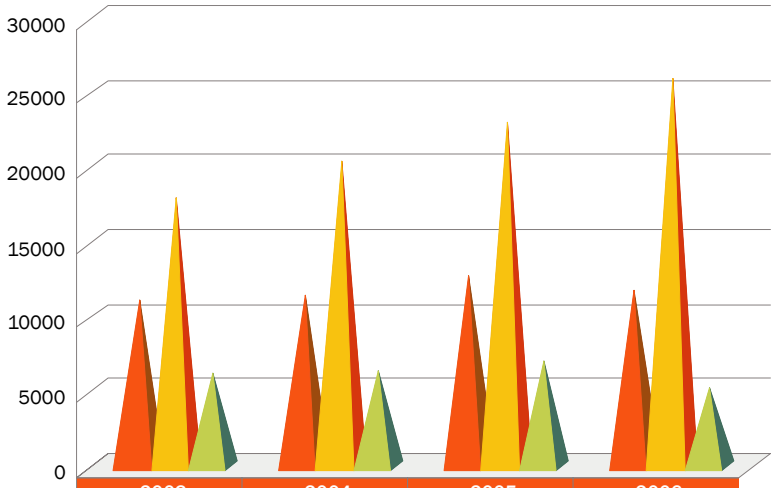


	2003	2004	2005	2006	2007
Procuration of Minor Girls	171	205	145	231	253
Importation of Girls	46	89	149	67	61
Selling of Girls for Prostitution	36	19	50	123	69
Buying of Girls for Prostitution	24	21	28	35	40
Immoral Trafficking (Prevention) Act 1956	5510	5748	5908	4541	3568
Child Marriage Restraint Act 1929	63	93	122	99	96

Source: National Crime Record Bureau (NCRB) , 2007

Fig 6.4

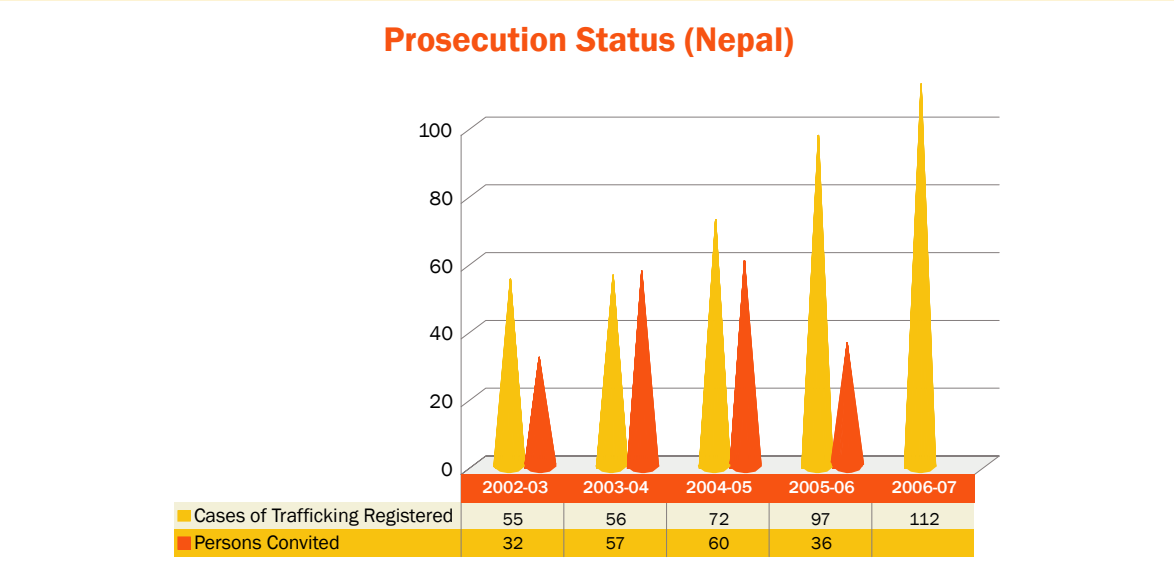
Prosecution Status Under ITP Act (India)



	2003	2004	2005	2006
Persons arrested	11101	11428	12665	11783
Persons Prosecuted	17870	20390	23053	25844
Persons Convicted	6202	6341	7075	5201

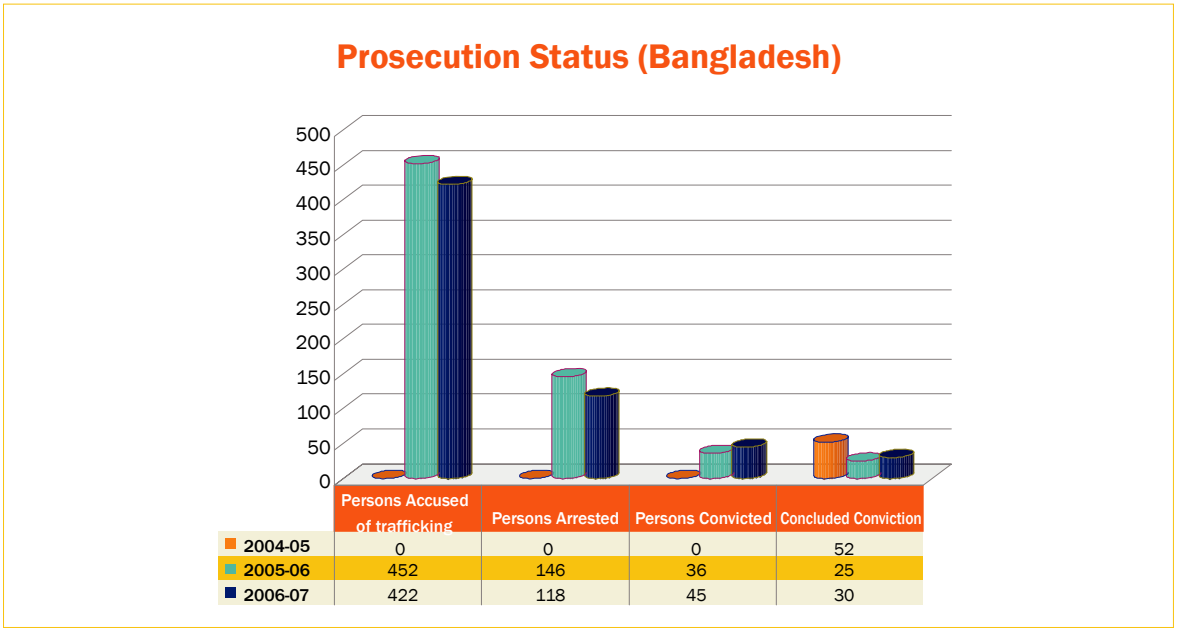
Source: National Crime Record Bureau (NCRB) , 2007

Fig 6.5



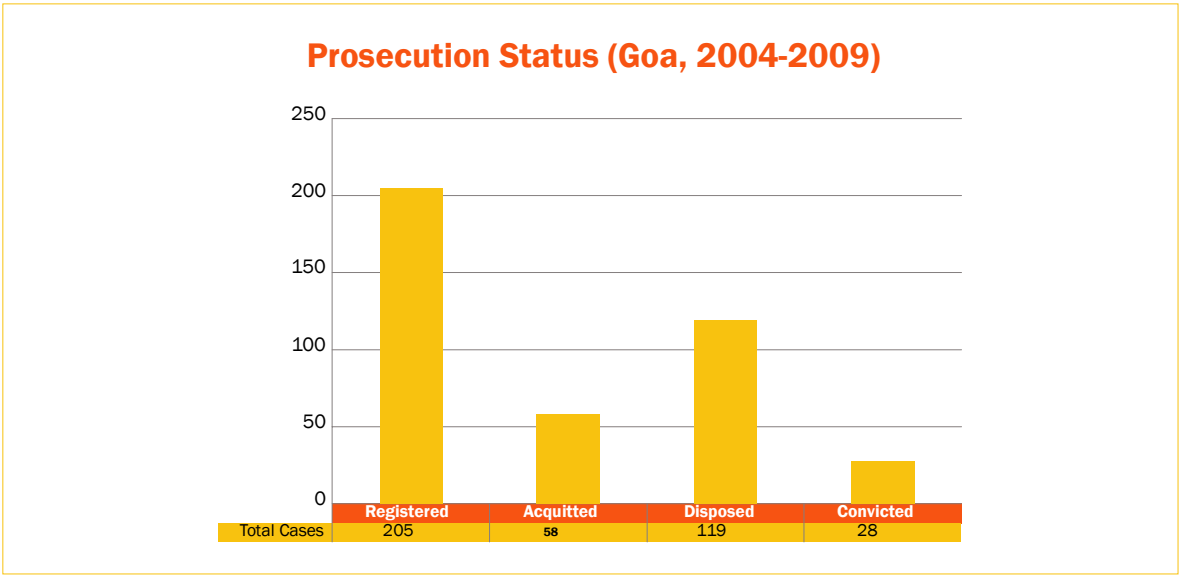
Source: UNODC, Global Report, 2009

Fig 6.6



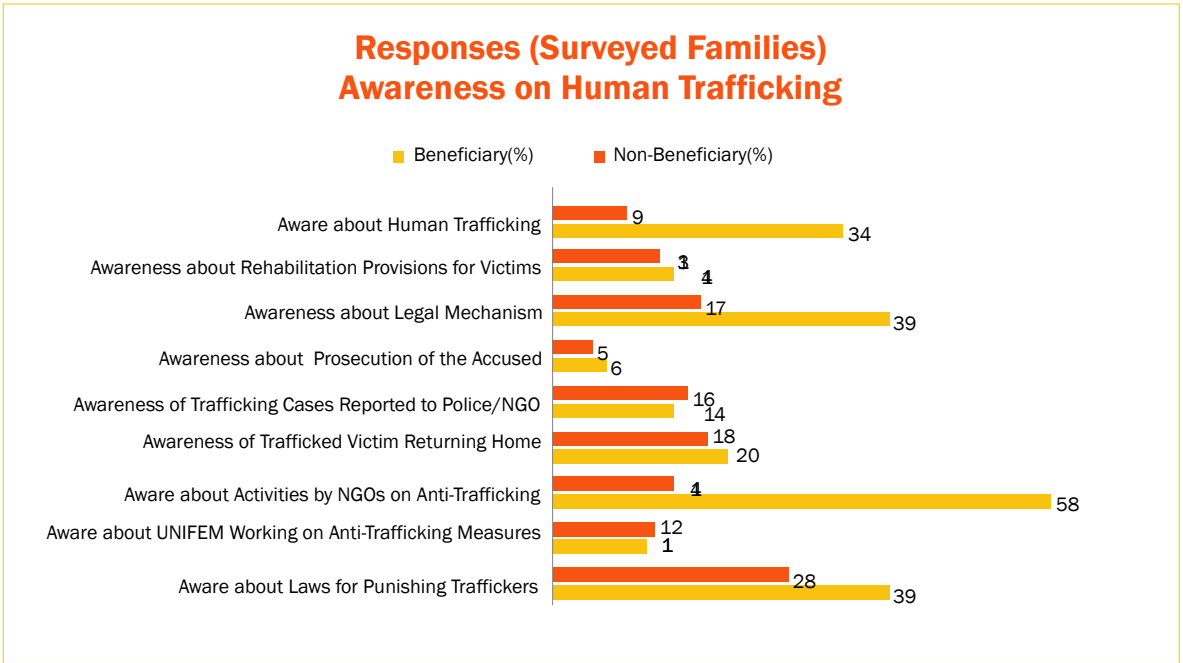
Source: UNODC, Global Report, 2009

Fig 6.7



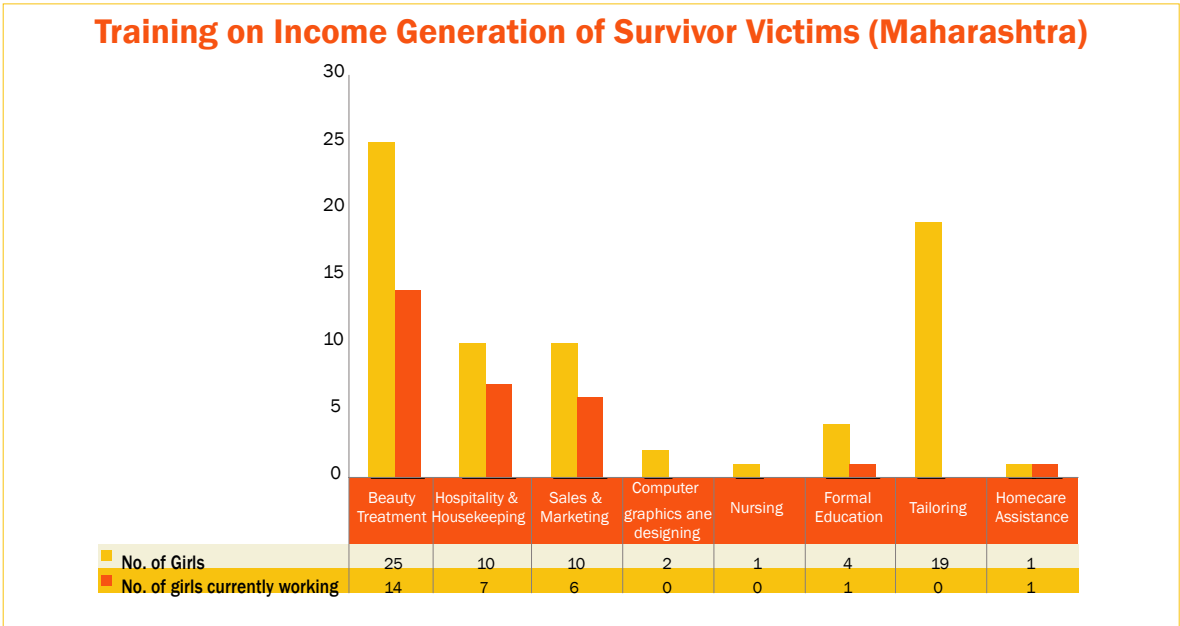
Source: Dept. of Women and Child, Goa

Fig 6.8



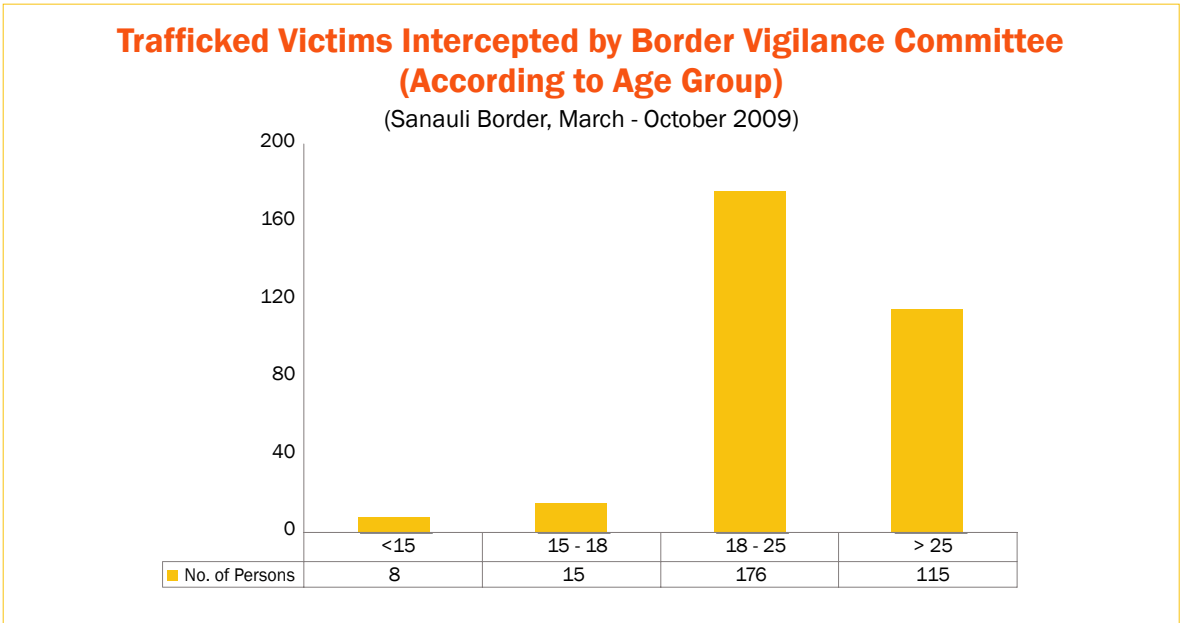
(Based on Sample Survey)

Fig 6.9



Source: Save the Children – India, 2009

Fig 6.10

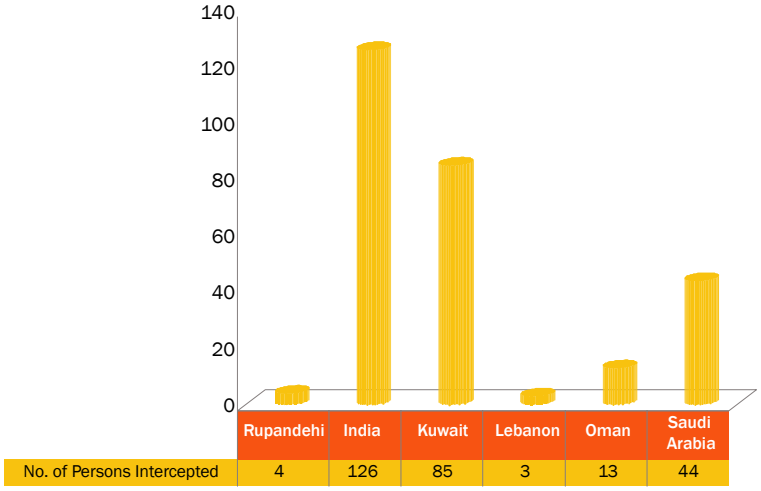


Source: BSF-Nepal, Sanauli Border, 2009

Fig 6.11

Trafficked Victims Intercepted by Border Vigilance Committee (According to Place of Intended Destinations)

(Sanauli Border, March - October 2009)

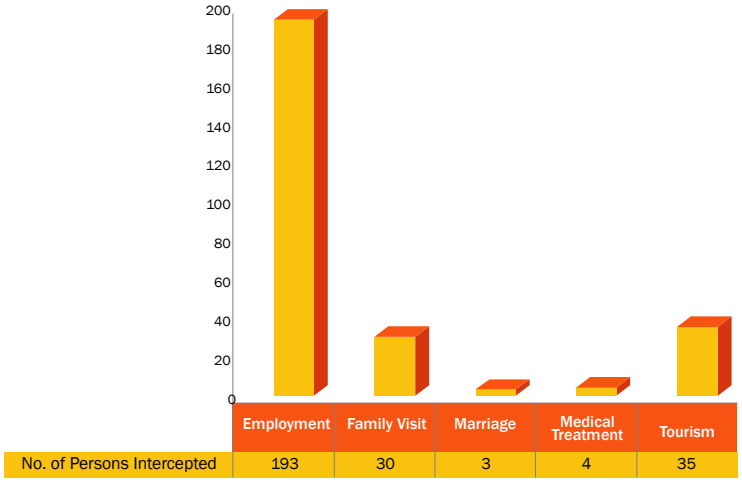


Source: Nepal Border Police, Sanauli, 2009

Fig 6.12

Trafficked Victims Intercepted by Border Vigilance Committee (According to Reasons as Stated by the Trafficked Victims)

(Sanauli Border, March - October 2009)



Source: Nepal Border Police, Sanauli, 2009

Fig 6.13

Map No. 1.1

Areas Selected for Field Visit

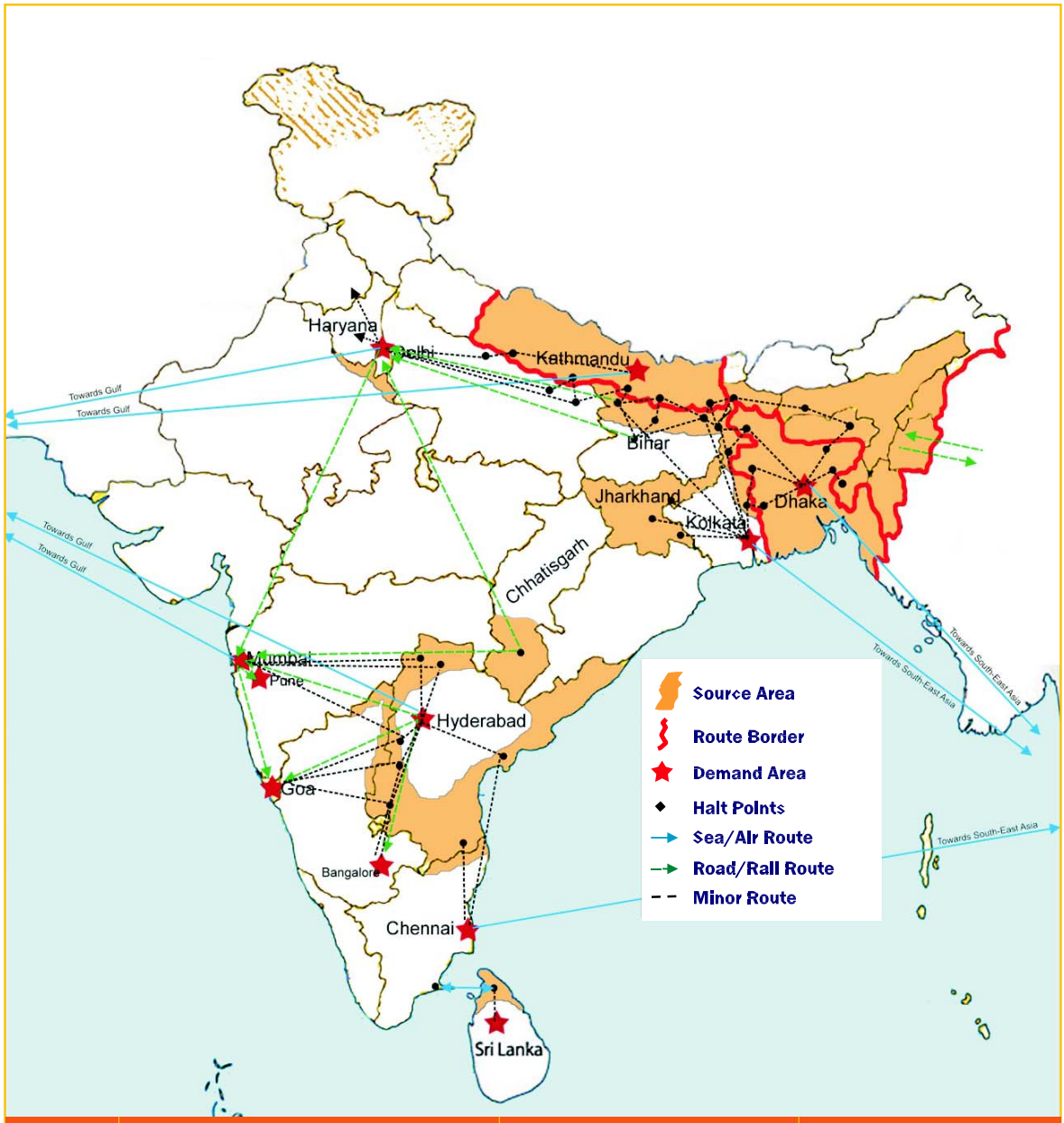


Source: Based on field visits

Map No. 3.1

Areas of Human Trafficking in South Asia

Source, Route and Demand Areas (2009)



Country	Source	Route	Destination
India	West Bengal, Bihar, Jharkhand, U.P. Andhra Pradesh, North Eastern States of India, Southern Chattisgarh, north Tamil Nadu	Indo-Nepal & Indo Bangladesh Border Districts, Indo-Myanmar Border Areas	Mumbai, Kolkata, Goa, Delhi, Hyderabad, Bangalore
Bangladesh	Rajshahi, Chapainababganj	Indo-Bangladesh Border Districts	Dhaka
Nepal	Interior districts of Nepal	Indo-Nepal Border (Adjoining districts of Nepal with U.P. and Bihar)	Kathmandu
Sri Lanka	Northern Sri Lanka & South India	Indo-Sri Lanka sea route	Colombo, South India

Source: Based on field visits & literature review

Map No. 3.2

UNIFEM Partner Organisation
Theme Based Activities/Interventions
(2000-2005)



Source: UNIFEM

Map No. 3.3

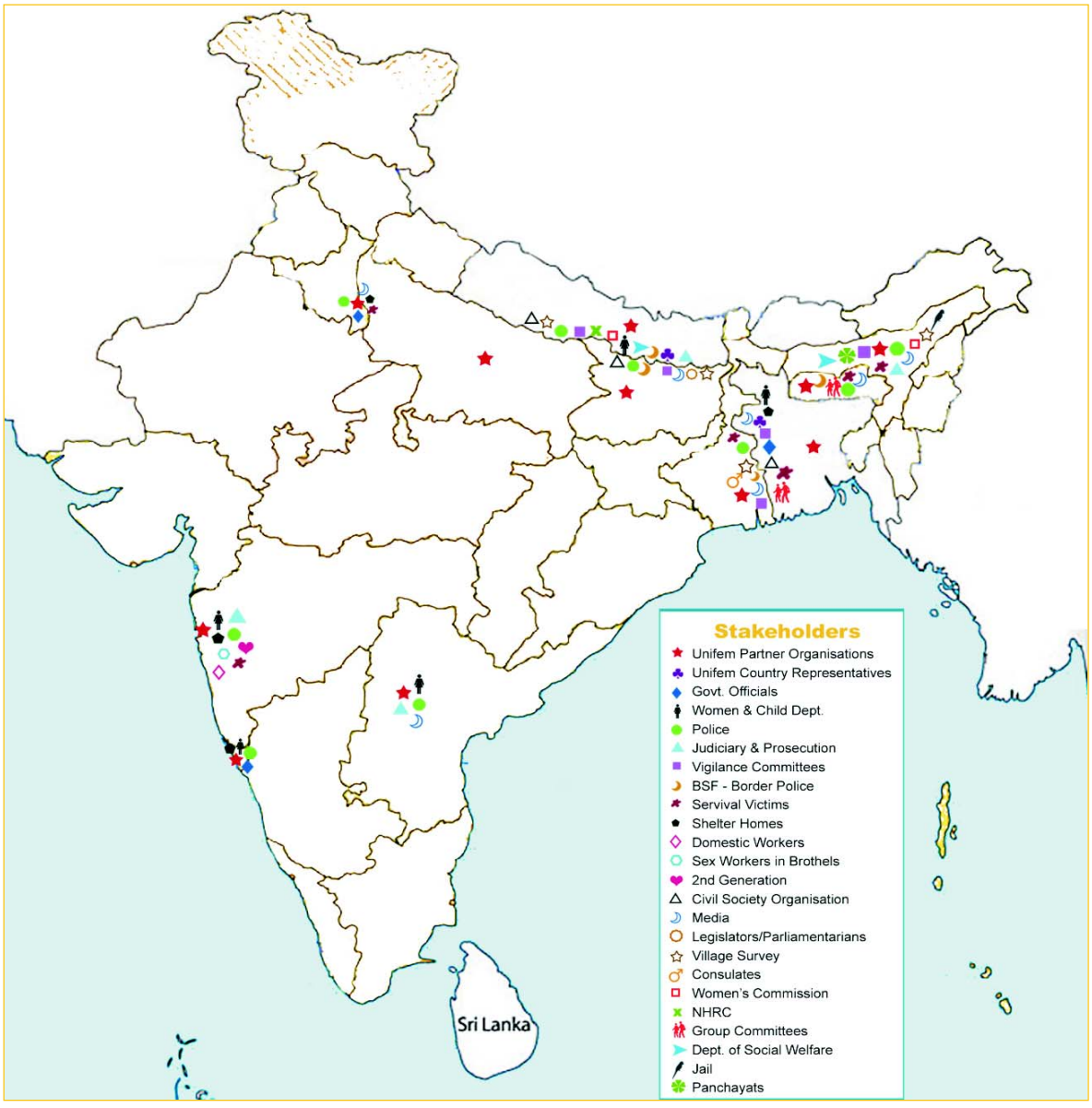
UNIFEM Partner Organisation
Theme Based Activities/Interventions
(2006-2009)



Source: UNIFEM

Map No. 3.4

UNIFEM Partner Organisation
Stakeholders/Beneficiary (based on Field Visit)



Source: UNIFEM

Annexures

Annexure 1.1

Terms of Reference

Evaluation of the Regional Anti-Trafficking Programme
UNIFEM South Asia Sub Regional Office, New Delhi

Background and Purpose

UNIFEM has, over the years, and in successive policy documents pledged promoting of women's human rights to eliminate all forms of violence against women and transform development into a more equitable and sustainable process. UNIFEM has responded to the economic, social and political challenges in South Asia region through a broad range of very focussed and dedicated anti-VAW programs among which the Regional Anti-Trafficking programme has been the flagship programme of UNIFEM South Asia. UNIFEM South Asia is coming out with a global strategy document written by the Regional Programme Director, who is also UNIFEM's Global Advisor (Anti-Trafficking). It is under her esteemed leadership and vision that the Regional Anti Trafficking Programme was conceived and implemented. The global document is a policy paper that profiles the journey of the programme which has always responded to the policy environment in South Asia and the necessary implementation.

The programme has gone through different phases since its inception in 2000. The substantial changes over the last decade in the perception and response towards addressing trafficking at the national as well as the regional levels policy environment has determined the implementation that has been responsive in orientation. The Regional Anti Trafficking Programme was formed in 2000 to put in a concerted effort on policy advocacy with the regional governments to recognise and suitably address the issue of trafficking, work on regional convergence issues with the SAARC and addressed issues related to rescue (now termed withdrawal), repatriation and prosecution and rehabilitation.

Evaluation Purpose

This is an external evaluation whose purpose is to examine UNIFEM's programming (approaches, strategies and interventions) in anti-trafficking both as a regional effort and with strong country programme priorities in India and Nepal. This is to contribute in determining the impact of UNIFEM's outreach within the scope of the programme in promoting and contributing to combating VAW results at national and regional levels. The evaluation is expected to make recommendations for improvement with suggestions for the next appropriate level of programming that builds over the work of the last decade and take the results to deliver to UNIFEM's goal of increased national commitments to gender equality and women's empowerment implemented in stable and fragile states. Lessons learned through the evaluation on both successes and constraints in this programme process will be applied to make course adjustments or further improve and strengthen the Programme. The evaluation will give guidance on modification of policy and programme guidance, where appropriate including resources, structures and accountability at all levels for the Regional Anti-Trafficking Programme, UNIFEM, South Asia. The evaluation will be a key document for UNIFEM's own learning, for the donor community (as the work as been mostly from raised donor resources), governments in South Asia(as trafficking is identified as a major threat to human development in the region) with cross-cutting linkages. It informs UNIFEM's global outcomes1, 3, 5, 7 and 8 justifiably.

Context of the Programme

The South Asia region has faced significant social challenges like volatile civic unrests, the brunt of political transition and instability and the onslaught of poverty that have at all points increased challenges for women's security and human rights, making them susceptible to gross exploitation. Development under corporate globalization and market liberalization has continued to be extremely uneven between regions and between groups of population. Rising prosperity among the middle class has exacerbated inequalities, exclusion and discrimination which, compounded with the lack of any meaningful social protection has left behind the poor and disadvantaged. Combined with gender based discrimination, violence and low status of women and girls this has created situations of severe vulnerabilities for women and girls to exploitation, and trafficking has emerged as the single biggest symptom of this situation.

'Trafficking in persons' is defined 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 [interpretative note (63)] 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. Among the more accepted definitions of trafficking is the one by Radhika Coomaraswamy, the UN Special Rapporteur on Violence against Women. According to her,, 'Trafficking in persons means the recruitment, transportation, purchase, sale, transfer, harbouring or receipt of persons:i) By threat or use of violence, abduction, force, fraud, deception or coercion (including the abuse of authority), or debt bondage, for the purpose of: ii) Placing or holding such person, whether for pay or not, in forced labour or slavery-like practices, in a community other than the one in which such person lived at the time of the original act described in (i).

The magnitude of human trafficking becomes difficult to measure through regular data collection mechanisms because of the clandestine nature of operations, the anonymity desired by clientele, low visibility of exploitation and an overwhelming fear of information sharing by involved persons.[1] South Asia is home to the second largest numbers of internationally trafficked persons, estimated to be around 150,000 persons annually.[2] Bangladesh is a major source country for women and children being trafficked for the purpose of sexual exploitation, involuntary domestic servitude and bondage of debt. There is considerable existence of intra country trafficking from rural to urban setups. While, the exact figure of women and children trafficked is unknown, NGO estimates put the figure as several thousand women and children are victims of trafficking each year. According to one study, in the decade leading up to 2002, 200,000 women were trafficked out of the country.[3] India is country of origin, transit and destination for human trafficking. The magnitude of trafficking and commercial sexual exploitation in India is vast and increasing, with a significant percentage of the trafficked being children. Estimates reveal that 3 million women and children are trafficked (intra and cross border combined) in India alone every year. The age of the trafficked victims is going down. It has been estimated that half of all female sex trafficking victims in South Asia are under age 18 at the time of exploitation.[4] Trafficking of women across South Asia resulting in women in prostitution is a key factor in the spread of HIV/AIDS across the region.[5] [6] It is estimated that every year, between 5,000 to 10,000 Nepalese women and girls are trafficked to India for the purposes of commercial sexual exploitation. Another estimate points to between 40,000 to 200,000 women and girls from Nepal working in brothels in various cities in India. Trafficking from neighbouring countries account for 10% of the forced migration in India with approximately 2.17% from Bangladesh and 2.6% being from Nepal.[7] Nepal is a major source country in South Asia. Women and girls continue to be the main victims of trafficking though there are indications of boys and men being trafficked to work forcibly in factories, households and agriculture, and even for the purpose of organ transplants.[8] The estimate of women and girls trafficked to India annually from Nepal range from between 5,000 to 15,000.[9] The Government of Nepal has identified 26 districts in Nepal as trafficking-prone areas from where the number of missing women and girls is the highest.[10]

UNIFEM started programmes in Anti-Trafficking in the South Asia region (primarily Nepal, Bangladesh and India- often referred as the 'Golden triangle')to address the grave human rights violations that trafficking entails which has a whole rage of negative impacts not only for women and children survivors of trafficking individually but on a human capital, development opportunities and growth. Trafficking results in vulnerabilities and violence which includes forced labor, bonded labor, debt bondage and involuntary servitude among migrant laborers, involuntary domestic servitude, forced child labor, child soldiers, camel jockeying, organ trade, begging, illicit adoption, circus,

1. Since empirical data is hard to difficult to get, most of the research studies are based on either case studies or empirical research on studies of limited size.
2. The highest numbers are estimated to come from South East Asia, estimated to be 225,000. State of the World Population Report, UNFPA, 2006, p. 45.
3. D. M. Hughes, L. J. Sporcic, N. Z. Mendelsohn, V. Chirgwin, Factbook on Global Sexual Exploitation, Coalition Against Trafficking in Women, 1999 (Accessed at: http://www.catwinternational.org/factbook/Bangladesh.php; date accessed: 13 September 2006).
4. US State Department Trafficking in Persons Report, 2008
5. Study released in the Journal of the American Medical Association (Vol.298, No.5, August 1, 2007)
6. Trafficking in Women and Children in India, National Human Rights Commission (NHRC)/ Institute of Social Sciences (ISS)/ UNIFEM, 2005, p. 17.
7. Trafficking in Women and Children in India, National Human Rights Commission (NHRC)/ Institute of Social Sciences (ISS)/ UNIFEM, 2005, p. 17.
8. 2005 National Report: Trafficking in Person Especially on Women and Children in Nepal, Office of the National Rapporteur on Trafficking in Women and Children (ONRT), National Human Rights Commission (NHRC), Lalitpur, Nepal, September 2006, p. 8.
9. Trafficking in Persons Report 2006, United States Department of State, July 2006, p. 11
10. These districts are: Nuwakot, Dhading, Sindhupalchok, Kailali, Kaverpalanchok, Makawanpur, Gorkha, Banke, Sindhuli, Udayapur, Rasuwa, Nawalparasi, Jhapa, Ramechhap, Sarlahi, Mahottari, Dhanusa, Chitawan, Lalitpur, Kaski, Morang, Sunsari, Rupandehi, Parsa, Kathmandu, and Dang. Information from Ms. Padma Mathema, Nepal National Rapporteur on Trafficking in Women and Children, email communication dated 8 February 2007

forced marriages, sex trafficking and "prostitution", children exploited in commercial sex, child sex tourism.[11] Trafficking victims are denied the right to self-determination, liberty and security of person. UNIFEM realized that addressing trafficking was the major way of programming on VAW in the region. Additionally, UNIFEM realized that while trafficking was primarily dealt with as a crime issue by most agencies, it was essentially the result of structural gender inequalities that made women part of excluded and discriminated groups in the region.

UNIFEM defined and delivered programmatic outputs in the areas of advocacy and lobbying, creation of knowledge base, awareness generation and media advocacy, capacity development/networking, and piloting best practices, with a clearly defined Human Rights thrust in its programming and project initiatives. The programme has adopted a multi-pronged strategy to address trafficking in women, including sex tourism, paedophilia, commercial sexual exploitation and forced labour. Primarily, the programme has relied on two strategic approaches while responding to the issue of trafficking in women and children in South Asia i) Comprehensive rights based intervention putting the protection of the rights of the trafficked person at the centre.[12] ii) widening and deepening partnerships with various stakeholders – governments, regional organizations (SAARC), anti trafficking networks and groups, inter-faith leaders, men and boys, media, Judiciary and law enforcing agencies, Community Based Organizations and other social change agents for prevention of trafficking. Currently the programme focuses strategic preventive interventions that includes working with i) trafficking survivors ii) 'At Risk' groups iii) Children of trafficked victims/survivors for prevention of second generation trafficking (iv) police and judiciary and (v) on laws and policy reform and institutional capacity towards improved prevention of trafficking, protection, rehabilitation and reintegration of victims/survivors. UNIFEM facilitates coordination and cooperation between government and civil society towards this end, even while continuing with regional advocacy for strengthening accountability mechanisms. The programme has also sought to directly reach out to the households or individual psyche and value systems of people. Interventions have been designed to strategically leverage the developmental broad bases for wider coverage, larger ownership and cost efficiency while promoting minimum standards of care and support. UNIFEM in Nepal established a resource centre with more than hundred members of NGOs at national and grass root level to disseminated information and mainstream the gender issues.

Programme Description

Geographic Coverage: India, Nepal, Bangladesh, Srilanka (some early work)

INDIA:
Delhi, Haryana, Maharashtra, Goa, Karnataka, Andhra Pradesh, Orissa, West Bengal, Assam, Meghalaya, Manipur, Mizoram, Nagaland, Tripura, Sikkim, Arunachal Pradesh, Bihar, Uttar Pradesh, Jharkhand

NEPAL:
Jhapa, Rupandehi, Kathmandu districts

BANGLADESH:
Dhaka, Rajshahi districts

Duration: 2000-2008 (ongoing)

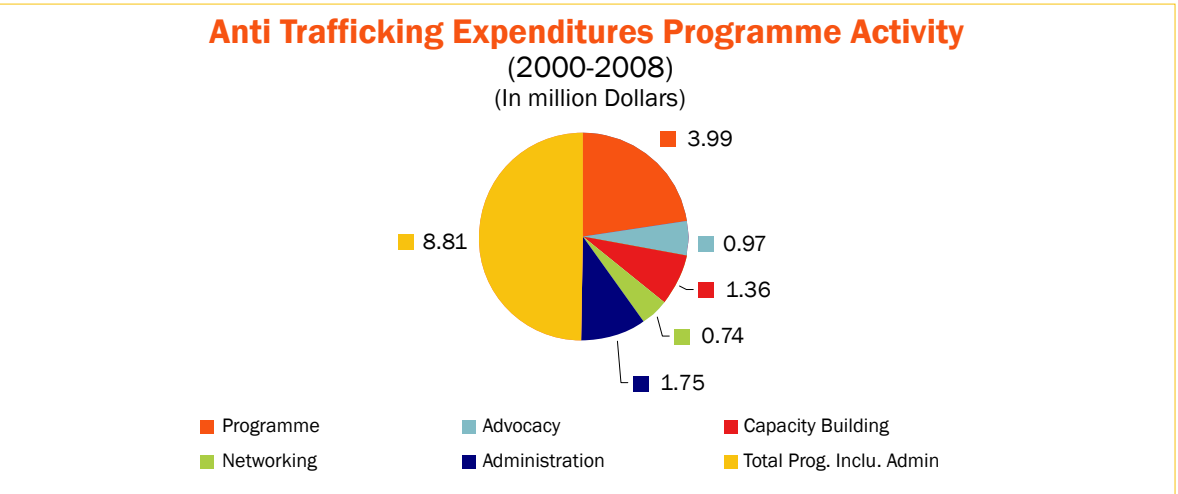
Management Structure

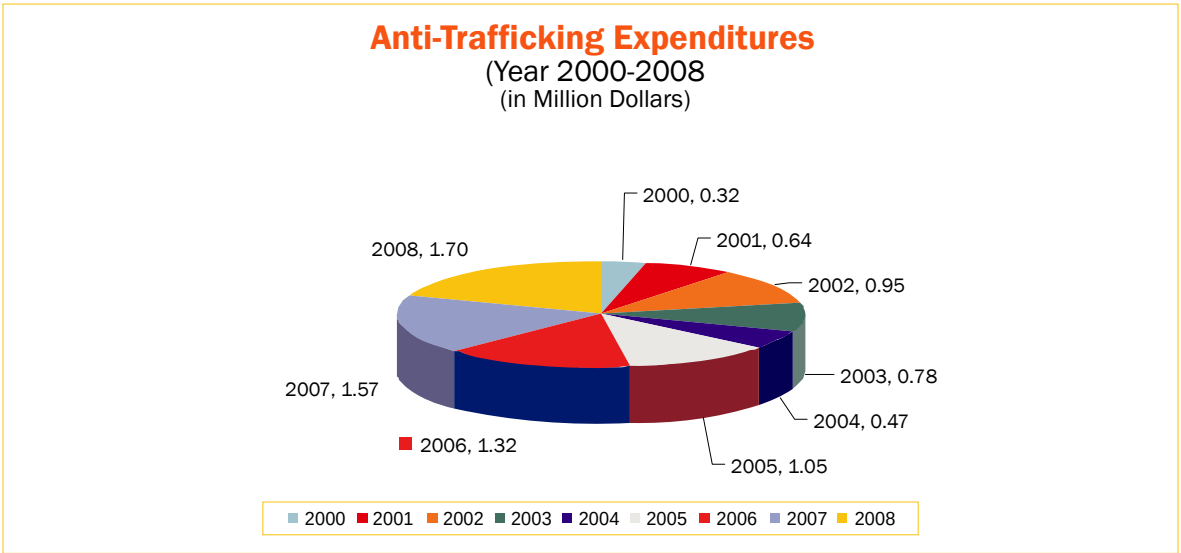
UNIFEM Team:

- Regional Programme Director
- Programme Coordinator
- Regional Programme Officer
- Programme Officer(2)
- Programme Associate (2)
- Finance Officer
- Communications Officer

11. ibid
12. UNIFEM has been conducting rights based programming for partner organizations. UNIFEM supported rights based and gender sensitive media reporting for leading national media and lawyers. Police training, training of judiciary, institutionalization of gender sensitivity in police curriculum and justice delivery system, Integration of mental health training in all anti trafficking work especially for care givers.

Resources managed by the programme (2000-2008): 8.81 million USD





Evaluation: Objectives

UNIFEM will employ an independent evaluation team to undertake an impartial assessment of how far UNIFEM has progressed in the implementation of strategies for combating trafficking in women and children and increased national commitments in South Asia to gender equality and women's empowerment through the regional anti-trafficking programming.

The objectives of the evaluation are to:

1. **Effectiveness:** Major anti trafficking strategies, approaches and intra institutional arrangements and programmes in the organization since 2000 and responsiveness of the programme to the socio-political context at the given time in establishing partnerships and developing counterpart and partner capacities for integrating gender equality and for advocating women's rights, including policy advocacy work and financial and technical support to combating trafficking among governments, NGOs and other external agencies/organizations.
2. **Efficiency:** Identification of internal (organizational) and external challenges of implementation for the Regional Anti-Trafficking programme.

3. **Impact assessment:** The evaluation will assess UNIFEM's work in combating trafficking at community level, using a case study approach. Identification of good practice examples of combating trafficking in women and children from UNIFEM's partner organizations from which UNIFEM's other regional offices and other UN agencies can learn and improve practice.
4. **Relevance:** Assess the extent to which combating trafficking in women and children remains the most appropriate strategy for UNIFEM to contribute to combating VAW in South Asia and propose alternatives where necessary.

Scope of the evaluation

The evaluation will make assessments at all levels of the organization - Regional, country and at the localised community level of implementation. The evaluation will be undertaken in accordance with the Evaluation guidelines of UNIFEM, HQ, and the United Nations Norms and Standards for Evaluation.[13]

Geographic Coverage: India, Nepal, Bangladesh, Sirlanka

Time Frame: November 2008-January 2009

- Desk review at UNIFEM SRO, and UNIFEM Nepal Programme Office
- Field Visits
- Telephone
- Email
- Questionnaire
- Report Writing and final presentation

Thematic Focus:

- Policy and Strategy
- Programming process- Building Partner capacity, Results Orientation
- Organisation – Financial Resources, Leadership/Management, Monitoring and evaluation, Human resources

Budget:

- 50,000 USD

Evaluation Questions and Criteria (Refer Annexure 1 for further questions)

Effectiveness

- What women's rights the programme is attempting to support? What capacities of rights-holders to claim their rights and duty-bearers to meet their obligations the programme aims to enhance?
- To what extent have beneficiaries been satisfied with the results?
- What is UNIFEM's comparative advantage in designing and implementing this programme?
- Does the programme have effective monitoring mechanisms in place?
- To what extent the objectives have been achieved, and do the indented and unintended benefits meet fairly the needs of excluded women.
- What capacities of duty-bearers and rights-holders have been strengthened?
- What capacities of gender equality advocates have been enhanced?

Efficiency

- How well have organizational structures (including posts, units,) allowed effective programme implementation?

13. http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=21; http://www.uneval.org/documentdownload?doc_id=22&file_id=128

- What measures have been taken during planning and implementation to ensure that resources are efficiently used?
- Could the activities and outputs been delivered with fewer resources without reducing their quality and quantity?
- Have UNIFEM's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme?
- To what extent are the inputs and outputs equally distributed between trafficked women and girls / been fully utilized to realize the outcomes?
- How does the programme utilize existing local capacities of right-bearers and duty-holders to achieve its outcomes?

Relevance

- How relevant is UNIFEM's anti-trafficking programme to the current prevailing context including the new aid environment, the MDGs , and organisational priorities and operating frameworks emerging from the South Asia SRS and the Global SP and the Global VAW Strategy of UNIFEM? add SAARC convention/ national development strategies/add CEDAW article 6+ Bpfa; new aid environment – does it mean change in the US Govt? or the impact of the financial crisis reducing funding for anti-trafficking
- What is the relevance of UNIFEM's programme in light of what other UN agencies like UNICEF/UNODC and ILO are doing
- Do Govt. and CBO partners consider UNIFEM's support relevant to their work on anti-trafficking?
- Are the programme objectives addressing identified rights and needs of the target group(s) in national and regional contexts? How much does the programme contribute to shaping women's rights priorities?
- Do the activities address the problems identified?

Impact

- What are the intended and unintended, positive and negative, long term effects of the programme?
- To what extent can the changes that have occurred as a result of the programme be identified and measured?
- To what extent can the identified changes be attributed to the programme?
- What is the evidence that the programme enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?
- To what extent efforts have been successful in the prevention (check against think Tank report) of trafficking in women women?

Sustainability

- What is the likelihood that the benefits from the programme will be maintained for a reasonably long period of time if the programme were to cease?
- Is the programme supported by local institutions? Do these institutions demonstrate leadership commitment and technical capacity to continue to work with the programme or replicate it?
- Are requirements of regional/national/local ownership satisfied?
- Do partners have the financial/HRBA capacity to maintain the benefits from the programme?

Process and Methodology

The evaluation will be conducted from September 2009 to January 2010
During the contract phase 1the UNIFEM South Asia Office will act as task and contract manager and as secretariat to the Steering Committee.

Preparation

Preparation and adoption of TOR; recruitment of the evaluation team, establishment of the Steering Committee and the Reference group

Documentation

Compilation of key documents relevant to the evaluation prior to the start of the evaluation

Inception

- Validation and adoption of Terms of Reference by the Steering Committee (UNIFEM HQ Evaluation Unit Rep, Asia Pacific Unit Rep, RPD, DRPD, NPO, Nepal) UNIFEM AT PO(2)
- Evaluation Team- Main Evaluator, South Asia Expert, Women's Movement representative consultant; Facilitation: UNIFEM AT POs
- Selection of country case studies;
- the evaluation team to review key project documentation, meet with the Anti Trafficking Unit in New Delhi, submit an inception report identifying key issues, the proposed final TOR, work and travel plan, methodology, interview lists, country cases, and report structure for discussion with Steering Committee and the agreement of the Steering Committee and Reference Group (inception report not more than 20 pages)
- The Inception report will be used to confirm a common understanding of the purpose, objectives, scope, timescales, and methodology for the evaluation between UNIFEM and the evaluation team and between Steering Committee and Reference Group members.

- The Inception report will include:
  1. Overview of the evaluation purpose and objectives
  2. Expectations of Evaluation
  3. Roles and Responsibilities
  4. Evaluation Framework and Methodology
  5. Information Collection and Analysis
  6. Reporting
  7. Work Scheduling

Desk Review

Review of UNIFEM's documents produced at HQ,(UNIFEM's VAW Strategies, Asia Pacific Unit's Strategy documents over 2000-2008) regional and country levels (i.e. previous evaluations, previous Annual Reports (both UNIFEM and of the Regional Anti-Trafficking Programme), Donor Reports, Partner Organizations' Project Reports and Media reports.

Interviews/ Discussions

- Interviews with UNIFEM POs, AT PO's.
- Discussions with partner organization
- Discussions with other UN agencies
- Discussions with Government officials
- Discussions with donors

GROUND RULES

- As much as possible, structured questionnaires will be used only for quantitative data. Questionnaires will not be visible in communities.
- Enough time will be given for people at ground level to open up so as to get honest, constructive and forward looking suggestions from them

Workshops/ Roundtables and FGDs

- Workshop with Partner Organizations
- FGD with partners and our “target” populations
- FGD with the non traditional constituencies we have worked with e.g. interfaith, police, media, lawyers, survivors
- Roundtables

- Public Hearing
- Triangulation: UNIFEM-people-partner organizations
- Phone interviews/ discussions with key internal and external stakeholders, especially selected country offices which are not included in the field missions;
- Interviews with independent anti-trafficking experts, as necessary.

RECOMMENDED

- Video/audio documentation of all interactions with prior permission from participants.

Add – get evaluators to sign the UNEG critical code of conduct
Share WHO guidelines with guidelines on interviewing

Country Case Studies

Visit to three Country Offices; of approximately 12 working days for India, 6 working days for Nepal and 3 working days for Bangladesh. Each trip would involve 2 consultants per case.

Draft Report

Preparation of draft report; preparation and presentation of findings to the reference group, at a UNIFEM New Delhi office.

Consultation Phase

Reference Group and Steering Committee to comment on the draft report. Evaluation team to compile and respond to comments and amend the evaluation report accordingly.

Final Report

Final changes and acceptance of the report by the Steering Committee.

Accountability and Management

Steering Committee (SC)

The SC will be chaired by UNIFEM's RPD and will include senior representatives of. The Steering Committee is responsible for advising the Chair on the following:

- Agreement of the Terms of Reference
- Oversight of the consultants short-listing and selection processes
- Approval of key aspects of Evaluation design and processes and any adjustments to TOR's
- Ensuring the Evaluation process (internal and external phases) involves key stakeholders adequately, to ensure ownership of analysis and recommendations
- Approval of Evaluation products
- Decision on a post-Evaluation dissemination strategy
- Approval of the final report

Reference Group (RG)

The Evaluation RG will be composed of UNIFEM POs (not AT). The RG will work by email and will meet once to consider the draft findings of the evaluation. The RG will comment on the inception report, the first draft report and final report.

Evaluation Products

1. Evaluation Methodology and Work Plan
2. Inception report
3. PowerPoint Presentations files for: Phase 1 provisional findings workshop, Phase 1 final draft report
4. Draft and Final Evaluation Report

The evaluation report will include a discussion of findings using the five OECD/DAC evaluation criteria for development assistance - Relevance, Efficiency, Effectiveness, and to a lesser extent, Impact and Sustainability.

The evaluation report will not exceed 50 pages, including an Executive Summary. In addition, Annexes will include: the TOR, description of methodology, list of background materials used, interview reports, list of people interviewed, power point presentations and workshop materials, country case studies, and short resumes of the consultants. The Annexes will include an analysis of strengths and challenges of the evaluation process, and the extent to which each evaluation question was covered. Evaluation Products will be prepared in English and submitted to UNIFEM electronically via e-mail and on CD-Rom in MS Word.

The Evaluation Team

Composition

The evaluation will be comprised of international, regional and local consultants with diverse backgrounds. It is anticipated that the evaluation will be undertaken by a team led by an international consultant, along with a South Asia Expert and Women's Movement representative consultant. The team will be facilitated by UNIFEM AT POs. The time period for the evaluation is fairly limited therefore the team must be equipped to undertake multiple tasks simultaneously. Consultants must have a mix of relevant experience linked to gender, experience in leading evaluations, regional and cross-regional experience, knowledge of evaluation methodology, and UN and/or NGO experience. The team members should have experience of working cross-culturally in development and/or humanitarian action.

Responsibilities

Under the guidance of the UNIFEM AT POs and the SC, the Evaluation Team will be responsible for:

1. Further developing and agreeing the final TOR and methodology;
2. Implementing the Evaluation with adequate attention to building ownership of common analysis and recommendations;
3. Development and testing of data collection tools, including questionnaires, interview questions and focus group protocols;
4. Development of any databases needed for processing quantitative and qualitative data;
5. Systematic data collection and data processing;
6. Design and facilitation of workshops or meetings;
7. Preparation and delivery of draft and final reports and presentations;
8. Completing the evaluation on time and within budget;

Specification

As a whole, the Evaluation team must offer the following demonstrated experience, knowledge and competencies:

- Significant knowledge and experience of evaluation concepts and approaches;
- Good knowledge of the UN system, national programmes, INGOs and IGOs;
- Recent experience with gender equality issues and knowledge of mainstreaming gender equality into policies/programming/development; knowledge of gender related strategies in like organisations;
- Sound understanding of human rights based approaches;
- Consultancy experience in developing countries;
- Facilitation skills, particularly design of stakeholder consultations exercises;
- Strong quantitative and qualitative data collection and analysis skills;
- Excellent analytical skills and communication skills;
- Demonstrated writing skills in English;
- Computer literacy with specific regard to Word, Excel and Power Point;
- Post-graduate degree in social sciences or international development.
- The evaluating team should be well versed in at least two of the three required languages- Bangla, Hindi, and Nepali- as translations would take away the essence of the people's real feelings and experiences.
- An understanding of local languages and culture is a must.

The Team leader must have demonstrated capacity in evaluation and strategy development, especially related to

gender equality and gender mainstreaming. Ideally the team leader will be a known leader in the field. The team leader should have:

- Minimum fifteen years working experience in international development and very good understanding and experience of the UN system;
- Experience in conducting and leading corporate/organizational evaluation;
- Experience in assessing institutional capacities on gender;
- Sound knowledge of and/or experience with mainstreaming gender equality to policies/programming/ development, and human rights based approaches;
- Excellent analytical skills and communication skills;
- Demonstrated excellent report writing skills in English;
- Computer literacy with specific regard to Word, Excel and Power Point;
- Post-graduate degree in social sciences or international development.
- The team leader should be well versed in at least two of the three required languages- Bangla, Hindi, and Nepali
- An understanding of local languages and culture is a must.

The team members should have ten years (for mid-level consultants) and five years (for junior consultants) experience in development, with specialisation in gender, social development, women's rights, and international human rights instruments, especially the CRC and CEDAW.

Annexure 1
Extended Evaluation Questions

Policy and Strategy

1. How has UNIFEM's approach to combating trafficking in women and children evolved over time (since 2000 to present)?
2. Do the current UNIFEM's anti-trafficking strategies properly interpret the framework for addressing VAW and gender equality as per the relevant UN and other conventions, institutions and reporting mechanisms?
3. Does the Regional Anti-Trafficking Programme through its implementation and outreach qualify as the flagship programme for UNIFEM to contribute to survivors of violence?
4. Do the current strategies require updating and if so, how?
5. How relevant is UNIFEM's anti-trafficking programme to operational contexts including the new aid environment, the MDGs, and organisational priorities and operating frameworks emerging from the South Asia SRS and the Global SP and the Global VAW Strategy of UNIFEM?
6. Is UNIFEM's approach to anti-trafficking implementation consistent with the Human Rights Based Approach to Programming? Is UNIFEM clear how the two concepts relate?

Programming process

1. How well aligned is UNIFEM's planning, situation monitoring, performance monitoring, research, evaluation, and knowledge management, with the guidance on programming defined by reports from the Special Rapporteur on trafficking in persons, especially in women and children?
2. What is existing programme guidance on the incorporation of gender equality into programming being applied (including country level gender strategies)? Is the guidance relevant, readily understood and used? What are the gaps in existing programme guidance? How can it be strengthened /improved?
3. How clear is UNIFEM's programme guidance on the relationship between the achievement of gender equality and the promotion of women's rights and the intersection between children's rights and women's rights as a large percentage of trafficking victims are children?
4. How well articulated is the Regional Anti-Trafficking Programme within UNIFEM's Results Based Management Approach? Is there guidance on how results can be defined and monitored?

Building Partner capacity

1. How effectively has the Regional Anti-Trafficking Programme engaged in the development of partners' capacity in integrating HRBA in programmes and policies?
2. How effective has UNIFEM been in supporting the institutionalisation of a gender equality perspective in anti-trafficking in national development plans and their implementation?
3. Does UNIFEM have a clear picture of the role it should be playing in strengthening an engendered anti-trafficking perspective in other institutions (government and other partners)?
4. Do partners consider UNIFEM's support relevant to their work on anti-trafficking?
5. Has UNIFEM capacity building of partners on the principles and application of a HRBA programming led to any changes in capacity?

Results achieved

The evaluation is not designed to provide a comprehensive regional assessment of UNIFEM's impact on anti-trafficking programming. Rather, the evaluation will use a case study approach to assess the impact (positive or negative) of the programme at community and national level in both development and humanitarian contexts. The evaluation will then look at examples where UNIFEM has made a significant contribution to determine:

1. What positive results have been achieved?
2. What are/were the enabling factors and processes (within and external to UINIFEM)?
3. What part have partnerships played and what was UNIFEM's relative contribution?
4. What lessons can UNIFEM learn for wider application?

Organisation

1. How well have organizational structures (including posts, units,) allowed effective programme implementation?
2. What are the institutional barriers to UNIFEM's outreach and technical contribution to the anti-trafficking programming landscape.

Financial Resources

1. How adequate were the core and non-core financial resources applied to the combating of trafficking in women and children. Were these resources used cost-effectively? Are more cost effective forms of investment in alternative mechanisms available?
2. How effective has UNIFEM been in raising funds in support of its work on anti-trafficking?

Leadership/Management

1. How well has senior management (including the Regional Programme Director and her deputies, the Anti-Trafficking team(Chief, RPO, PO, PA, Finance Team) led the implementation of UNIFEM's commitments to the Regional Anti-Trafficking Programme?
2. How well has UNIFEM determined the accountability and compliance mechanisms?
3. How well has the Operations Manager facilitated implementation of the Regional Anti-Trafficking Programme?

Monitoring and Evaluation

1. How well does the Regional Anti-Trafficking programme reflect in situation and performance monitoring at regional and country levels (including Annual Reports), including any gaps in indicators?

Human Resources

1. What human resources are being applied to the Regional Anti-Trafficking Programme, at regional and country levels (including breakdown by staff type, level and gender)?
2. How well do UNIFEM staffs understand programming in trafficking from a gender and development perspective?
3. How well positioned are UNIFEM staff to apply these concepts in UNIFEM's programming, advocacy and communications?

Annexure 1.2

UNIFEM's Partner Organizations in South Asia

Place	Total No. of Organisations	Name of Organisations
India	70	
Delhi/ Haryana	22	Asha Niwas/Sisters of Nazareth, Bachpan Bachao Andolan, Prayas, Ramola Bhar Charitable Trust(STOP), Shakti Shalini, Shakti Vahini, Swanchetan, Network of Citizens Against Trafficking (NCAT) National Media Coalition, SAARTHAK, Women's Justice Initiative (WJI), Red Earth, Skillshare International, Metamorphosis, Institute of Social Sciences, Media Pros India Private Ltd, Write Angle, Francois-Xavier Bagnoud India Society, Eleanora Images, Christian Institute for the Study of Religion and Society (CISRS), Action India, First Gen Films, Butterflies
West Bengal	10	Apne Aap, Bhorukha Public Welfare Trust, Kolkata Samved, Sanlaap, Women's Coordinating Council, Action Against Trafficking and Sexual Exploitation of Children – India (ATSEC)-India, Contact Base/Banglanatak.com/i-land informatics, Mati Unique Park, Socio Legal AID Research and Training Centre (SLARTC), Women Interlink Foundation
Maharashtra	7	Balprafulta, National Domestic Workers Welfare Trust, Prerana, Stree Aadhar Kendra(SAK), Save the Children India, Church of North India, CNI, Women's Institute for Social education(WISE)
Bihar	8	Bhoomika Vihar, Gramwasi Ashram, Jan Jagran Sansthan, ATSEC Bihar Chapter, Inter Religious Priests' Forum (IRPF), Jan Jagran Sansthan, Janhit Vikas Samiti, Prayas Bharati Trust
Goa	5	Child Rights Goa, V.M.Salgaocar College of Law, Sangath, Lifeline Foundation, Lifeline Foundation
Andhra Pradesh	4	Ashraya, HELP- Society for Help Entire Lower & Rural People, Prajwala, STHREE
Karnataka	3	Ashraya, Odanadi Seva Trust, EQUATIONS
U.P.	5	Manav Seva Sansthan(MSS), Pratinidhi Samiti, Rudra Dheeraj Prakshikshan Samiti (RDPS), Saraswati Devi Shiksha Samiti, Vigyan Foundation
North-East	3	IMPULSE NGO Network, GOLD(Global Organization for Life Development), Nedan Foundation
Uttaranchal	1	Participatory Action Research for Advance and Justice (PARAJ) Samajik Sanstha
Jharkhand	1	Bharatiya Kisan Sangh
Orissa	1	Sanjeevani
Bangladesh	3	Association for Community Development (ACD), Bangladesh Madrasha Teacher's Training Institute (BMTTI), Bangladesh National Women Lawyers Association (BNWLA)
Nepal	5	National Network Against Girl Trafficking (NNAGT), Office of the National Rapporteur on Trafficking/ National Human Rights Commission, Forum for Protection of Public Interest (Pro Public), Forum for Women Law and Development (FWLD), National Judicial Academy(NJA)
Sri Lanka	3	Marga Institute, Lawyers for Human Rights and Development (LHRD), Centre for Women's Research (CENWOR)

Source: UNIFEM

Annexure 1.3

Records of Meetings

(Strategic Interventions-UNIFEM)

Date	Time	Remarks
25th May 2009	3pm	Presentation of Proposal
6th July 2009	3pm	Presentation of Proposal
15th July 2009	3pm	Discussion
5th Aug 2009	3pm	Finalization of the Methodology
26th Aug 2009	3pm	Briefing
8th Oct 2009	3 pm	Meeting with evaluation experts
9th Nov 2009	3 pm	Presentation of field visit

Annexure 1.4

Research Questions, Methodology and Indicators

RELEVANCE

3.1 Whether strategic approach identified by UNIFEM towards anti-trafficking measures are relevant in terms of the mandate of UNIFEM and does it synchronize with MDGs, Global VAW strategy, SAARC Convention, CEDAW article 6, BPfA and the New Aid Environment.

3.2: Whether UNIFEM's strategic approach is context relevant in the light of the work covered by UNICEF, UNODC and ILO. UNIFEM has a comparative advantage in designing and implementing the programme.

3.3: Whether partners selected by UNIFEM had requisite experience in the field and technical competence for combating human trafficking

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
UNIFEM anti-trafficking measure synchronized with MGDs, Global VAW strategy, SAARC Convention, CEDAW article 6, BPfA and the New Aid Environment	Desk Review, Literature Review, Discussion with UNIFEM, ILO, UNODC, USA Embassy, IOM, Supported stakeholders	Document Review, Content analysis of literature, Interview analysis, In-depth Case Studies	• Programme content in the field addressing MGDs, VAW, CEDAW, BPfA and Prostitution and sexual exploitation of women and girls • Complimentarily and Commonality programmes with other UN agencies • Instances of concrete follow up action on regional and international conventions/ commitments on trafficking including commitment of resources

3.4: Whether Interventions and activities implemented were strategically relevant with spatio-temporal coverage from the perspectives of source, route and demand areas.

3.5: Whether the stakeholders and beneficiaries selected were strategically relevant and spatially distributed.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Interventions selected covered all major themes relevant at source, route/ border and demand/ destination areas of human trafficking • Stakeholder/ beneficiaries were skilled and relevant to the themes selected	Visited NGO partners, Terms of References of all programmes, Stakeholders, beneficiaries, community members, other CBOs in the region, Government officials, civil society actors	ToR analysis Field Observations, Focussed group discussions, Gap analysis, Tria ngulation methods of information	• Identification of Source/ Route/ Demand Areas • Mapping interventions / Stakeholders and beneficiaries spatially and temporally based on TOR and field visits

3.6: Do Government, NGOs, CBOs, Civil society and target groups appreciate UNIFEM's role towards anti-trafficking measures in South Asia.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Government officials, NGOs, CBOs, stakeholders, beneficiaries and target groups have gained skills and feel UNIFEM capacity building programmes are relevant	NGO partners, Government officials, Civil Society in the regions, Other NGOs and CBOs	ToR analysis Field Observations and field survey, Focussed group discussions, Gap analysis, Triangulation methods of information	• Percent respondents – Government officials/ NGO partners/ Other non partners considered UNIFEM's role relevant for anti-trafficking • Ratings of UNIFEM's interventions related to strengthening state and central plans of action and other policy and legal changes.

Effectiveness

4.1: Whether UNIFEM programme has contributed towards enhancing the enabling environment in South Asia for strengthening political, legal and policy environment for anti-trafficking measures

4.2 Whether national and state plans were the outcomes of UNIFEM and its partner's advocacy efforts.

4.3: Whether UNIFEM has comparative advantage in addressing issues of trafficking and has acted as a catalyst in bringing changes towards legal and policy framework for anti-trafficking in South Asia.

4.4: Whether Rights Based Appreciative Programme (RBAP) undertaken by UNIFEM was found effective and useful

4.5 Vigilance Committees in programme intervention areas were found to be effective in countering cross border trafficking along Indo-Nepal and Indo-Bangladesh

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Enacting of anti-trafficking laws and related legislations leading to strengthening of anti-trafficking measures. • Law enforcing agencies showing improved understanding, leadership, commitment, technical capacity and accountability to support the prevention of trafficking • Increased level of understanding and awareness of current existing legal framework in dealing with trafficking cases and positive changes in the attitudes of key actors. • Prosecution has strengthened and conviction rates have improved • Vigilance Committee has been successful in reducing cross-border trafficking	NGO Staff, Other Stakeholders like Parliamentarians, Bureaucrats, community leaders, Womens' Groups, Local Administrative officers, Police officials, Local media, judiciary, Other NGOs and Civil Society, Secondary and primary sources of available crime data	• Desk review and interview • Treaty and Government records, laws, policies, guidelines, SOPs, plan of action in countries/states, ministry documents, plans of actions, police reports, judgments, media reports, PIL and other study reports • Survey interviews of identified respondents. • Focussed group discussion to identify UNIFEM's role • Document review interviews • Report Reviews • In-depth Case Studies • Crime data analysis • Field data analysis • Content analysis of police records. • Data from border police and social vigilance groups	• Number of parliamentary debates related to trafficking in Person • Number of policy statements adopted by central and state government. • Number of judgements judgments passed • Number of hearings for PIL submitted by Civil Society/ NGOs • Policy, legislation etc. adopted/ passed/amended • Treaty, convention, protocols signed/ratified • Guidelines, SOP, regulations established to enforce anti-trafficking laws • State Plan of Action in place of prevention of trafficking • Percent arrested, prosecuted and convicted cases • Number of cross border trafficking stopped.

4.6: Whether progress has been made towards accessing legal support by vulnerable communities.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Enhanced capacity of criminal justice system for investigating, prosecuting and convicting traffickers. • Creation of Institutional mechanism to investigate trafficking complaints • Enhanced capacity of frontline officers and /or specialized officers to investigate trafficking • Enhanced capacity of prosecutors to prosecute trafficking cases • Enhanced capacity of judiciary to convict and sentence traffickers.	Legal luminary, Judges, Police officials, District Administration officers, Local Administrative officers, Legal Cell staff, Victim Survivors, vulnerable victims.	• Gap Analysis • Desk review and interviews • Focussed and individual interviews with judicial officers, police officers and district administration • Report Reviews • In-depth Case Studies • Content analysis of police records. • Records of cases filed and judgements. • Case Study of Judgements. • Case study of victims	• Number of officers designated as focal points to investigate trafficking complaints in the vulnerable areas • Financial allocation for such investigations • Level of increase in Officers' knowledge on the definition of trafficking, victims identification, and laws that can be used to investigate trafficking complaints after trainings • Number of investigations • Prosecutors level of knowledge on the definition of trafficking, interview techniques and laws that can be used to prosecute trafficking cases • Number of prosecutions • Knowledge about appropriate sentencing and punishments according to the guidelines • Number of complaints filed by victims/ vulnerable groups • Availability of victim friendly testimony options used. • Whether witness protection processes are in place.

4.7: Whether UNIFEM has created the necessary base for information, lobbying and coalitions development mechanism for generating awareness, advocacy and networking against trafficking.

4.8 Knowledge Products and Resource Material developed by UNIFEM partners were found satisfactory by the stakeholders and beneficiaries

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Increased level of evidence based understanding, knowledge, cooperation and capacity on trafficking among various stakeholders • Improved Networking and coalition building • Increased awareness building through media • Increased level of partnership (multi-stakeholder) and coalition building against trafficking • Increased Media coverage on anti trafficking measures, registration of anti trafficking cases, judicial decision and convictions in national, state and local dailies. • Information campaign message is received and used by target group. • Target groups can identify and describe messages. • Knowledge products developed have been found useful	Mass media, religious leaders, Policy influences, Policy makers and Policy implementers, Networking organizations Analysis of knowledge products developed by UNIFEM partners	Individual interviews of networking organizations, target groups, Mass media and electronic media coverage Content analysis of banners, slogans Newspaper analysis Interviews of knowledge product users	• Understanding and knowledge among government officials, religious leaders, police, mass media, PRI's, civil society, community, family and individual's women and men about trafficking. • Introduction of social registration under panchayat raj system for monitoring of migration and identifying trafficking cases in source areas. • Gender sensitive curriculum and integration of rights based approach adopted during training of judiciary, police, policy makers and policy influencers resulting in positive changes in behaviour and treatment of trafficked victims • Number of websites developed • Number of films and other interactive materials developed. • Newspaper reporting

Efficiency

5.1 Whether UNIFEM's organizational structure, managerial support and coordination mechanism allowed effective delivery of the programme.
5.2 Whether human resource utilised for the interventions/ activities had requisite capacity, skills, gender balance
5.3 Whether instruments of Programme Monitoring Mechanisms were in place
5.4 Could outputs have been delivered with fewer resources without reducing their quality and quantity
5.5 Financial allocations were spread thematically and spatially as per the strategies identified in different phases.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Programme management staff of UNIFEM and project implementation staff of programmes were gender appropriate, skilled and trained. • Programme monitoring was in place and effective • Outputs were resource related and optimum. • Financial allocations for themes were appropriate and relevant to outputs • Monitoring visits conducted by UNIFEM staff were in place	UNIFEM ToR with US, Other ToRs with stakeholders, Reports from Stakeholders, Field visit observations Theme wise/ region wise financial allocations Mission analysis of the UNIFEM staff field visits	• Focussed group discussions • ToR analysis • Desk review and report analysis • Field observations • Budget analysis • Gap analysis • Triangulation of information • Thematic and spatial budget analysis • Mission visit analysis	• Staff pattern analysis- total; strength, gender balance, qualifications, skill. • Field visits by Programme Management staff • Capacity building training of staff • Financial and other report preparation • Case Study analysis • Field observations • Proportion of financial allocations for different sub-themes for supply/ route and demand areas.

Outcomes and Impact

6.1: Whether Regional Cooperation and linkages on anti-trafficking measures has made progress.
6.2: Whether enabling environment for the legal framework has made progress.
6.3: Whether pro-active measures by national/state governments are visible and state plans have been developed in the states.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Regional cooperation on anti-trafficking in South Asia improved • New victim centric laws enacting strengthening of anti-trafficking measures. • Law enforcing agencies showing improved understanding, leadership, commitment, technical capacity and accountability to support the prevention of trafficking	Think Tank members UN Agencies in south Asia, Other Stakeholders like Parliamentarians, Bureaucrats, community leaders, Women's Groups, Local Administrative officers,	• Desk review and interview • Treaty and Government records, laws, policies, guidelines, SOPs, plan of action in countries/states, ministry documents, plans of actions, police reports, judgments, media reports, PIL and other study reports	• Regional cooperation outcomes. • Policy, legislation etc. adopted/ passed/amended • Number of parliamentary debates related to trafficking in Person • Number of policy statements adopted by central and state government. • Number of judgements judgments passed • Number of hearings for PIL submitted by Civil Society/ NGOs • Treaty, convention, protocols signed/ratified • Guidelines, SOP, regulations established to enforce anti-

➢ Increased level of understanding and awareness of current existing legal framework in dealing with trafficking cases and positive changes in attitudes of key actors.	Police officials, Local media, judiciary, Other NGOs and Civil Society	➢ Survey interviews of identified respondents. ➢ Focussed group discussion to identify UNIFEM's role ➢ Document review interviews ➢ Report Reviews ➢ In-depth Case Studies	trafficking laws ➢ State Plan of Action in place of prevention of trafficking

6.4: Whether training of police, prosecutors and legal professionals has enabled the implementation of legal actions

6.5: Whether results in terms of arrests, prosecution and convictions reflect any changes at the national level.

6.6: Whether legal aid through UNIFEM partners and government supported infrastructure has been accessed.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
➢ Enhanced capacity of criminal justice system for investigating, prosecuting and convicting traffickers. ➢ Creation of Institutional mechanism to investigate trafficking complaints ➢ Enhanced capacity of frontline officers and /or specialized officers to investigate trafficking ➢ Enhanced capacity of prosecutors to prosecute trafficking cases ➢ Enhanced capacity of judiciary to convict and sentence traffickers.	Legal luminary, Judges, Police officials, District Administration officers, Local Administrative officers. National Crime Record data and data from field work	o Gap Analysis o Desk review and interviews o Focussed and individual interviews with judicial officers, police officers and district administration o Report Reviews o In-depth Case Studies o Content analysis of police records. o Records of cases filed and judgements. o Case Study of Judgements.	o Number of officers designated as focal points to investigate trafficking complaints in the vulnerable areas o Officers' knowledge on human trafficking before and after training. o Number of investigations conducted. o Number of prosecutions, arrests and convictions. o Number of complaints filed by victims. o Cases had witness protection.

6.7: Public opinion against human trafficking generated in supply areas has reduced magnitude of human trafficking

6.8: Perceivable attitudinal change towards human trafficking consequences and trafficked survivors and their children have been observed

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
➢ Reinforcement of the Cooperation Mechanism among the stake holders particularly within the community in the source area. ➢ Awareness and	Carefully selected families from beneficiary and non-beneficiary areas for field survey	➢ Gap Analysis ➢ Survey interviews of stratified sample households carefully selected among beneficiaries and non-beneficiaries.	➢ Percentage of trafficked cases among the beneficiaries and non-beneficiaries from nearby areas during last 5 years. ➢ Percentage of families aware about problems of trafficking in the supply areas. ➢ Percentage of trafficked victim

capacity building generated in the source areas. • Reduced supply of trafficked victims from identified source areas • Community level understanding on the need for enabling the trafficked survivors with rehabilitation and re-integration of victims.	NGO Staff, Other Stakeholders like community leaders, Womens' Groups, Local Administrative officers, Police officials, Local media, Other Civil Society Organisations	• Document review interviews • Direct Observations • Reviews of Reports • Interviews with re-integrated victims and their family • In-depth Case Studies • Content analysis of police records	survivors re-integrated. • Percent Change in attitude and perception among families and community towards trafficking and re-integration of the trafficked survivor. • Percent Change in attitudes and perception of community, government officials and police towards trafficking. • Percentage of girl children enrolled in schools in source areas.

6.9: Innovative pycho-social counselling and skill development measures have infused self confidence among victims and resulted in smooth re-integration

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Provided psycho-social, legal counselling in shelter homes. • Provided non-traditional skill development capacities after rescue in shelter homes • Improved self-esteem among victims and their second generation children. • Improved education for second generation children of trafficked victims.	• NGO staff, Rescued victims, second generation children of victims, shelter home staff, teachers etc;	• Field survey, observations in the field, Triangulation surveys, School information • Case Study of victims. • Gap analysis.	• Percent victims given psycho-social counselling • Percent victims given legal orientation and training. • Percent victims given non-traditional skill training. • Percent victims given job offers. • Percent victims reintegrated with family • Percent second generation children in schools and completed high education.

6.10: Whether Border vigilance has been effective in preventing human trafficking cases

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Cooperative mechanism between criminal justice system, civil society and Vigilance committees and direct assistance providers at border areas has improved • Enhanced capacity of frontline vigilance committee members, police officers and /or specialized officers to check trafficking at border areas. • Safe migration documentation process is followed at border areas	Vigilance committee members, Police officials, local administrative officers, local community at border areas. Railway staff Bus operators	• Case studies • Group discussions with border security, vigilance committee • Media report analysis • Police records • Document review	• Victim cases identified and rescued at border areas • Victim cases repatriated back to homes from border areas. • Cases registered against traffickers in border areas. • Increase in the level of knowledge on the definition of trafficking, victims identification, and laws that can be used to identify trafficking cases. • Joint meeting training of victim protection and assistance held. • Information techniques on trafficked victims available. • Number of functional legal aid cells and vigilance committees on border

• Close coordination at border areas, trafficking routes, railway stations and bus stands among vigilance committees, police and other law			• Decrease in number of cases filed against victims of human trafficking and acceptance of the trafficked survivors by the community • Number of border communities and vigilance committees trained in identifying and addressing trafficking cases • Number of well coordinated rescue and rehabilitation operations

6.11: Improved infrastructure in NGO run shelter homes/rehabilitation centres provide better living conditions, educational avenues and skill development capacities vis-à-vis the government run shelter homes for lack of ownership

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• Increased number of victims who received direct assistance and got re-integrated • Improved capacity of shelters with well trained caregivers and quality care services, to enhance the efficiency of return/re-integration of trafficked victims. • Improved shelter home capacity to provide quality care and services to trafficked persons. • Increased capacity of transition schools to prevent second generation trafficking and enrolling child survivors of trafficking to mainstream schooling • Improved skills for sustainable income of victim survivors through skill building and marketing avenues • Schooling for 2nd generation and children of victim	NGOs, Inmates of shelter homes, Staff of shelter homes,	• Observation method • Infrastructure data and records • Group discussion • Individual interviews • School enrolment record. • Healthcare service records	• Number of victims identified and referred for services • Number of identified victims who have received legal counselling • Number of identified victims who have filed criminal complaints • Number of repeat cases from source areas. • Number of second generation trafficked cases. • Number of shelter home established with their capacity before and after the intervention • Capacity development of staff undertaken to take care of all needs and requirements of the victim survivors. • Infrastructure of shelter home (quality of housing, bedding, hygiene, drinking water, toilets, food, recreation, counselling, education, skill training, healthcare) before and after intervention. • Education and vocational training services provided to the inmates and their children in shelter homes. • Percentage of victim survivors that were provided with skill up gradation • Percentage of victims having sustainable and regular income from the skills learnt • Number of target children enrolled in formal school • Attendance of children in schools • Number of remedial teaching undertaken for educationally weak

Sustainability

7.1: Whether the benefits from the interventions/activities are likely to be sustained.
7.2: Whether local institutions have the necessary technical and leadership commitment to continue the work.
7.3: Whether Partner Organisations demonstrate substantial HRBA capacity and resources to continue the work.

Expected Outcomes	Respondents and Data sources	Research Tools Used	Selected Indicators
• There is evidence that benefits from the UNIFEM anti-trafficking programme are likely to be sustained. • Local institutions have technical skills and leadership to continue the work. • Partner organizations have HRBA and resources.	stakeholders, Reports from Stakeholders, Field visit observations	• Focussed group discussions • Desk review and report analysis • Field observations • Budget analysis • Gap analysis • Triangulation of information • Thematic and spatial budget analysis	• Staff pattern analysis- total; strength, gender balance, qualifications, skill. • Capacity building training of staff • Financial and other report preparation • Case Study analysis • Field observations • Proportion of financial allocations for different sub-themes for supply/ route and demand areas.

Annexure 1.5

Thematic Classification of Interventions

Main Themes	Sub-Theme	Major Components
Creating Necessary Conditions	Legal Frameworks and Policy Dialogue Community Awareness	• Pressure for preparation of National Laws and Ratification of International Conventions • Generating Awareness for National Laws and International Conventions. Creating Community Awareness for effective implementation of existing lawsCreating community awareness and sensitization against Trafficking • Generating community acceptance against Trafficking • Promoting Community involvement by creating partner alliances against trafficking
Capacity Building Measures	Research and Documentation Administrative Capacity Building Strategies Poverty Alleviation and Income Generating Strategies Providing Social Services and Health Care for victims of HIV-AIDS	• Supporting research projects, studies to identify causes • Identification of Good Practices for replication • Skill development of staff, NGOs, Civil society Organization • Preparation of Training Manuals • Technical and Training support to Self-help Groups • Vocational Training to Victims • Providing Social Service support • Counseling and Provide support for Health care
Direct Action Programmes	Release, Rehabilitation, Repatriation and Re-integration Protection through Educational / Survival Strategies Prevention of Trafficking from Source Areas	• Release of victims engaged in the intolerable and worst forms hazardous activities, trafficking and sexual exploitation, drug abused and violence affected situations. • Providing short term and long term rehabilitation programmes to the victims • Repatriation and Re-integration of Victims in the family • Services and facilities provided in Homes/ re-habitation Centers • Educational and other skill development strategies • Awareness against trafficking at source areas

Annexure 1.6

Details of Field Visits

(September, October & November 2009)

INDIA

Organization/ Stakeholders	Name of Persons Contacted	Thematic Coverage
GOA (Oct. 4-8, 2009)		
V.M. Salgaokar College of Law	Prof. M.R.K. Prasad	Capacity Building for Legal Aid Strengthening Laws
Children Rights of Goa	Dr. Nishtha Desai and other Staff	Capacity Building for Legal Aid Strengthening Laws Police and Prosecutor Trainings Generating awareness among Government Departments and other Professionals Community Awareness Victim Assistance Paedophilia and Sex tourism trafficking
Sangath	Mr. Shamim	Mental Health Care of Victims and their sustainable rehabilitation
Banglanatak.com	Mr Amitava Bhattacharya Ms.. Madhura Dutta Ms. Ananya Bhattacharya	Research & Documentation Service Providers Community Awareness Faith Based Organisation Police Awareness
ARZ		Skill development of Victims
Superintendent of Police, Panaji	Bosco George	Capacity Building of police Rescue Operations Legal Implementation
Women and Child Protection Unit, Goa	Ms. Nuten Verenkar	Protection of victims Police gender Sensitive Training
Director, Women and Child Department	Mr. Sanjiv Gadkar and other staff of the Department	Capacity Building of Administration Strengthening Laws Rehabilitation of Victims in Government Homes.
Deputy Director, Tou rism Department	Smt. Pamela Mascarenhas	Awareness among tourists Networking and Advertisement in tourist spots
Director Prosecution, Directorate of Prosecution, Govt. of Goa	Shobha M.Dhumaskar	Strengthening legal prosecution support for ensuring booking criminals Training of legal staff
Government Homes In charge Apna Ghar Children In charge Women Protective home Children and Women Victims	Arti Gavekar, Mr. Dilip C. Kudalkar	Rehabilitation of children victims Rehabilitation of rescued Women Victims Beneficiary Case Studies
Legal Cell St Andrews High School, opposite St. Andrews Church, Goa Velha	Ms. Sinatra D'Souza Ms. Sarah Dias V.M. Salgaokar College of Law, Goa	Assisting the community with Legal advice and welfare programmes Legal awareness programmes

Mumbai and Pune (Maharashtra) (Oct. 9-11, 2009)		
Save the Children , India	Ms. Jyoti Nale and Ms. Nandini Thakkar	• Capacity Building of Police, Judiciary and administrative officers. • Rehabilitation and Skill development of rescued victims. • Awareness Generation among community and Government Officials. • Strengthening Legal Machinery • Networking with other NGOs • Research and Documentation
PRERNA	Priti Patkar and other Staff	• Capacity Building of Police, Judiciary and administrative officers. • Rehabilitation and Skill development of rescued victims. • Awareness Generation among community and Government Officials. • Strengthening Legal Machinery • Stopping Second Generation from entering into sex trade
National Domestic Workers Forum, Mumbai	Ms. Christy Mary	• Awareness among women domestic workers for seeking due entitlements
Superintendent of Police, Mumbai	Ravi Kant	• Capacity Building of police • Rescue Operations • Legal Implementation
Deputy Commissioner Probation Officer Women and Child Department, Pune	Mr. Ravi Patil Mr. Aslam Khan	• Capacity Building of Police, Judiciary and administrative officers. • Rehabilitation and Skill development of rescued victims. • Awareness Generation among community and Government Officials. • Strengthening Legal Machinery • Rescue Operations for trafficked Victims
Thane	6 Domestic Workers	• Awareness and Entitlement Issues by Domestic Workers Forum
Save the Children, India PRERNA	10 rescused Victims A group Of 8 Victims	• Skill development training and other rehabilitation support • Economic sustenance support
PRERNA	A Group of 6 Victim Sex Workers	• Awareness of HIV/ AIDS and other due entitlements
PRERNA	A Group of 12 children currently getting education (second generation children of sex workers)	• Education to children • Saving second generation of sex workers
Shelter Homes Government of Maharashtra, Mumbai	Arti Gavekar,	• Rehabilitation of children victims • Rehabilitation of rescued Women Victims • Beneficiary Case Studies

Indo-Nepal Border (Bihar) (Oct 22-27, 2009)		
ATSEC- Bihar and its Networking Partners / Patna	Y.K Gautam Rama Shanker Satya Prakash Ritesh Kumar Pandey Ashish Kumar Lajwanti Jha Mohd. Abu Rehan Ranjana Sinha Ganesh Prasad	Capacity Building for Legal Aid Strengthening Laws Legislators awareness Vigilance against Trafficking Shelter homes Stopping Second Generation Trafficking Police training Awareness in source areas Seminars and Networking with other NGOs Research and Documentation
Bhoomika Vihar/ Patna	Arun Kumar Shilpi Rajo Devi Rekha Jha Bhagwanji Pathak Arvind Pande	Capacity Building for Legal Aid Strengthening Laws Legislators awareness Vigilance against Trafficking Shelter homes Stopping Second Generation Trafficking Police training Awareness in source areas Stopping Cross border trafficking Research and documentation
Bihar Domestic Workers Trust/Patna	Sister Magie	Awareness and seeking due entitlements for Domestic Workers
Inter-Faith Religious Priest Forum	Sister Rosita, Secretary IRPF	Anti-Trafficking Awareness and reducing inter religious conflicts
Bhoruka Public welfare Trust		HIV/ AIDS Counselling Stopping cross border trafficking
RAHAT - Kishanganj	Hamida Khawtoon	Domestic Violence against Women Anti-trafficking Awareness Skill development of victims and vulnerable groups Vigilance against human trafficking
Democratic people's Organization	Arvind Pande	Second generation sexual exploitation Awareness among sex workers
ADITI-Plan	Ganesh Prasad	Second generation sexual exploitation Awareness among sex workers
Sewa Sankalp Evam Vikas Samiti		Second generation sexual exploitation Awareness among sex workers for HIV/AIDS Vigilance against trafficking at railway stations and bus stands
Indo-Nepal Women's Committee		Vigilance and awareness against human trafficking
Superintendent of Police	Mr. Sudhanshu Kumar	Capacity Building of police Rescue Operations Legal Implementation
Deputy Superintendent Police, Kishanganj	Ms. Kamini Bala	Protection of victims Police gender Sensitive Training Capacity building of police
SSB Army Group	S.K. Singh	Vigilance at borders
Nepal Border Police	Prakash Kumar Gupta	Vigilance at borders

Vigilance Committee	Nawanganj Jogbani Khadi Basti, Guwabasti-	➢ Vigilance and awareness against human trafficking ➢ Stopping Child marriages and fraud marriages ➢ Vigilance at railway stations/ bus stops
Deputy Railway Protection Force Jogbani	Vijay Kumar Thakur	➢ Support to vigilance Committee ➢ Vigilance at Railway Stations
Chief SHO GRPF, Jogbani	Ram Nandan Paswan	➢ Support to vigilance Committee Vigilance at Railway Stations
Village Survey		➢ Beneficiary Case Studies ➢ Survey at Beneficiary and Non-Beneficiary villages
Chief Correspondent, Times of india Correspondent, Telegraph Lucknow Dainik Jagran	Mr. Dipak Mishra Mr.Tapas Chakravorthy Ashok Jha	➢ Media Sensitization ➢ Anti-Human Trafficking reporting and Victim sensitivity
Legislator, Bihar	Ms. Kiran Dhei	➢ Strengthening Laws/ Policies and other measures
Bhoomika Vihar Bhuroka Trust Manan Sewa Sansthan (Cross Border Tr afficking Vigilance Committee)	Vigilance members of the NGOs	
Slum Studies	Kishenganj	➢ Anti-trafficking Awareness
Delhi/Haryana (Sep.16-Nov.30, 2009)		
PRAYAS	Mr. Amod Kanth and other staff	➢ Rescue and rehabilitation ➢ Capacity Building for Legal Aid ➢ Strengthening of Laws ➢ Generating awareness among Government Departments and other Professionals ➢ Community Awareness ➢ Victim Assistance ➢ Shelter Homes for victims ➢ Advocacy and networking ➢ Counselling and empowerment of trafficked victims ➢ Training of judiciary, police and NGOs
Asha Niwas/Sisters of Nazareth Gurgaon	Sister Beena and staff	➢ Rescue & Rehabilitation ➢ Protection in Care Home ➢ Prevention of second generation trafficking ➢ Economic Empowerment

Ramola Bhar Charitable Trust(STOP)	Dr. Roma Debabrata and staff	• Awareness generation, advocacy and networking • Rescue and Rehabilitation in Ashraya (rehabilitation home) • Legal Assistance Programme • Prevention through work with community • Life skills and vocational training for survivor victims
Swanchetna Society for Mental Health	Mr Rajat Mitra	• Counselling & Psychological Research of Trafficking Victims • Capacity building • Research and Documentation of victims suffering from mental health.
Shakti Vahihi	Mr. Ravi Kant and Mr. Rishi Kant	• Awareness generation, advocacy and networking • Formation of network of anti trafficking organizations • Rescue, rehabilitation and legal aid • Training of police • Media advocacy
Shakti Shalini	Ms. Sudha Tewari and staff	• Advocacy • Legal aid and counselling to women who are victims of violence • Rescue and Rehabilitation • Shelter Home
Children Victims at Prayas Home Potential Child Victims, Asha Niwas	Mr. Amod Kanth Sister Beena	• Shelter and rehabilitation support for victims
Police	Mr. Sankar Sen, IPS (Retd.) Dr P. M. Nair	Former Director, National Police Academy Former Director-General National Human Rights Commission Inspector General of Police(Operations), CRPF
Media	Ms. Kavita Ms. Anuradha Mukherjee Ms. Rita Joseph Ms. Mahua Chaudhury	Mail Today & Indian Express Hindustan Times Statesman NDTV
Former Parliamentarian	Mr. Ravi Prakash Verma	President, Parliamentarian Forum, National Coalition for Education
Govt of India	Dr Praveen Kumari Singh	Director, Ministry of Home Affairs
Govt. of India	Ms. Manjula Krisnan	Chief Economic Advisor, Ministry of Rural Development Former Joint Secretary, Ministry of Women and Child Develpment
Govt of Bihar	Mr. Ramdeo Prasad	State Minister, Chairman, Bihar State Child Labour Commission, Patna

USAIDS Embassy of the US of America	Sameer Sheth	Chief, Global Issues Unit
UNODC	Mr P. Venkata Rama Sastry Ms. Swasti	Anti Corruption & Crime Prevention Expert
ILO	Ms. Sherin Khan	Senior Specialist, Child Labor, South Asia
UNIFEM	Ms. Anuradha Sen Mukherji Ms. Anuja Upadhyay	Regional Programme Officer
HYDERABAD (Sep. 22-26, 2009)		
HELP	Mr. Rama Mohan N.V.S Mr. Rama Murthi Ms. Vijay Nirmala (Vimukthi)	☞ Prevention of second generation trafficking ☞ Advocacy and networking with Govt. and NGOs ☞ Sensitization and capacity building
Prajwala	Dr. Sunitha Krishnan	☞ Capacity building of teachers ☞ Transition Centers for prevention of second generation trafficking ☞ Networking and awareness generation among community
Ankuram	Ms. M. Sumitra	☞ Awareness generation, lobbying and networking ☞ Care and support for children of migrant women labourers ☞ Protection of migrant women labourers ☞ Counselling centre for the migrants and victims of trafficking.
IG, Police, CID, Govt. of A.P.	Mr. S. Umapathi, IPS	☞ Rescue Operations ☞ Capacity Building of police ☞ Legal Implementation
A. P. Police Training Academy	Dr. Gopinath Reddy, Director Mr. M.V. Ram,DIG Mr Chandra Rajoo, JD Training	☞ Training of Police and public prosecutors in AP
Police Training College	Mr. D C H Hussain, Dy S.P Mr. Ravinder Reddy, Chief Law Instructor Mr. Swami B L N, Chief Law Instructor	☞ Training of constables and sub inspectors in AP Police
Office of Prosecution - Director of Prosecutions, Andhra Pradesh	Mr. M. Raja Mouli Sharma	☞ Criminal and civil law services to State for prosecution and punishment of criminals

Department of Women and Child Welfare – State Project Director District Project Director, Hyderabad	 Ms. Anuradha Ms. Raj Laxmi	 Empowerment of women in partnership with NGOs Rehabilitation and Skill development of rescued victims Shelter Homes (Nari Niketan) Awareness Generation among community for enrolment of girls into schools Implementation of laws Rescue Operations for trafficked Victims
A.P. High Court Legal Services Committee Secretary -	 Justice D. Subramanyam	 Legal aid to persons who are living below the poverty line, to women, children and SC/ST who are victims of crimes and violence like trafficking Lok Adalats Legal literacy and awareness camps
Media - Journalist Head, News in Local TV	Mr. Janardhan Reddy Mr. Thota Bhava Narayana	Dissemination
LUCKNOW (Oct. 4-6, 2009)		
Manav Seva Sansthan	Mr. Jata Shankar Ms. Amita Singh	Prevention Rescue, rehabilitation and repatriation Networking
KOLKATA (Oct. 19-26, 2009)		
ATSEC - India	Mr Manabendra Mandal Mr Bikash Chandra Biswas	Networking Training Repatriation Awareness Livelihood Programme Advocacy Monitoring Evaluation
Saanlap	Ms. Indrani Sinha & Staff	Research & Documentation Community Awareness Shelter Homes Capacity Building
Apne Aap	Ms. Ruchira Gupta	Rehabilitation Border Vigilance Legal Counselling Second Generation Potential Victims
Women's Coordinating Council	Ms. Suvadra Roy Choudhury Ms. Mina Banerjee	Shelter Home Rehabilitation & Reintegration Dissemination through film making
Kolkata Sanved	Sohini Chakraborti	Rehabilitation of survivor Victims Service Providers Capacity Building skills Counselling

Indo-Bangladesh border, Boyra	Mr S K Mitra, DIG (Retd) Mr Ashok Haldar	➢ Border security and stopping of smuggling and illegal cross border migration
Kolkata Sanved Bhorukha Public Welfare Trust	10 Rescued Victims, 2 second Generation Victim One Victim (just arrived)	➢ Skill development training and other rehabilitation support ➢ Counselling
2 Media Reporters	Ms. Ananya Chatterjee Ms. Mitali Mitra	➢ Dissemination through film making ➢ Police Training
About 20 members in Boyra Panchayat of Bagda block	Mr Rajat Mallik (Bhoruka WPT) Mr Chittaranjan Sarkar (Bhoruka WPT)	➢ Keeping vigil on all marriages & newcomers in the village ➢ Keeping a check on missing people
Panchberia Village (Boyra Panchayat) Bagda Village		➢ Beneficiary Case Studies ➢ Survey at Beneficiary and Non-Beneficiary villages
North East/ Meghalaya (Nov. 1-4, 2009)		
IMPULSE	Ms. Hasina Khirbih Romeo, Rosana and other team members	➢ Awareness Campaign ➢ Prevention of Cross border trafficking ➢ Media Campaign
WISE (IMPULSE network partner in UNIFEM's project)	Sister Judith Shadap (RNDM) Executive Director (Impulse Partner)	➢ Capacity Building of local NGOs ➢ Vocational training to victims
WCSWA, West Khasi (IMPULSE network partner in UNIFEM's project)	Mr. Keneth Shadop (Impulse Partner)	➢ Community Awareness ➢ Vigilance committee formation at local level
Assistant Commandant, BSF Dawki Post, Tamabil, India – Bangladesh border	Mr. R. S. Kushwaha	➢ Provide security from cross border crimes, including trafficking
Member of Village Women's Group in Umkrem Village in East Khasi District	Ms. Maltilda Lamin and other community members in the village	Community Awareness
Meetings with 4 trafficked victim survivors		
IG, Police, CID, Meghalaya	Mr. B. R. Rana	➢ Rescue Operations ➢ Capacity Building of police ➢ Legal Implementation
Special Correspondent, North East India, The Pioneer	Mr. Sanat Chakraborty	➢ Dissemination
Editor, Meghalaya Times, Shillong	Mr. Rajan Nair	➢ Dissemination ➢ Sensitizing the media

North East/ Assam (Nov. 5-6, 2009)		
GOLD	Dr. Rajeeb Sharma and team members	• Advocacy and networking with Govt. and NGOs • Sensitization and capacity building • Rescue and rehabilitation • Awareness Programme
Sub-Inspector, OCGRP, Guwahati	Mr. K.K. Nath	• Vigil at railwaystation • Rescue Operations
IGP (Law and Order) Assam Police	Mr. Bhaskar Jyoti Mohanta, IPS	• Rescue Operations • Capacity building of police • Legal implementation
Additional DGP (TAP) Assam Police	Mr. G. Bhuyan, IPS	• Capacity building of police • Rescue Operations • Coordinating with NGOs working on anti-trafficking issues
Inspector, All Women Police Station, Pan Bazar, Guwahati	Ms. Beena Kakoti	
Cabinet Minister of Social Welfare and Jail	Mr. Akon Bora`	• Implementation of Social welfare schemes • Spreading awareness through government agencies
Deputy Director District Social Welfare Officer, Kamroop District, Assam Chairperson	Ms.. Neelima Bora Gohain Mrs. Kishori Barua	• Implementation of Social welfare schemes • Rehabilitation of victims through homes
Member Secy	Mridula Saharia Madhurima Barua Sen	• Improve the status and dignity of women in society in Assam • Investigation and suggestion of remedial measures agains t atrocities/crime against women
Honourable Judge, Gauhati High Court and Chairman, High Court Legal Services Authority	Justice Amitabh Roy	• Proper implementation of laws • Better coordination between various anti trafficking implementing agencies.
Member, High Court Legal Services Authority	Mr. Kamal Agrawal	
Advocate, Gauhati High Court	Mr. Indrajit Chandra Deka	
Senior Staff Reporter, Sangbad Lahari, a Bengali Newspaper	Mr. Sudip Sharma Chowdhury	
City Reporter, PRAG, Local News Channel	Ms. Ranjita Rabha	
The Hindustan Times	Mr. Rahul Karmakar	
UNI The Hindu	Mrinal Talukdar Sushanta Talukdar	

NEPAL

Organization / Officials/ Stakeholders	Name of Persons Contacted	Thematic Coverage
Nepal (Oct. 11-16, 2009) & (Nov. 1-5, 2009)		
National Network Against Girl Trafficking (NNAGT)	Ms. Durga Ghimire Ms. Haripriya Pandey	➢ National campaign and awareness building for prevention of girl trafficking ➢ Resource Centre ➢ Advocacy and networking
Sancharika Samuha	Ms. Babita Basnet	➢ Promotion of gender sensitive media ➢ Awareness building and advocacy ➢ Networking
Equal Access	Mr. Upendra Aryal Mr. Upendra Aryal	➢ Radio series to empower communities about rights of women and sensitize on issues of VAW
Saathi	Ms. Bandana Rana	➢ Prevention of violence and injustice against women and children ➢ Support to survivors/victims.
Step Nepal	Mr. Keshab Prasad Chaulagain Ms. Roshani Karmacharya	➢ Empowerment of women and girls ➢ Promotion of inter-faith activities against trafficking and other violence against women and girls
Shakti Samuh	Puja Mahto Laxmi Puri	➢ Support and empowerment of trafficking survivors, by providing shelter, legal aid, vocational training and counseling. ➢ Formation of Adolescent Girls Groups in communities against trafficking
FWLD	Mr. Sabin Shrstha Ms. Sapna Pradhan Mala, Director of FWLD and Member Constituent Assembly, Nepal	➢ Research on legal system strengthening ➢ Capacity Building for Legal Aid ➢ Strengthening Laws ➢ Generating awareness among Government Departments and other Professionals ➢ Community Awareness ➢ Victim Assistance
Maiti Nepal	Mr. Govind Ghimire Ms. Prabha Khanel	➢ Capacity Building of all stakeholders – judiciary, government official, police ➢ Vigilance Committee for anti border trafficking. ➢ Awareness generation at source areas. ➢ Shelter Homes for Victims of trafficking and violence against women
Civil Society PRO PUBLIC	Mr. Prakash Mani Sharma	➢ Strengthening legal measure s and capacity building of judiciary ➢ Sensitizing judicial education on human trafficking.
Former Member Planning Commission and Director Institute of Research and Development, Nepal	Dr. Mohan Man Sainju	➢ Research and documentation ➢ Strategical Interventions

NHRC, Nepal Member	Mr. Gauri Pradhan	
National Judicial Academy	Mr. Sreekrishna Mulmi	☞ Training, professional development, research and publication addressing the needs of judges, attorneys, judicial officers and others who are involved in the administration of justice. ☞ Capacity building of judges on trafficking of women and children ☞ Promotion of Rights of survivors: the Guideline to Implement In Camera Hearing
Judiciary- Supreme Court of Nepal	Justice Kalyan Shrestha	☞ Legal reforms ☞ Sensitization of judiciary ☞ Strengthen Judicial Academy towards human trafficking issues and violence against women.
Inspector Police of Nepal at Sanauli Indo-Nepal Border Kakarvita and Bhadrapur Nepal Border Police	Inspector Nanratna Poudiyal Hari Kumar Srivedi Ms. Pushpa Bhunjal Ms. Gita Khadka	☞ Cross Border vigilance and networking with Maiti Nepal and Manav Sewa Sansthan
Cross Border Trafficking Vigilance Jhapa District at Pani Tanki (Adjacent Siliguri) and Kakarvita Border Ryupendehi District Sanauli Indo-Nepal Border	Mr. Govind Ghimire and his team Ms. Prabha Khanel and her team Mr. Prakash Kunwar	☞ Source areas awareness mechanism ☞ Vigilance at border ☞ Source areas awareness mechanism ☞ Vigilance at border
Additional IG of Police Crime Investigation Department	4 villages each from Jhapa and Ryupendehi districts (Four with Maiti Nepal Intervention and four villages without any intervention)	
Village Survey at Source Areas Jhapa Ryupendehi	Ms. Sangeeta Thapa	☞ Identifying supply from Source areas ☞ Identifying awareness and its impact on supply side
Country Programme Coordinator UNIFEM Nepal	Ms. Sharu Joshi Ms. Chandni Joshi	
Formerly with UNIFEM	Ms. Salina Joshi	

BANGLADESH

Organization / Officials	Name of Persons Contacted	Thematic Coverage
Dhaka (Sep. 22- 24, 2009)		
ATSEC - Bangladesh	Ms Salma Ali, Chairperson, ATSEC Mr Masud Ali, Executive Member, ATSEC	☚ Advocacy ☚ Capacity building ☚ Resource Centre ☚ Technical assistance to CBOs ☚ Dissemination ☚ Awareness Campaign
BNWLA	Ms Salma Ali, Executive Director Ms Fawzia Karim Firoze, President	☚ Legal Counselling ☚ Social Counselling ☚ Capacity Building ☚ Reintegration & Rehabilitation ☚ Policy level Advocacy
UNIFEM Country Representative Office, Dhaka	Ms Naheed M Ahmed, National Programme Manager	
Bangladesh Mahila Parishad	Ms. Ayesha Khanam, President	☚ Violence against Women ☚ Women's Empowerment ☚ Capacity Building
Journalist	Ms. Munni Saha	☚ Dissemination ☚ Creating Awareness
Prime Minister's Office	Ms. Neelufar Ahmed, Director General	
Ministry of Women and Child (Telephonic Interview)	Ms. Ferdaus Ara Begum, Former Joint Secretary & Currently Member of CEDAW Committee	☚ Training of Parliamentarians and Judiciary ☚ Anti Trafficking Measures ☚ Gender Equality
BNWLA 10 Child Victims of Camel jockey & Shelter Home	Ms. Salma Ali and other staff members	☚ Shelter and rehabilitation support for victims ☚ Education ☚ Vocational Skills
Rajshahi (Sep. 25-27 , 2009)		
ACD NGO Partners	Ms. Salima Sarwar, Executive Director Mr Mohammed Tohidul Alam, Program Officer, Sagorpara	☚ Community Awareness ☚ Training for Livelihood ☚ Targeting Potential Victims ☚ Creating Group Community ☚ Vigilance Committee ☚ Rehabilitation ☚ Shelter Home
ACD Shelter Home	Ms. Salima Sarwar & other staff members	☚ Shelter and rehabilitation support for victims
ACD Adolescents Group (20 Members – all <18 years of age) Chapainababganj	Mr Wahidudzaman Rana and his team	☚ Watch Dogs of the village ☚ Informers ☚ Helping the Vigilance Committee
ACD Kishori Group (16 members – all <15 years of age)	Ms. Halima and her team	☚ Creating Awareness ☚ Helping the Vigilance Committee ☚ Screening of Strangers

ACD Vigilance Committee (3), Indo - Bangladesh border (1km)	Mr Mohammed Abdul Matim (a doctor) Mr Mohammed Iqbal Hussain (A teacher from the local Madrasah) Mr Mohammed Khairul Islam, Union Council Member, Ward No 2	➢ Keeping vigil on the borders
ACD Local resource persons for Networking (20) Chapainababganj	Ms. Lutfunnessa Mr Rabiul Haq Mr Kamal Hassan Mr Karibul Haq & others	➢ Creating Awareness ➢ Community Development Programmes
ACD A reintegrated victim and her son Chapainababganj		

Annexure 1.7

Pre-Visit Feedback Form

1. Name of the organization and contact details.

2. Expected outcomes of the project and indicators thereof.

3. Was baseline survey carried out at the beginning of the project? If yes, please share details.

4 Based on your UNIFEM experiences suggest what further inputs are necessary for the activities to be undertaken? Suggest what has not been achieved and how would you design the next phase of activities with UNIFEM.

5. Any other relevant information such as publications and research studies conducted may be provided to the evaluators.

6 List out 3 new learnings from the project sponsored through UNIFEM.

7 How has UNIFEM contributed in changing the working of your organization? Specify one such experience.

You may send back the duly-filled in questionnaire and supporting documents at strategicinterventions@gmail .com or use following information to send the information.

You are requested to send your feedback within a week of receipt of the feedback form.

Alok Vajpeyi
Executive Director and Principal Consultant
Strategic Interventions
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III Floor, Kalkaji, New Delhi – 110019, India
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Annexure 1.8

Part I

Evaluation of Regional Anti-Trafficking programme of UNIFEM in South Asia

(September - December, 2009)

Interview Guidelines

Key Informants – Partner Organizations

NOT FOR DISTRIBUTION. FOR USE OF INTERVIEWERS ONLY

1. Please tell me briefly about the organization, especially in context of your work on trafficking.
2. When did the organization start working with UNIFEM? What was the project period?
3. What specific activities have been carried out with support of UNIFEM? Who are the target groups and areas? Share details of organizational structure for the programme.

Relevance:

4. How relevant and effective is UNIFEM's anti-trafficking programme to the current prevailing context in the country and region?
5. Do you consider UNIFEM's programme objectives are addressing identified rights/needs/problems of the target groups? How much of women's rights are being addressed in the process?

EFFECTIVENESS:

6. What women's rights the programme has attempted to support? What capacities of rights-holders to claim their rights and duty-bearers to meet their obligations the programme has aimed to enhance?
7. To what extent have beneficiaries been satisfied with the results?
8. Does the programme have effective monitoring mechanisms in place? Please share the details
9. Have UNIFEM's organizational structure, managerial support and coordination mechanisms effectively supported delivery of your programme? What was lacking?

IMPACT:

10. What have been the intended and unintended, positive and negative, long term effects of the programme? What are the outcomes and impacts of the programme?
11. Can the changes be effectively by identified and measured? Is so how?
12. To what extent the efforts have been successful in the prevention of trafficking of women?
13. Are the vulnerable women and girls in a position to access the judicial system and obtain legal redress for violation of their rights? Are there court judgements which have been influenced in favour of victims following your interventions?
14. Are there changes that programme interventions have brought in the understanding, attitude and commitment in dealing with the issue of trafficking and also in treating the victims thereof? Are they more sensitive to gender based crimes?
15. Do you think that UNIFEM's regional anti-trafficking programme has been successful in achieving its objectives?
16. If yes, then what are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the last 10 years? What changes could be attributed to UNIFEM's work only?
17. Was the programme approach and strategy relevant and effective in addressing the issue of trafficking?
18. On a scale of 0-9, what points would you like to give for UNIFEM's work and achievements on the issue of trafficking?

19. What is the comparative advantage of UNIFEM on the issue of trafficking, considering there are many other agencies working on the issue?
20. What are the institutional barriers to UNIFEM's outreach and technical contribution to the anti-trafficking programming landscape?
21. How do you recognize UNIFEM's support and presence in your activities, documentation, website etc? Are your stakeholders fully aware and recognize UNIFEM's support and work?
22. What should be the strategic direction of UNIFEM's anti trafficking programme in future? What are your recommendations and suggestions to UNIFEM to improve the programme in its next phase?
23. What are various publications, films, manuals, brochures produced as part of the project?

SUSTAINABILITY:

24. Do you think the benefits derived from UNIFEM'S's interventions can be sustained and replicated by various institutions and agencies in the state in short and long run?
25. Do your local institutions support the programme? Do these institutions have the leadership qualities and technical capabilities to continue the programme and replicate it? What has been UNIFEM's's effort to strengthen and sustain the capacities?

Part II

Interview Guidelines

Key Informants – Parliamentarians (MPs/MLAs)

Note:

These questions are intended to seek feedback from sitting or former parliamentarians (MPs and MLAs), who have been trained by UNIFEM directly or through its partners on the issue of trafficking in persons, specially girls and women. These questions will also be asked to few parliamentarians, who are not trained, in order to gauge the gaps. The sets of trained and untrained parliamentarians will be identified by UNIFEM or its partner organizations. The objective is to comprehend the understanding, commitment and capacity of our parliamentarians in strengthening political, legal and policy environment on the issue of trafficking in persons.

Relevance:

1. Did you attend any sensitization/orientation/training programme on trafficking organized by UNIFEM and/or partner? In what ways it helped you? What was missing in the training? (to be asked to identified parliamentarian, who was trained/oriented)
2. If yes, then to what extent the UNIFEM activity is suited to :a) local situation/developments? b) National development priorities and organisational policies in the changing concept?
3. How do you perceive the problem of trafficking and its impact on vulnerable groups of society, specially women and girls? What is the status and gravity of trafficking in your constituency?
4. What are specific laws, protocols, conventions and treaties adopted/ratified by the government to counter trafficking? Who were the key actors in promoting the ratification?

   (if respondent names few actors, then probe further if UNIFEM played any role in the process? Was it also a driving force?)
5. Do you (Government partners) consider UNIFEM's support relevant to your work on anti-trafficking in your region?
6. Do you consider UNIFEM's programme objectives are addressing identified rights/needs/problems of the target groups? How much of women's rights are being addressed in the process, in your region?
7. Do you feel that the current strategies of UNIFEM need updating in the local/regional context? If so, why?

EFFECTIVENESS:

8. Do you feel that the legal mechanisms address the problem of 'trafficking' adequately? Do you see any loopholes in the enforcement mechanisms to tackle trafficking? What is your experience in your constituency in this regard?

9. What are the women's rights and women's issues such as gender equality UNIFEM's programme is attempting to support/advocate and enhance? Have they been enhanced in your state?
10. In your knowledge have the beneficiaries been satisfied with the results? If not, then why?
11. Do you think that the programme has effective monitoring mechanisms?
12. What capacities of the duty bearers and right holders in your region have been strengthened?
13. To what extent, in your opinion, the UNIFEM objectives have been achieved in your area? Are the indented and unintended benefits fairly meeting the needs of the excluded women?
14. Do you feel that UNIFEM has comparative advantage in designing and implementing the programme?
15. Have training/capacity building programmes on trafficking for administration, police and judiciary taken place in your area?

EFFICIENCY:

16. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures in your area? What has been done and what remains to be done to address the problem of trafficking?
17. How well have the organisational structures in your area allowed effective programme implementation of the UNIFEM?
18. Do you see a change in the understanding, attitude, behaviour and commitment of administration, police and judiciary in dealing with trafficking and victims thereof after the trainings? If yes, please elaborate.
19. What measures have been taken during planning and implementation for efficient use of resources? Do you think that effectively lesser amount of resourced could have been used?
20. Do you think that UNIFEM's efforts are supportive in terms of the delivery of the programme?
21. Have UNIFEM's programme utilized existing local capacities of rights bearers and duty holders to achieve the outcomes?
22. What has been your contribution on the issue of trafficking at the policy (parliament/assembly), constituency and administrative levels? Have you personally helped any victim of trafficking? If yes, then please elaborate.

    (ask for case study of such victims, if available/possible)
23. Are you aware of the organizations working in you area for prevention of trafficking? Who are they? Do you know about the activities of such organizations? Please elaborate.
24. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?

IMPACT:

25. If yes, what are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the past 10 years?
26. What have been the intended and unintended, positive and negative, long term effects of the UNIFEM programme in your area?
27. Can the changes be effectively be identified and measured? Is so, in what manner?
28. What evidences can you cite that has enabled the rights holders to claim their rights more successfully and the duty holders perform their duties more successfully in your area?
29. To what extent these efforts have been successful in the prevention of trafficking of women in your area?
30. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking.
31. (Any aspect that you would like to emphasise on or any specific suggestions?)

SUSTAINABILITY:

32. Do you think the benefits derived from UNIFEM's interventions can be sustained in your area after the programme ceases?
33. Do your local institutions support the programme? Do these institutions have the leadership qualities and technical capabilities to continue the programme and replicate it?
34. Are requirements of your local ownership satisfied?
35. Do your partners have the financial capacity to maintain the benefits of the programme?

Part III

Interview Guidelines

Key Informants – Senior Bureaucrats, Police Officials and Legal Luminaries at Center and State Levels

Note:
These questions are to be asked to senior level bureaucrats, police officials and legal luminaries at the central and state levels. They may or may not have been sensitized/oriented/trained on the issue of trafficking in persons, specially girls and women. But it is in their jurisdiction or part of their responsibilities to deal with the issue as they are policy makers.

Attempt should be to interview sets of people, who are sensitized and those who are not, in order to gauge the gaps. But focus would be on officials who have been instrumental or have taken initiatives in creating enabling policy, legal and enforcement environment in favour of anti-trafficking measures. The UNIFEM partner organizations will identify those people. The objective is to comprehend if UNIFEM interventions have strengthened political, legal and policy environment on the issue and to what extent.

Relevance:

1. How do you perceive the problem of 'trafficking' in the country/state and its impact on vulnerable groups of society, especially women and girls?

   (country if question asked to respondent at central level, state if the respondent is at the state level)
2. What are the biggest challenges now facing the work on trafficking? What has been done and what remains to be done to address the problem of trafficking?
3. What are specific laws, protocols, conventions and treaties adopted/ratified by the government to counter trafficking? Who were the key actors in promoting the ratification?

   (if respondent names few actors, then probe further if UNIFEM played any role in the process?)
4. Is there National or State Plan of Action enacted which contains provisions on prevention of trafficking? What was the driving force for preparing the plan of action? Did civil society organizations like UNIFEM and its partners play key advocacy role for the plan of action? Who has the ownership of plans?
5. (national plan of action, if question asked to respondent at central level; state plan of action, if the respondent is at the state level)
6. Do you (Government partners) consider UNIFEM's support relevant to your work on anti-trafficking in your region?
7. Do you consider UNIFEM's programme objectives are addressing identified rights/needs/problems of the target groups? How much of women's rights are being addressed in the process, in your region?
8. Do you feel that the current strategies of UNIFEM need updating in the local/regional context? If so, why?

EFFECTIVENESS:

9. What is the percentage of increase in budget allocation over years for preventing and reducing trafficking in persons? Can we get the details?
10. Have training/capacity building programmes for administration, police and judiciary taken place? What are the results in terms of changes in their understanding of the issue, treatment of victims of trafficking and capacity? Please share details.

    (for instance, if training curriculum is gender sensitive and integrates rights based approach; if rights of victims protected; are officials gender sensitive etc.)
11. What are the women's rights and women's issues such as gender equality UNIFEM's programme is attempting to support/advocate and enhance? Have they been enhanced in your state?
12. In your knowledge have the beneficiaries been satisfied with the results? If not, then why?
13. Do you think that the programme has effective monitoring mechanisms?
14. What capacities of the duty bearers and right holders in your region have been strengthened?
15. To what extent, in your opinion, the UNIFEM objectives have been achieved in your area? Are the indented and unintended benefits fairly meeting the needs of the excluded women?

16. Do you feel that UNIFEM has comparative advantage in designing and implementing the programme?

EFFICIENCY:

17. What legal redress systems are available to vulnerable women and girls to obtain legal redress for violation of their rights? Are legal aid cells/help lines on trafficking in place? Please share details.
18. What is the mechanism to coordinate with other stakeholders, such as NGOs and other civil society organizations in dealing with the problem of trafficking of women and girls? Share details. (Is list established of NGOs and agencies assisting victims of trafficking - VoTs?)
19. How well have the organisational structures in your area allowed effective programme implementation of the UNIFEM?
20. What measures have been taken during planning and implementation for efficient use of resources? Do you think that effectively lesser amount of resourced could have been used?
21. Do you think that UNIFEM's efforts are supportive in terms of the delivery of the programme?
22. Have UNIFEM's programme utilized existing local capacities of right bearers and duty holders to achieve the outcomes?

IMPACT:

23. What has been the impact of legislations, institutional/legal mechanisms, increased resources and improved capacities with regard to (a) prevention of trafficking of women and girls, (b) protection of victims of trafficking, (c) punishment of offenders and (d) rehabilitation and repatriation of victims of trafficking? Can you share some specific outcomes and results?
24. What have been the intended and unintended, positive and negative, long term effects of the UNIFEM programme in your area?
25. Can the changes be effectively by identified and measured? Is so how?
26. What evidences can you cite that has enabled the rights holders to claim their rights more successfully and the duty holders perform their duties more successfully in your area?
27. To what extent these efforts have been successful in the prevention of trafficking of women in your area?
28. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?
29. If yes, what are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the past 10 years?
30. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking.
31. Any aspect that you would like to emphasise on or any specific suggestions?

SUSTAINABILITY:

32. Do you think the benefits derived from UNIFEM's interventions can be sustained in your area after the programme ceases?
33. Do your local institutions support the programme? Do these institutions have the leadership qualities and technical capabilities to continue the programme and replicate it?
34. Are requirements of your local ownership satisfied?
35. Do your partners have the financial capacity to maintain the benefits of the programme?

Part IV

Interview Guidelines

Key Informants – Civil Society Leaders and Activists

Note:
These questions are to be asked to civil society leaders and activists working on the issue of trafficking. The objective is to comprehend if UNIFEM interventions have strengthened political, legal and policy environment, capacities and partnerships on trafficking and to what extent. They may or may not have been trained by UNIFEM and/or its partners.

Relevance:

1. How do you perceive the problem of 'trafficking' and its impact on vulnerable groups of society, especially women and girls?
2. What are the biggest challenges now facing the work on trafficking? What has been done and what remains to be done to address the problem of trafficking?
3. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?
4. Do you think that the civil society has a responsible role to play in upholding the rights of excluded women and in gender equality? In what way do you think this is in tune with UNIFEM's efforts?
5. Do you consider UNIFEM's programme objectives are addressing identified rights/needs/problems of the target groups? How much of women's rights are being addressed in the process, in your region?
6. Do you feel that the current strategies of UNIFEM need updating in your local context? If so, why?

EFFECTIVENESS:

7. According to your knowledge, do you think that UNIFEM has been able to target the beneficiaries effectively, and enhance their programme efforts particularly in the context of women's rights and gender equality?

EFFICIENCY:

8. Do you feel the legislations, institutional/legal mechanisms, increased resources and improved capacities have addressed the problem of trafficking adequately? Are these able to achieve their objective with regard to (a) prevention of trafficking of women and girls, (b) protection of victims of trafficking, (c) punishment of offenders and (d) rehabilitation and repatriation of victims of trafficking?
9. Do you see any loopholes in the enforcement mechanism for tackling trafficking? If yes, what are suggestions to rectify the problems?
10. Are the vulnerable women and girls in a position to access the judicial system and obtain legal redress for violation of their rights? Are the rights of victims protected? What is the visible change on ground?

IMPACT:

11. What have been the intended and unintended, positive and negative, long term effects of the UNIFEM programme in your area?
12. Can the changes be effectively by identified and measured? Is so in what manner?
13. What are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the past 10 years?

    (with reference to advocacy for developing appropriate policy instruments, plans of actions and increase in budget, strengthening enforcement mechanisms, capacity building, rehabilitation and repatriation of victims, partnership/coalition building etc.)
14. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking. What changes could be attributed to UNIFEM's work alone?
15. What are things which they could not do? What are the things that they could have done more efficiently and effectively?
16. What should be the future agenda of action on trafficking?

    (recommendations for future)
17. Any aspect that you would like to emphasise on or any specific suggestions?

SUSTAINABILITY:

18. Do you think the benefits derived from UNIFEM's interventions can be sustained in your area after the programme ceases?
19. Do your local institutions/leadership support the programme? Do these institutions have the leadership qualities and technical and financial capabilities to continue the programme and replicate it?

Part V

Interview Guidelines

Key Informants – NGOs/CBOs

Note:
These questions will be asked to NGOs/CBOs working on the issue of trafficking. These are intended to seek feedback from NGOs/CBOs, who have been trained by UNIFEM directly or through its partners on the issue of trafficking in persons, especially girls and women. These questions will also be asked to some NGOs/CBOs, who are not trained, in order to gauge the gaps. The sets of trained and untrained NGOs/CBOs will be identified by UNIFEM or its partner organizations. The objective is to comprehend if UNIFEM interventions have strengthened capacities and partnerships on trafficking and to what extent.

Relevance:

1. Has your organization dealt with any trafficking cases?
2. If yes, how many, since when, any specific experience or observation? Have you observed any specific pattern in the complaints?
3. Has your organization received any training/capacity building in dealing with trafficking problem? From whom?
4. What was your experience? Has training helped you? In what ways? What are the visible outcomes and results? Please elaborate.
5. Over the past five years do you see an increasing or decreasing pattern in the number of trafficking cases (refer to statistics, if available)? If yes, specify the reasons for the same.
6. What problems do NGOs face during their interaction with the police and judiciary in the course of handling a trafficking case?
7. Is there increased sensitivity of administration, police and judiciary to gender-based violence? What are the causes and effects?
8. Do you see any loopholes in the enforcement mechanism for tackling trafficking? If yes, what are suggestions to rectify the problems?
9. Are the vulnerable women and girls in a position to access the judicial system and obtain legal redress for violation of their rights? Are the rights of victims protected? What is the visible change on ground?
10. Do you think that a strong civil society partnership/coalition exist on the issue of trafficking? If yes, who has been the driving force behind it? If no, do you see the relevance to develop such a partnership?
11. Are you aware of the role and efforts of UNIFEM on trafficking?
12. If yes, then do you (NGO/CBO partners) consider UNIFEM's support relevant / encouraging to your work on anti-trafficking in your region?
13. Do you consider UNIFEM's programme objectives are addressing identified rights/needs/problems of the target groups? How much of women's rights are being addressed in the process, in your region?

EFFECTIVENESS:

14. What are the women's rights and women's issues such as gender equality UNIFEM's programme is attempting to support/advocate and enhance? Have they been enhanced in your organisational activities?
15. In your knowledge have the beneficiaries been satisfied with the results? If so how much has been UNIFEM's contribution?
16. Do you think that the programme has effective monitoring mechanisms?
17. What capacities of the duty bearers and right holders in your domain have been strengthened?
18. To what extent, in your opinion, the UNIFEM objectives have been achieved in your area? Are the indented and unintended benefits fairly meeting the needs of the excluded women?

EFFICIENCY:

19. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures in your area? What has been done and what remains to be done to address the problem of trafficking?
20. How well have the organisational structures in your area allowed effective programme implementation of the UNIFEM?

IMPACT:

21. What are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the past 10 years?
22. To what extent have UNIFEM's efforts have been successful in the prevention of trafficking of women in your area?
23. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking. What changes could be attributed to UNIFEM's work alone?

SUSTAINABILITY:

24. Do you think the benefits derived from UNIFEM's interventions can be sustained and replicated by other NGOs and CBOs in your area after the programme ceases?
25. What should be the future agenda of action on trafficking?
26. Any aspect that you would like to emphasise on or any specific suggestions?

Part VI

Interview Guidelines

Key Informants – Local Administrative Officials

RELEVANCE:

1. What is the status and gravity of the problem of trafficking in your area of jurisdiction?
2. Over the past five years do you see an increasing or decreasing trend in the number of cases of trafficking (refer to statistics) in your area? If yes, specify the reasons for the same.
3. What administrative steps have been taken to strengthen anti-trafficking measures in your area?
4. Are you aware of the role and efforts of civil society organizations, including UNIFEM and/or its partners on the issue of trafficking?
5. Do you consider UNIFEM's support relevant to the work on anti-trafficking in the country/region?
6. To what extent do you think UNIFEM activity is suited to your local situation/developments? Can you relate these changes to the changing concepts?

EFFECTIVENESS:

7. Do you feel that the administrative, police and judiciary mechanisms address the problem of 'trafficking' adequately? Do you see any loopholes in the enforcement mechanisms to tackle trafficking? What is your experience in your area in this regard?
8. Did you receive any special training in dealing with the problem of trafficking? If yes, how did it help you? What was the situation before and after the workshop, in understanding, capacity and treatment of victims? Has there been any follow up training?

   (this question is not to be asked, if official did not receive any training)
9. Do you think that certain women specific issues like women's rights; marginalisation, exclusion and gender inequalities are being addressed adequately through these capacity building exercises?
10. What priority do you give to trafficking in women and girls as part of your responsibilities? High, medium, low? Why?

EFFICIENCY:

11. Do you think that UNIFEM's efforts are supportive to the anti trafficking measures in your area.
12. Have UNIFEM's programme utilized existing local capacities of rights bearers and duty holders to achieve the outcomes?

IMPACT:

13. What are the most significant things / changes that have happened as a result of the work on trafficking over the past 5-10 years?
14. To what extent these efforts / changes have been successful in the prevention of trafficking of women in your area?

15. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking. What changes could be attributed to UNIFEM's work alone?

SUSTAINABILITY:

16. Do you think the benefits derived from UNIFEM's interventions can be sustained in the short / long term period in your area after the programme ceases?

Part VII

Interview Guidelines

Key Informants – Local Police Officials

1. What is the status and gravity of the problem of trafficking in your area of jurisdiction? (Supported by facts and figures).
2. Over the past five years do you see an increasing or decreasing trend in the number of cases of trafficking (refer to statistics)? If yes, specify the reasons for the same.
3. What preventive and protective measures have been taken to strengthen anti-trafficking measures in your area?
4. Do you feel that the administrative, police and judiciary mechanisms address the problem of 'trafficking' adequately? Do you see any loopholes in the enforcement mechanisms to tackle trafficking? What is your experience in your area in this regard?
5. Did you receive any special training in dealing with the problem of trafficking? How did it help you? What was the situation before and after the workshop, in understanding, capacity and treatment of victims? Has there been any follow up training?

   (this question is not to be asked, if official did not receive any training)
6. What priority do you give to trafficking of women and girls as part of your responsibilities? High, medium, low? Why?
7. What are specific laws, protocols, conventions and treaties adopted/ratified by the government to counter trafficking?

   (ask this question at the senior level only)

   (Questions 8 – 25 below are to be asked to officials directly dealing trafficking cases).
8. Are you aware of the provisions of ITPC Act? If yes, normally what sections of the Act do you use in the cases of trafficking?
9. What problems do you feel the police face while handling a trafficking case?
10. What is the procedure for dealing with a trafficking case? Is it different from other criminal cases? How is action initiated in these cases? Is it on the basis of a complaint/FIR?
11. What is the usual procedure prior to a rescue operation, e.g., entry in diaries, presence of witnesses and permissions obtained?
12. Are there any specific guidelines to be followed at the time of rescue? Please elaborate.
13. How is a raid conducted? Who conducts a raid? Do you have a special police officer? If yes, what is his or her role?
14. What is the procedure followed after the raid/rescue?
15. Are there any mandatory prescriptions to be followed?
16. What measures do you take to protect the rights of victims of trafficking? Are there guidelines for policy in this regard?
17. Who is responsible for the custody of the persons rescued from brothels? Where are they kept?
18. Are there any problems you (the police) confront while dealing with the prosecution?
19. Is the production of the rescued persons in a court of law connected to the production of the offender?
20. Is the rescued person allowed to meet her friends /relatives during the process of trial?
21. What victim friendly testimony used? Are witness protection processes in place?
22. Are there resentments from the victims under trail? What are the challenges in dealing with them?
23. How are the cases followed up?

24. What is the rate of conviction or acquittal?
25. Have you had any cases of relapse in your experience? If yes, what were the reasons for relapse?
26. What is the mechanism to coordinate with probationary officer, administration and others important actors, such as civil society organizations, including NGOs? Did you receive any support from NGOs?
27. Questions 27 and 28 below are to be asked to senior officials, if they are well aware of the context, issues and actors on trafficking.
28. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?
29. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking. What changes could be attributed to UNIFEM's work alone?
30. Any aspect that you would like to emphasise on or any specific suggestions?

Part VIII

Interview Guidelines

Key Informants – Local Judiciary

1. What is the status and gravity of the problem of trafficking in your area of jurisdiction?
2. Over the past five years do you see an increasing or decreasing trend in the number of cases of trafficking? If yes, specify the reasons for the same.
3. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures? Who are the key actors in promoting these measures?
4. Do you feel that the administrative, police and judiciary mechanisms address the problem of 'trafficking' adequately? What challenges do the judiciary face in handling with the cases of trafficking? What steps have been taken to address them?
5. Did you receive any special training in dealing with the problem of trafficking? How did it help you? What was the situation before and after the workshop, in understanding, capacity to prosecute and sentence traffickers and treatment of victims? Has there been any follow up training?
6. Are gender sensitive curriculum and rights based approach integrated in training of judiciary? How has it helped you in dealing with the cases of violence against women? What could be areas for improvement?

   (ask questions 5 and 6 to judiciary members who have been trained).
7. Are the present laws related to trafficking and commercial sexual exploitation (CSE), such as ITPA able to address the issue of trafficking adequately? If not, what do they ignore (the rights of the victim/ adequate rehabilitation facilities/long-term crime control policy, etc.)?
   a. What are the most commonly used sections of the ITPA?
   b. Are there any sections that you think are not being adequately used?
8. What are you suggestions to enhance the capacity of criminal justice system for investigating, prosecuting and convicting traffickers?
9. Any general comments or suggestions regarding trafficking and CSE?
10. Are you aware of the role and efforts of civil society organizations, including UNIFEM and/or its partners on the issue of trafficking? What has been the outcome and impact of UNIFEM's work?
11. If yes, on a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking. What changes could be attributed to UNIFEM's work alone?

Part IX

Interview Guidelines

Key Informants – Civil Vigilance Committees

1. Who constitutes Vigilance Committees? How many Committees would be there in border areas? Who constitutes the Committees?
2. What is the role and responsibilities of Vigilance Committees?

3. Who are the members?
4. Are the members of Vigilance Committees trained in identifying and addressing trafficking cases? If yes, who conducted the training? What was the situation before and after the workshop, in understanding and capacity to deal with cases of trafficking?
5. Over the past five years do you see an increasing or decreasing trend in the number of cases of trafficking (refer to statistics)? If yes, specify the reasons for the same.
6. How does community and leaders perceive the problem? What is their strategy to deal with the problems, especially in re-integrating victims of trafficking in the community?
7. What preventive and protective measures have been taken by the Government to strengthen anti-trafficking measures in border areas? Is there coordination with neighbouring country to prevent trafficking?
8. What is the mechanism to coordinate with police, administration and other stakeholders in rescuing, rehabilitating and repatriating identified rescue victims of trafficking? Who conducts the raids? On whose complaints?
9. Are the administration and police cooperative? What kind of challenges do you experience in dealing with cases of trafficking? Are police also involved in trafficking?
10. How do you monitor the cases of migration and trafficking from and to your areas (village, block)? Does the mechanism such as Social Register under Panchayati Raj System exist for monitoring?
11. Are there repeat cases of trafficking from source areas? What could be the reasons?
12. Any general comments or suggestions regarding trafficking?

Part X

Interview Guidelines

Key Informants – Media

1. What is the status and gravity of the problem of trafficking in the country/state?
2. Over the past five years do you see an increasing or decreasing trend in the number of cases of trafficking? If yes, specify the reasons for the same.
3. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures in the state? Who are the key actors in promoting these measures?
4. Are you aware of the role and efforts of civil society organizations, including UNIFEM and/or its partners on the issue of trafficking?
5. In what ways UNIFEM's work enhanced awareness, understanding and research of trafficking issues in/through the media? What direct and indirect changes can be attributed to their efforts? Please elaborate.

   (For instance, efforts may have resulted in increased media coverage on anti-trafficking measures, registration of anti-trafficking cases, judicial decisions and conviction in national, state and local dailies).
6. How difficult is it to cover an issue that has spread so far and is yet under wraps?
7. How can stories on human trafficking be covered more sensitively without compromising on immediacy and authenticity?
8. How do you ensure that media reports on trafficking are gender sensitive and protect the rights of victims of trafficking and CSE?
9. Are media guidelines to report on trafficking in persons established? If yes, please share the details.
10. What is the perception of media on UNIFEM's work?
11. Do you consider UNIFEM's support relevant and effective to the work on anti-trafficking in the country/region?
12. To what extent do you think UNIFEM activity is suited to your local situation/developments? Can you relate these changes to the changing concepts?
13. Number of coverage on trafficking in persons issues. Number of accurate reports, studies etc. Please share details.

Part XI

Interview Guidelines

Shelter Home

1.1. I. Identification

1. Name and address of the shelter home:
2. Name of the person interviewed:
3. Designation:
4. Since when have you been working in the home under the present designation?
5. What kind of Educational qualifications have you obtained?
6. What kind of training did you receive as a probation officer? Are there any specific requirements that need emphasis during training?

II. About the Victims

7. What would be the percentage/number of trafficked victims in your home currently?
8. Over the past five years do you see an increasing or decreasing trend in the number of cases? Are there any deviations and why?
9. Did you observe any specific pattern among the trafficked victims?
10. Are there any victims with little ones of their own? How many such babies are here?
11. From where do you find most of the victims coming from? Are most of them of Indian origin? Which Indian state do the majority hail from?

III. Legal Aid/ Education/Awareness

12. Does the present legal mechanism address the problems of 'trafficking' adequately?
13. If not, do you suggest any changes? [Write these in bullet points]
14. Is the procedure for conducting a raid adequate?
15. How do you coordinate with the police? What is the procedure followed after a raid/rescue operation? [Diary entries, medical examinations, etc.]
16. Who is responsible for the custody of persons rescued from brothels? What is the criterion for accepting victims?
17. When are the victims sent to state homes and for how long? Is there a fixed time period for the victims to continue staying at the state homes?

    [Please ask the procedural steps of taking the victim to shelter homes after rescuing]
18. What major problems do the state homes face while handling a trafficked victim?
19. Who decides the period of stay of a victim at a state home? How long does it usually take to trace the family of the victim?
20. What is the nature of your interaction with the public prosecutor (PP)? Do the inmates interact with the PP during the investigation of the case? If yes, are these interaction supervised, and by whom?
21. Are there any problems that the state homes confront while dealing with the police, prosecution and courts?
22. What is the activity schedule of the victims at the state homes? What kind of training is offered to the victims? Are these training programmes fulfilling the needs of the victims?
23. Are counselors present at the state home? If not, is it a necessity? How do you perceive of the role of a counselor?
24. What is the rate of conviction or acquittal?
25. Have you had any cases of relapse in your experience? If yes, please elaborate?
26. How are they rehabilitated?
27. Personal Observation

    [Enquire about the daily routine of the victims. Do they attend any classes for educational background, awareness, learning about their rights, vocational and skill development training, games & sports, etc]

IV. Infrastructure

28. Are the rehabilitation facilities in the state homes adequate? Are you able to provide long-term rehabilitation?
29. Who is responsible for bringing the rescued person from the custody of the state home to the court?
30. Is the rescued person allowed to meet her friends / relatives during the process of trial? If not what are the reasons for the same?
31. Are they ever taken out for picnics and educational tours?
32. What do you think are the missing elements in the rehabilitation of the victims?
33. What is the regular menu that they get?
34. Is the nutritional value of the diet kept in mind?
35. Is there provision of adequate water for the victims?
36. Do they have fans in their dormitories?
37. How many women have to share one toilet?
38. Is there a relaxing room? What are the medium of relaxing (TVs, Radios, etc)
39. What is their daily routine?

V. Medical & Counseling

40. Are there regular health check ups undertaken? How many times do the doctors visit in a week / month?
41. What are the common ailments prevalent?
42. Is HIV/AIDS prevalent among the victims? If yes, what is the magnitude and how is it tackled? What medical and administrative procedures are undertaken for an HIV positive victim?
43. Has there been any death of the victims while living in homes? What have been the main reasons for this?
44. How many councilors are available here?
45. What is the proportion of the no of victims per councilor?
46. Are councilors a must for the shelter homes? What is their job responsibility?
47. What is their basic training and qualification?
48. Are they supposed to stay in the homes all the time?
49. Are there any victims in the homes who are likely to deliver? Do they get special attention?

VI. Freedom of Movements

50. Are the victims allowed to meet their relations who come here?
51. Do the victims go to meet their family and friends in their villages?
52. How do you monitor or coordinate their movements?
53. Do they go for picnics / outing?

VII. Others

54. Anything specific that you would like to suggest?
55. Have you heard of UNIFEM? If yes, state how has UNIFEM contributed towards anti trafficking in your area?
56. Personal Observations of the shelter homes

    [Surveyors are expected to personally inspect the premises, see the food that is being served, go around the building of shelter homes and check whether toilets are clean enough and if amenities are adequate]

Part XII

Interview Guidelines

Respondents: Trafficked Victims

(Note: Before starting the interview develop a rapport with the victims by talking casually about matters of inconsequence. Find out what is of her interest before actually coming to the point. Avoid pressurizing her to answer questions she does not want to respond to. Return back to unanswered questions later)

I. Identification

1 Name (optional)

2 Age

(Also make your own assessment. Sometimes they are unable to give the right information. They also tend to hide and enhance their age as a major out of fear for the police)

3 Country/State of Origin

4 Place of Interview

II. Historical Background

5. Before being trafficked what were you engaged in?
6. What forced you to leave your house?
7. How did you get this idea of running away? Is there anyone in your family who had run away before?
8. What was the route through which you were trafficked?
9. How many days did it take you to reach your destination?
10. What was the mode of transport undertaken to reach this place?
11. How long has it been since you left your house?
12. How were you rescued?
13. Is this the first time that you ran away from home? If not how many times have you run away before? Give details

(Enquire casually why she ran away so many times. What had made her run away each time. How and why she went back to her family. Did her family not take care enough for her to run away the second or the third time?)

Fill in only question III or IV or V - (For Respondents in Shelter Homes Only)

III. Shelter Homes

14. How long have you been in this shelter home?
15. Did you shift any shelter home? Why? When?
16. Give three best things that you like in the shelter home
17. Suggest three major problems that you face in the shelter home
18. How is the attitude of the staff (cook, councilors, vocational teachers) towards you here?
19. What is the attitude of the officials in the state home towards you?
20. Are the facilities adequate enough for living in the state/shelter home?
21. Are there regular health checkups? Elaborate
22. Are the victims allowed to leave the premises of homes at times? With whom do they go? For what reasons?
23. What kind of rehabilitation provisions do the homes provide (vocational training, finding jobs, imparting general awareness programme, counseling, skills training)
24. Are you taken out to workshops / exhibition to display your skills learnt?
25. Would you like to go back to your family and start life again?
26. Do you feel your family, will accept you back?
27. Have you met your family and friends after being rescued? Have your family been contacted by the shelter home officials
28. How do you spend your time throughout the day?
(For Victim Respondents who are Repatriated back with their Families)

IV. Family and Friends

29. Are you happy to be back home?
30. How long have you been here with your family?
31. Who all are in your family? With whom do you interact most?
32. Has your family accepted you? Do you feel at home? Is it the same atmosphere as before you were trafficked?

33. What all you do throughout the day?
34. Did your skill training help you in income generating activities? Give details how?
35. Do you get any support for starting a business / entrepreneurial activity from governmental / non-governmental Organization?
36. Does the NGO staff come regularly to see you?
37. Do they help you at times of need? Give examples
38. Do you meet with your old friends?
39. How is their attitude towards you?
40. How is the neighbors attitude with you?
41. Do they ask you about your earlier life?
42. Do your society members and relations talk to you and behave with you nicely?
43. Have you ever been in interaction with the PRI of your village / town? How was their attitude towards you?
44. How good were the shelter homes where you stayed? Were the facilities adequate enough?

(For Victim Respondents who are repatriated back and are working)

V. At the Place of Work

29. Since how long have you been working here?
30. Did your vocational training in the shelter homes help you in getting this job?
31. What are your timings? What is your salary?
32. Have the people accepted you well? Do your colleagues behave well with you?
33. Does anyone misbehave with you? Please give details
34. Do you visit the sites to pray? Have you ever been denied by the religious leaders for entering the religious site?
35. Are their any aspirations on you by the religious leaders?
36. Are you happy to work here?
37. What is the nature of your work now?
38. Is there anyone else with you here who had been trafficked earlier?
39. What do you do to your salary? Who keeps it for you?

VI. Police and the Judiciary

40. After being trafficked did you approach the police for help? What was their reaction?
41. In the police station were you under the custody of a lady police officer. What was her behavior like?
42. What were the basic questions the police asked you while registering your complaint?
43. Are you aware of the legal provision that protect your rights?
44. Do you feel the police are involved in the whole racket of trafficking as well? Give reasons.
45. What is the status of your case now? (Under trial /Tried). Did you name any accused in the case.
46. Have you interacted with the public prosecutor for your case? If yes how do you feel about her/his attitude?
47. During court proceedings do you feel the judiciary is sensitive enough to your problems?
48. How do you go to the court for your case proceedings? Who accompanies you? How often do you have to go?

VII. Rehabilitation

49. After rescue what happened?
50. Where were you taken?
51. Do you know if any of the victims have been rehabilitated through marriage?
52. Can you suggest how the anti-trafficking efforts of the police and the government can be strengthened? What are the major loop holes in it?
53. What kind of assistance do you mainly require at this stage?
54. Personal Observations

(The surveyor needs to write his/her personal impressions regarding the victim and general attitude of the staff towards the trafficked victim. The surveyor should keenly observe the behavioral pattern of the victims and analyze the victim's plight.)

Part XIII

Interview Guidelines

Household Questionnaire for Beneficiaries/ Non- beneficiaries

A: Identification of Respondent and Family Characteristics:

S. No.

1. Name of Respondent:

2. Present Age: 3. Sex: M/F 4. Nationality:

5. Address:

6. Region/State of Domicile:

7. Living in current address from (State Year and month)

9. Type of House: Self Owned/ Rented/ Leased in lieu of work/ Others Specify

10. House type: Kuchha/ Pucca/ Semi pucca

11. Marital Status: Married/Single/ widow/ separated.

12. Living Status: Joint Family/ Single/ with spouse only/ With Spouse and children/ others

13. Religion: Hindu/ Muslim/ Sikh/ Christian/ Others Specify:

14. Social Group: General/ SC/ ST/ BC/ Others Specify:

15. Total family member: Adults: Male: Female:

Children below 18 years Male: Female:

16. Education level: Respondent: Illiterate/ Primary/ Upper primary/ Secondary/ other Specify

Spouse: Illiterate/ Primary/ Upper primary/ Secondary/ other Specify

17. Occupation: Cultivator/ Agricultural laborer/ Others Specify

18. If cultivator, state land size:

19: Any Child currently attending schools: Yes/ No

If yes give details: Name Age / sex Attending Class

B: Probing Trafficking cases in the family:

1. Did any of your family members leave your home permanently during last 5 years:
   (Probe due to marriage/ job opportunity/ job allurement/ any deaths after leaving home)
   Yes/ No

   If Yes, Give following details of the persons who left your home during last 5 years

Name	
Age at the time of leaving period/ Year and month of leaving	
Sex and Education level	
Purpose*	
Know place of Destination	Yes/No
If yes, state place details	
If No, did you inform police/ Others	
Does he/she contact you, if yes how often	
Did he/she send money, if yes state periodicity	

*Purpose: Confirmed Marriage 1, Promise for marriage 2, Got confirmed job 3, got allurement for job / Education 4, Missing 5, kidnapped 6, Others Specify

C: Knowledge and awareness about Trafficking

1. Do you have any idea that trafficking is taking place or was taking place in your area: Yes/ No.
2. If yes, how many cases are in your community.
3. Have you any first hand experience of any trafficking case? Give detailed Case History
4. If yes, how do you perceive it: Useful for family to earn money/ No very bad/ should be stopped/ it may continue with prior knowledge given to parents.
5. Do you know that persons who give allurements to families to send their girls/ women for work outside the region are illegal and can be punished or booked under law? Yes/ No
6. If yes, how did you know about it : (from media/ government officials/ local community/ PRIs/ Police/ NGOs working in your area/ Others specify :
7. If NGOs informed you, do you know about UNIFEM's support or any other organizations, which support these NGOs. Yes/ No.
8. If yes mention names of organizations in order of support received.
9. Can you name organizations/ individuals/ groups, which support anti-trafficking programmes in your area.
10. What activities did they organize: Door to door meetings/ banners/ road shows/ skits/ focused group meetings/ marches/ contests/ school education programmes/ others specify.
11. How often did they organize these activities?
12. If girls/ women are taken out of your house/ area, do you know what kind of work these women/ girls are doing in the destination places?
13. Has any women/ girl visited home town after being taken away. Yes/No
14. Do the girl/ women go often to the work place and come back to the family.
15. Do these girls/ women complain about their work situation and conditions/ especially their sexual abuse to the family/ community?
16. Do you know that if any middleman forces you/ or give false promises/ allurements for taking away girls/ women from your area, he/she can be prosecuted by law.
17. If yes, how did you come to know about it?
18. Have you or your community members reported such cases to NGOs/ Police.
19. Has any trafficker been prosecuted due to reporting the case to police?
20. Do you feel that the legal mechanism addresses the problem of 'trafficking' adequately?
21. Are you aware that there are adequate provisions in the legislations for the rehabilitation of the victims?
22. If yes, does she away any health problems (Probe whether HIV/ AIDS)
23. Has family members / community members accepted the victim back in the home/ community. Give details.

Annexure 1.9

Post visit Feedback Form - Partner Organizations–NGOs (I)

1. Name of the Organization:
2. Respondents Name:
3. Designation & Address:
4. E-mail Id:
5. Name of the project activities undertaken with support from UNIFEM

S. No.	Project Activity	Period	Total Budget
1.			
2.			
3.			

6. Project Staff involved in the above supported UNIFEM projects

S.No.	Project Name	Staff			Qualification of Project Staff			Experience in Years		
		T	M	F	<Secondary	Secondary	>Secondary	<2	2-5	>5
1.										

Relevance:

1. How relevant and effective is UNIFEM's anti-trafficking programme within the current prevailing context in the area/state/country/region.
2. Do you feel UNIFEM's programme objectives are addressing identified rights/needs/problems of the target groups? To what extent are women's rights being addressed in the process?

Effectiveness:

3. Which programme has attempted to support women's rights? What capacities the programme has aimed to enhance? Name the capacities built for rights and duty holders?
4. To what extent have beneficiaries been satisfied with the results?
5. Does the programme have effective monitoring mechanisms in place? Share the details
6. Did UNIFEM's organizational structure, managerial support and coordination mechanisms effectively supported delivery of your programme? What was lacking?
7. On a scale of 0-9, what points would you give UNIFEM's work and achievements on the issue of anti trafficking measures?

Impact:

8. What are the major outcomes and impacts of the programme (intended, unintended, positive and long term outcomes). Share some qualitative and quantitative information in support.
9. To what extent the efforts have been successful in the prevention of trafficking of women? [Give two case studies]
10. Are the vulnerable women and girls in a position to access the judicial system and obtain legal redressal for violation of their rights? Are there court judgements which have been influenced in favour of victims following your interventions? Please share details of the court judgement.
11. Have the programme interventions brought in the understanding, attitude and commitment in dealing with the issue of trafficking and also in treating the victims thereof? Are they more sensitive to gender based crimes?

12. Do you think that UNIFEM's regional anti-trafficking programme has been successful in achieving the desired objectives?
13. If yes, then what are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the last 10 years? What changes could be attributed to UNIFEM's work only?
14. What is the comparative advantage of UNIFEM on the issue of trafficking, considering there are many other UN agencies working on the issue?
15. How do you recognize UNIFEM's support and presence in your activities, documentation, website etc? Are your stakeholders fully aware and recognize UNIFEM's support and work?
16. What should be the strategic direction of UNIFEM's anti trafficking programme in future? What are your recommendations and suggestions to UNIFEM to improve the programme in its next phase?

Sustainability:

17. Do you think the benefits derived from UNIFEM's interventions can be sustained and replicated by various institutions and agencies?
18. How can the changes achieved in the attitude of duty bearers be sustained?
19. Do your local institutions support the programme? Do these institutions have the leadership qualities and technical capabilities to continue the programme and replicate it? What has been UNIFEM's effort to strengthen and sustain the capacities?
20. Are you able to sustain the intervention achieved with support from UNIFEM, in case UNIFEM exits?

Lessons Learnt:

21. Share some of your experiences in terms of lessons learnt, achievements, obstacles and challenges faced

Senior Officials (II)

1. Respondents Name:
2. Designation & Address:
3. E-mail Id:

Relevance:

4. What are the biggest challenges in human trafficking?
5. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures? Who are the key actors in promoting these measures?
6. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?
7. Do you consider UNIFEM's support relevant and effective for the work on anti-trafficking measures?
8. Do you consider UNIFEM's programme objectives are addressing identified problems of women especially women in trafficking and VAW?

EFFECTIVENESS:

9. What capacities of the duty bearers and rights holders in the country/state have been strengthened? What are the positive changes that have come about in the understanding, attitude, behaviour and commitment of administration, police and judiciary?

IMPACT:

10. What have been the intended and unintended, positive and long term effects of the UNIFEM programme?
11. What are the most significant things that have happened as a result of the work of UNIFEM on anti- trafficking measures over the past 10 years?
12. On a scale of 0-9, what points would you like to assign to the UNIFEM's work and achievements on anti-trafficking measures.

13. What should be the future agenda of action on anti-trafficking? What is your recommendation for UNIFEM's anti trafficking strategy in the future?

SUSTAINABILITY:

14. Do you think the benefits derived from UNIFEM's interventions can be sustained and replicated by various institutions and agencies?

15. Do these institutions have the leadership qualities and technical capabilities to continue the programme and replicate it?

Media (III)

1. Respondents Name:
2. Designation & Address:
3. E-mail Id:
4. What is the status and gravity of the problem of trafficking in the country/state?
5. Over the past five years do you see an increasing or decreasing trend in the reported number of cases of trafficking? If yes, specify the reasons for the same.
6. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures in the state? Who are the key actors in promoting these measures?
7. Are you aware of the role and efforts of civil society organizations, including UNIFEM and/or its partners on the issue of trafficking?
8. In what ways UNIFEM / UNIFEM's partner organizations' work enhanced awareness, understanding and countering trafficking in persons through the media? What direct and indirect changes can be attributed as a result of their efforts? Please elaborate.
9. How difficult is it to cover an issue that has spread so far and is yet under wraps?
10. How can stories on human trafficking be covered more sensitively without compromising on authenticity?
11. Are the media reports on trafficking gender sensitive? If not, what efforts should be made to make them gender sensitive.
12. Are media guidelines to report on trafficking in persons established? If yes, please share the details.
13. Do you consider UNIFEM's support relevant and effective to the work on anti-trafficking in the country/region?

Parliamentarians – MPs / MLAs(IV)

1. Respondents Name:
2. Designation & Address:
3. E-mail Id:

Relevance:

4. How do you perceive the problem of trafficking and its impact on vulnerable groups of society, specially women and girls? What is the status and gravity of trafficking in your constituency/state/country?
5. What are the biggest challenges now facing the work on trafficking?
6. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures in the state? Who are the key actors in promoting these measures?
7. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?
8. Do you consider UNIFEM's support relevant to the work on anti-trafficking in the country/state?

EFFECTIVENESS:

9. According to your knowledge, do you think that UNIFEM / UNIFEM's partner organization been able to target the beneficiaries effectively?

10. Do you feel that the legal mechanisms address the problem of 'trafficking' adequately? Has any new legal measures been initiated with your active support? If yes, share the details.

EFFICIENCY:

11. Do you see a change in the understanding, attitude, behaviour and commitment of parliamentarians, policy makers and policy implementers and judiciary in dealing with trafficking and victims? If yes, please elaborate.

SUSTAINABILITY:

12. Do you think the benefits derived through anti-trafficking measures can be sustained in your area?
13. Does your local institution support the programme? Do these institutions have the leadership qualities and technical capabilities to continue the programme and replicate it?

Local Judiciary (V)

1. Respondents Name:
2. Designation & Address:
3. E-mail Id:
4. What is the status and gravity of the problem of trafficking in your area of jurisdiction? Do you see an increasing or decreasing trend in the number of cases? Specify reasons for such a trend.
5. What policy, legal and administrative steps have been taken to strengthen the anti-trafficking measures? Who are the key actors in promoting these measures?
6. Do you feel that the judiciary mechanisms address the problem of 'trafficking' adequately?
7. What challenges do the judiciary face in handling with the cases of trafficking? What steps have been taken to address them?
8. Did you receive any special training in dealing with the problem of trafficking? How did it help you?
9. Are gender sensitive approaches integrated in the training of judiciary?
10. Are the present laws related to trafficking and commercial sexual exploitation (CSE), such as ITPA able to address the issues of trafficking adequately? If not, what do they ignore (the rights of the victim/ adequate rehabilitation facilities/long- term crime control policy, etc.)?

    a. What are the most commonly used sections of the ITPA?

    b. Are there any sections that you think are not being adequately used?
11. What are you suggestions to enhance the capacity of criminal justice system for investigating, prosecuting and convicting traffickers?
12. Are you aware of the role and efforts of civil society organizations, including UNIFEM and/or its partners on the issue of trafficking? What has been the outcome and impact of UNIFEM's work?
13. If yes, on a scale of 0-9, what points would you like to assign for UNIFEM's work and achievements on issue of trafficking.

Police Officials (VI)

1. What is the status and gravity of the problem of trafficking in your area of jurisdiction?
2. Over the past five years do you see an increasing or decreasing trend in the number of cases of trafficking?
3. What preventive and protective measures have been taken to strengthen anti-trafficking measures in your area?
4. Do you feel that the administrative, police and judiciary mechanisms address the problem of 'trafficking' adequately?
5. Did the police pursue human trafficking cases with respect to organized crime in the past 12 months?
6. Do police actively profile traffickers? Please explain how you receive this information.
7. Did you receive any special training in dealing with the problem of trafficking? How did it help you?
8. Are you aware of the provisions of ITPC Act? If yes, normally what sections of the Act do you use in the cases of trafficking?
9. What problems do you feel the police face while handling a trafficking case?
10. What is the procedure for dealing with a trafficking case? Is it different from other criminal cases? How is action initiated in these cases? Is it on the basis of a complaint/FIR?
11. What is the usual procedure prior to a rescue operation, e.g., entry in diaries, presence of witnesses and permissions obtained?
12. Are there any specific guidelines to be followed at the time of rescue? Please elaborate.
13. How is a raid conducted? Who conducts a raid? Do you have a special police officer? If yes, what is his or her role?
14. What is the procedure followed after the raid/rescue?
15. Are there any mandatory prescriptions to be followed?

16. What measures do you take to protect the rights of victims of trafficking? Are there guidelines for policy in this regard?
17. Who is responsible for the custody of the persons rescued from brothels? Where are they kept?
18. Are there any problems you (the police) confront while dealing with the prosecution?
19. Is the production of the rescued persons in a court of law connected to the production of the offender?
20. Is the rescued person allowed to meet her friends /relatives during the process of trial?
21. How are the cases followed up?
22. What is the rate of conviction or acquittal?
23. Have you had any cases of relapse in your experience? If yes, what were the reasons for relapse?
24. Are you aware of the role and efforts of UNIFEM and/or its partners in this regard?

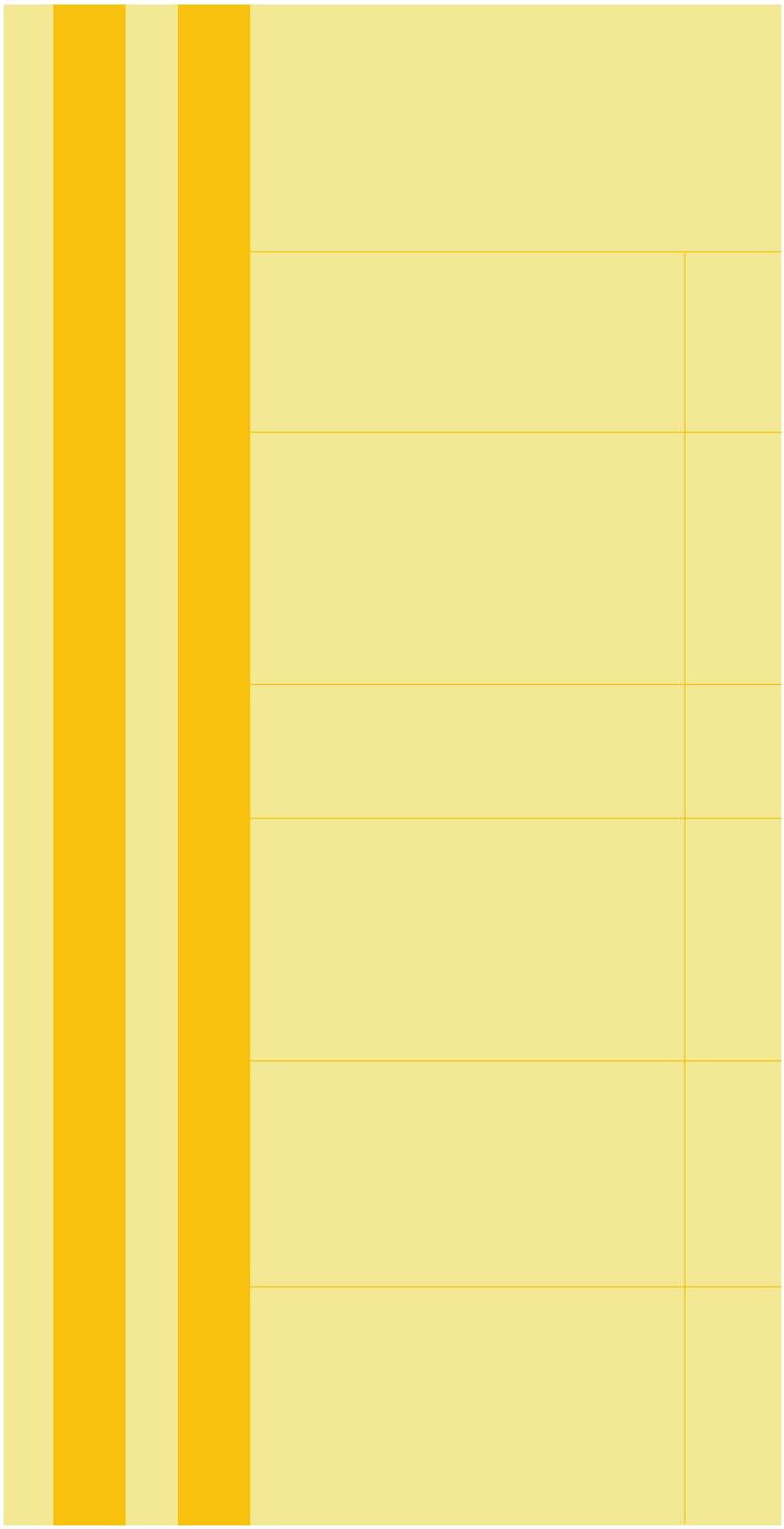
Professionals/Civil Society Activists (VII)

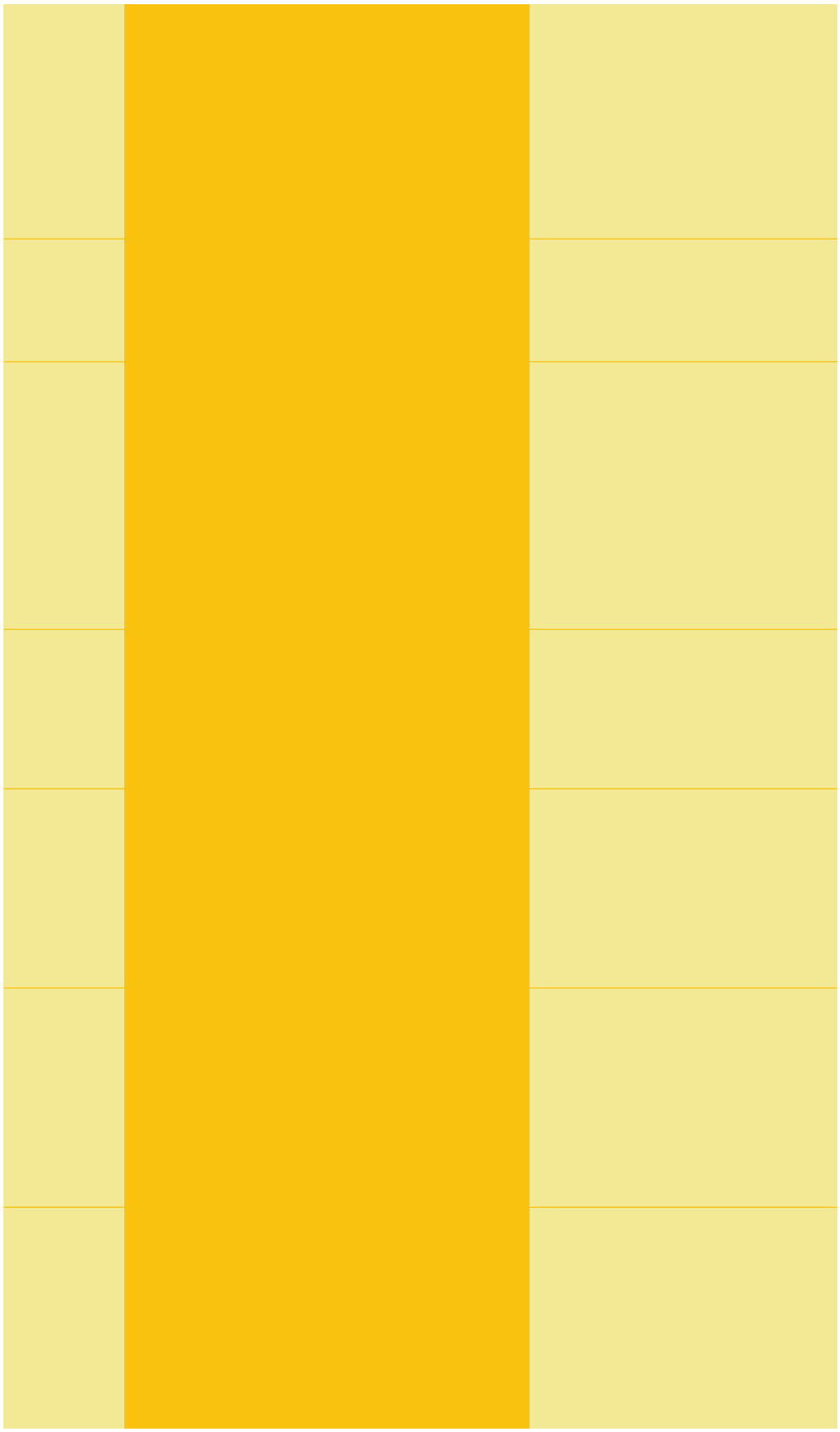
1. To what extent did UNIFEM's regional anti trafficking programme achieve its objectives in the country? What is left to be achieved?
2. What is the value addition of UNIFEM's programme in light of what other UN/International agencies like UNICEF, UNODC, ILO and IOM are doing? Are there any linkages on issues and actions?
3. Do Govt. and CBO partners consider UNIFEM's support relevant to their work on anti-trafficking?
4. What have been the intended and unintended, positive, negative and long term effects of the UNIFEM programme at state/country/regional level?
5. What are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the past 10 years? What changes could be attributed to UNIFEM's work alone?
6. To what extent can the changes be identified and measured?
7. On a scale of 0 – 9, what points would you like to assign for UNIFEM's work and achievements on issues of trafficking.
8. What are the things that they could have done more efficiently and effectively?
9. What are the institutional barriers to UNIFEM's outreach and technical contribution to the anti-trafficking programming landscape?
10. What is your recommendation on the future strategic direction of Unifem's anti trafficking programme?
11. Do you think the benefits derived from UNIFEM's interventions can be sustained and replicated at various levels?
12. Do the local institutions/leaders have the leadership qualities and technical and financial capabilities to continue the programme and replicate it? How did UNIFEM contribute towards this?
13. What are the lessons learnt from UNIFEM's programme on trafficking?

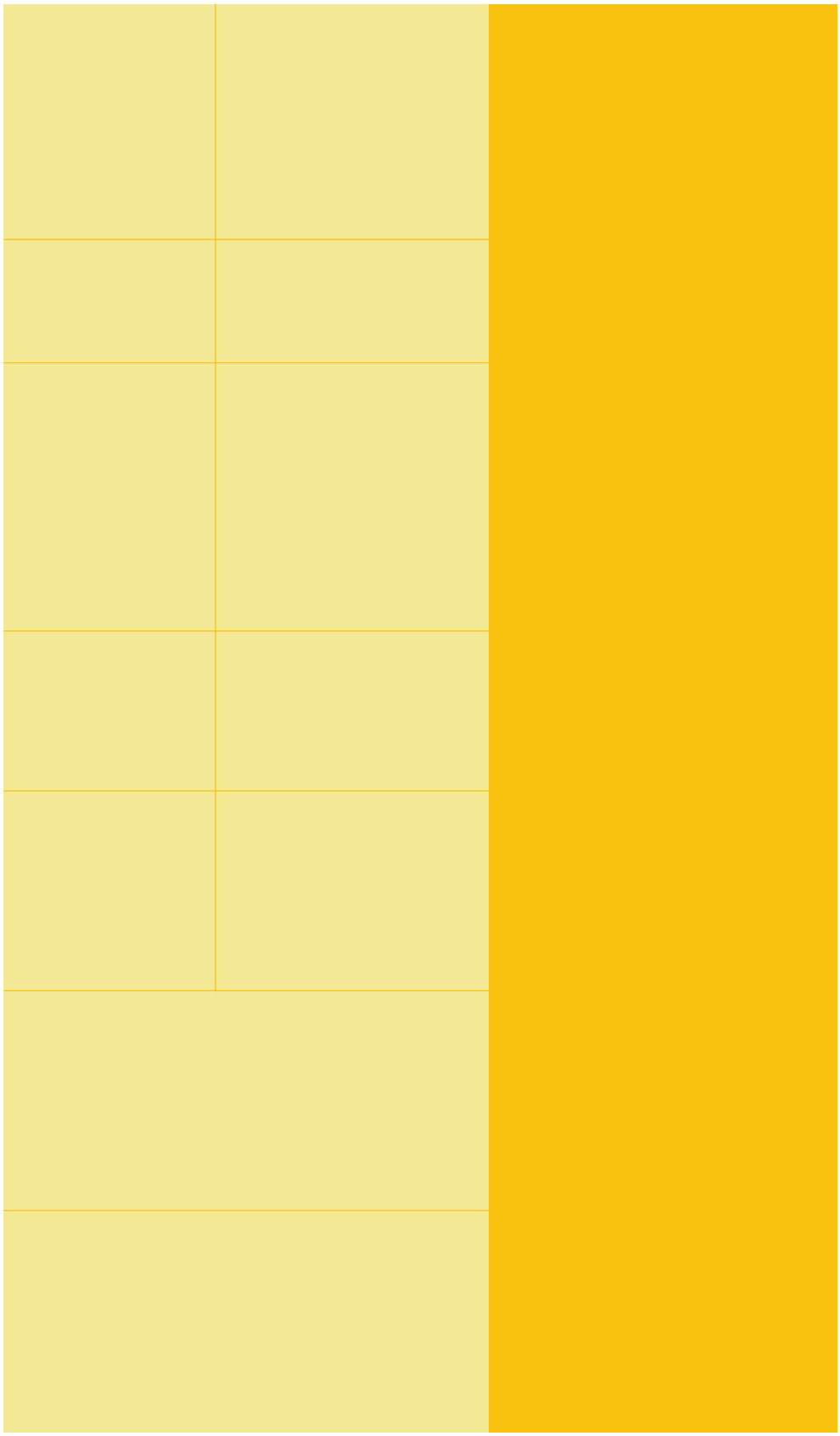
Country Offices (VIII)

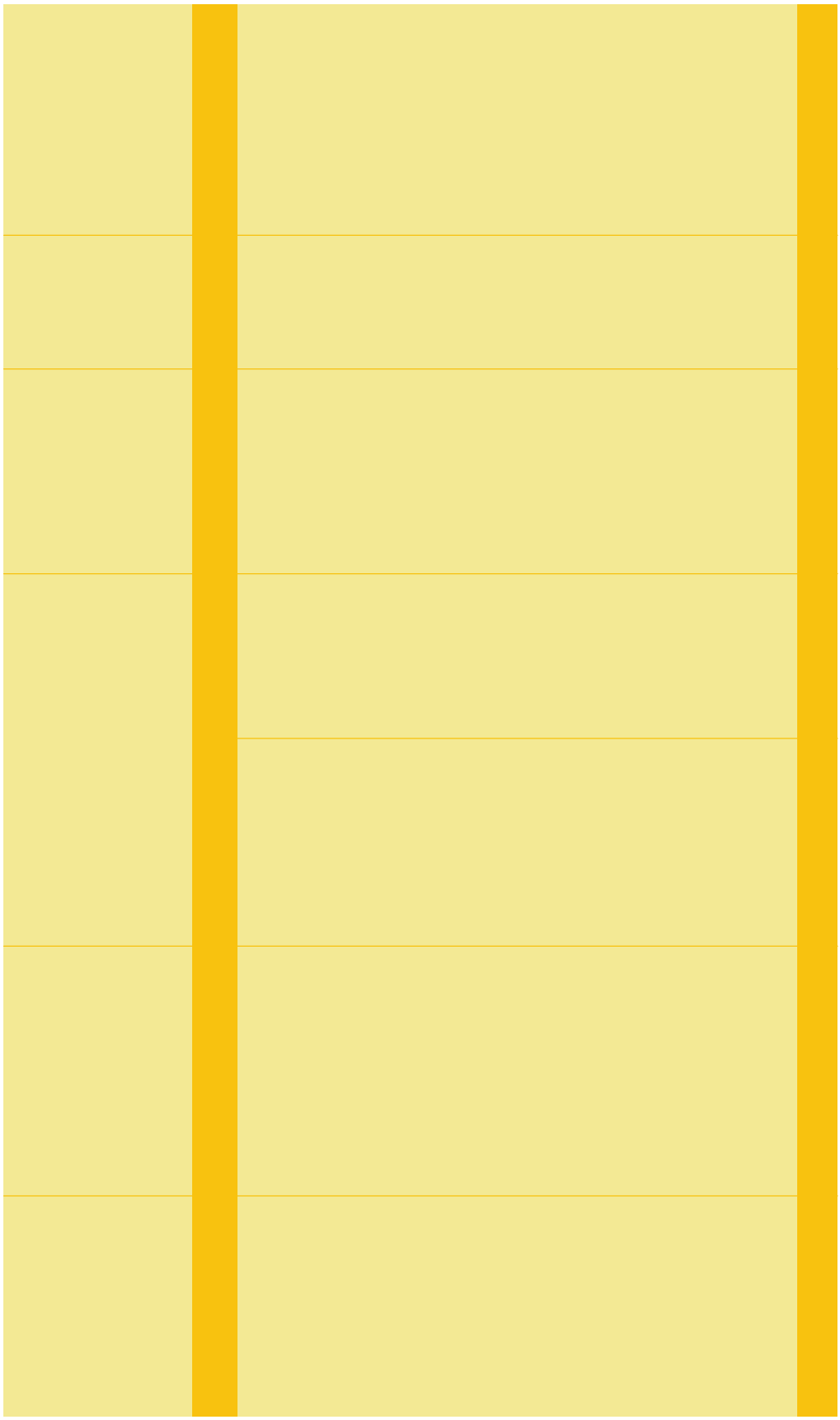
1. What were the objectives of UNIFEM's anti-trafficking programme in the country? To what extent did UNIFEM's anti trafficking programme achieve its objectives in the country?
2. How relevant and effective has been UNIFEM's anti-trafficking programme to the current prevailing country, regional and global contexts?
3. What is the value addition of UNIFEM's programme in light of what other UN / International agencies like UNICEF, UNODC, ILO and IOM are doing? Are there any linkages on issues and actions?
4. What have been the intended and unintended, positive, negative and long term effects of the UNIFEM programme at country/regional level?
5. What capacities of duty-bearers and rights-holders been strengthened? What are the visible changes as a consequence of capacity building?
6. What is the evidence that the programme enabled the rights-holders to claim their rights more successfully and the duty-holders to perform their duties more efficiently?
7. To what extent efforts have been successful in the prevention of trafficking in women?
8. What are the most significant things that have happened as a result of the work of UNIFEM on trafficking over the past 10 years? What changes could be attributed to UNIFEM's work alone?

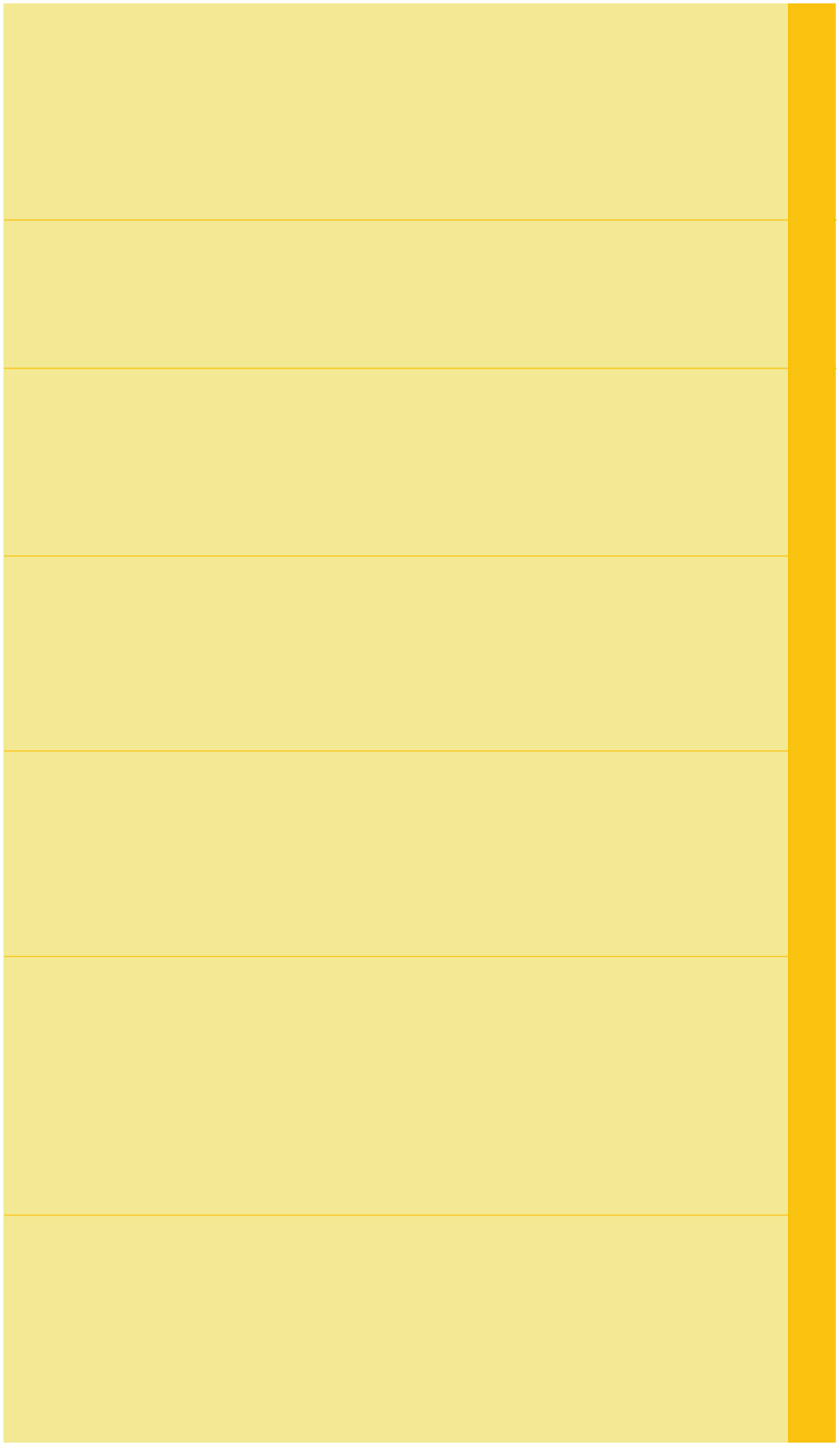
9. To what extent can the changes as a result of the programme be identified and measured?
10. What are the issues and programmes that UNIFEM could have done more efficiently and effectively?
11. What are the institutional barriers to UNIFEM's outreach and technical contribution to the anti-trafficking programming landscape?
12. In your experience, have UNIFEM's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the programme? What could have been improved?
13. What is your recommendation on the future strategic direction of UNIFEM's anti trafficking programme?
14. Do you think the benefits derived from UNIFEM's interventions can be sustained and replicated at various levels?
15. Do the local institutions/leaders have the leadership qualities and technical and financial capabilities to continue the programme and replicate it? How did UNIFEM contribute towards this?
16. Are requirements of regional/national/local ownership satisfied?
17. What are the lessons learnt from UNIFEM's programme on trafficking?

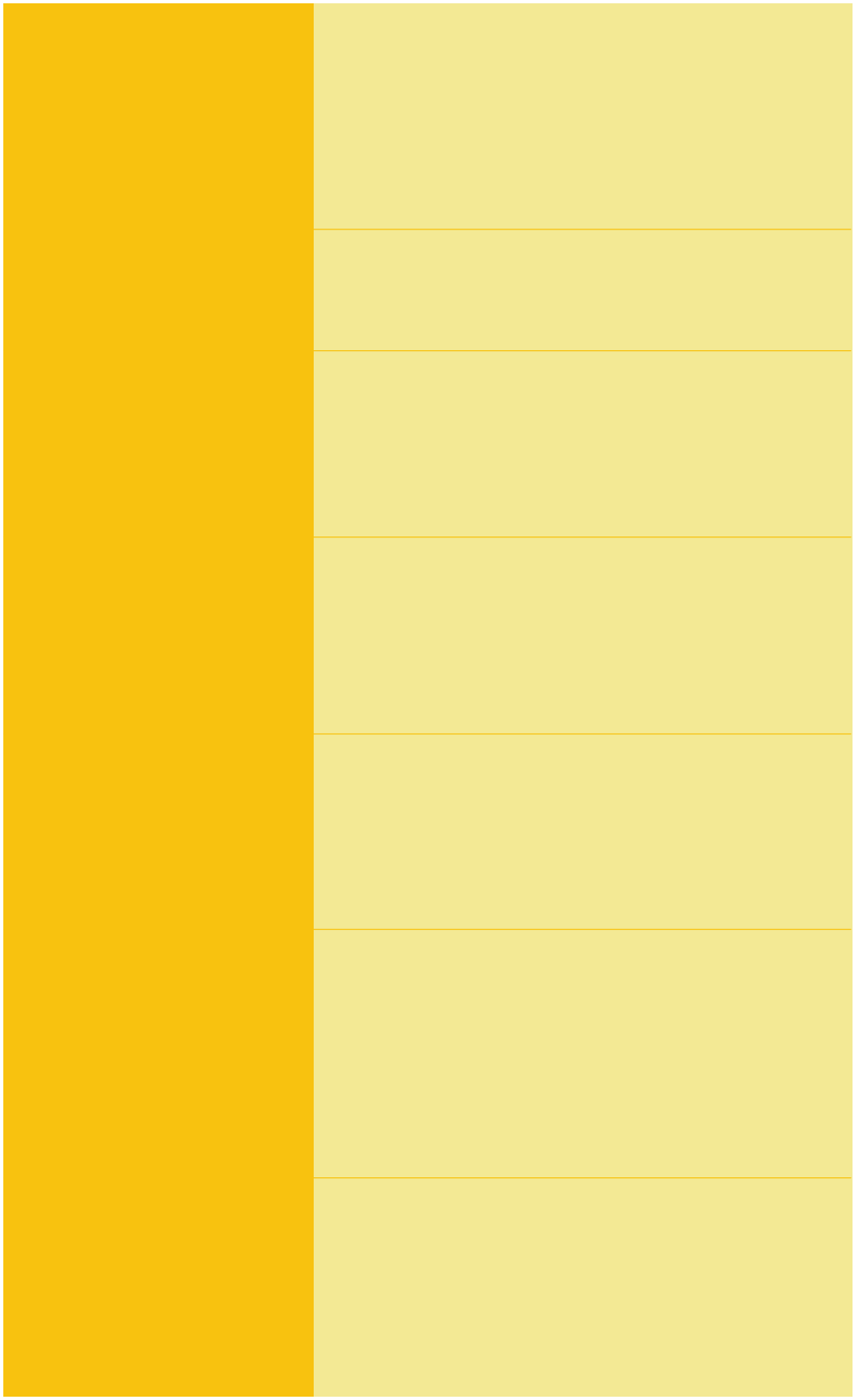


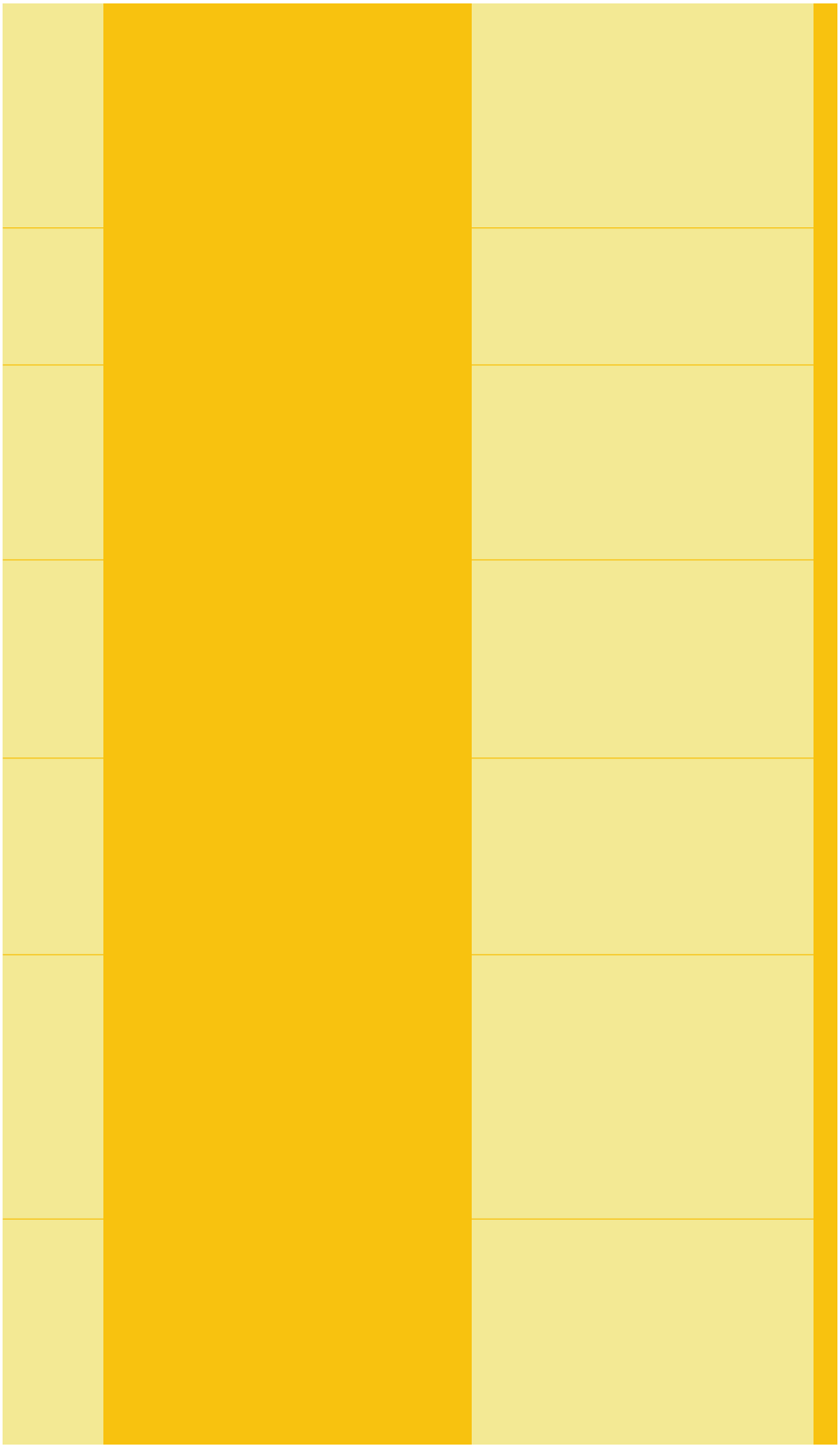




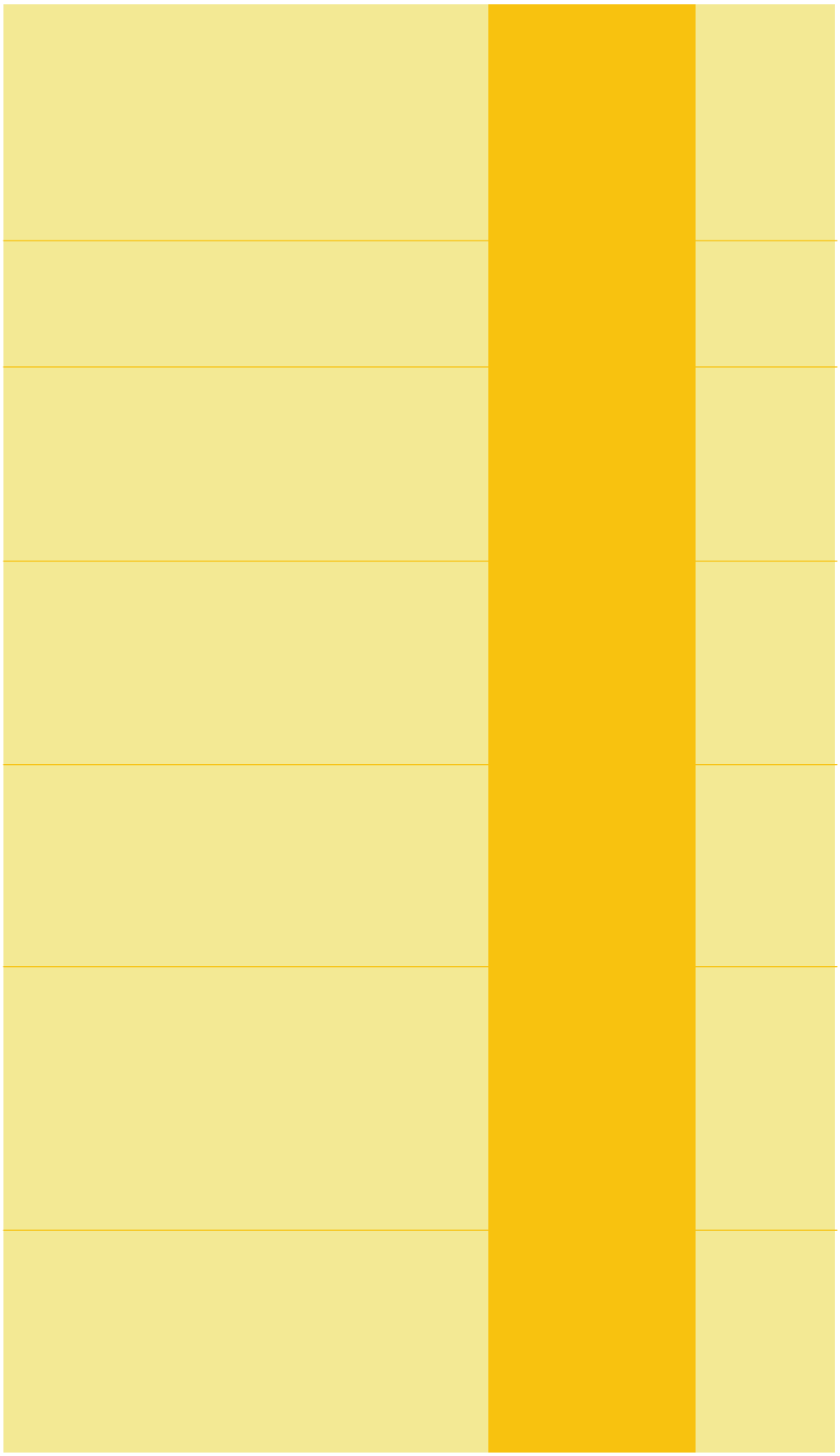


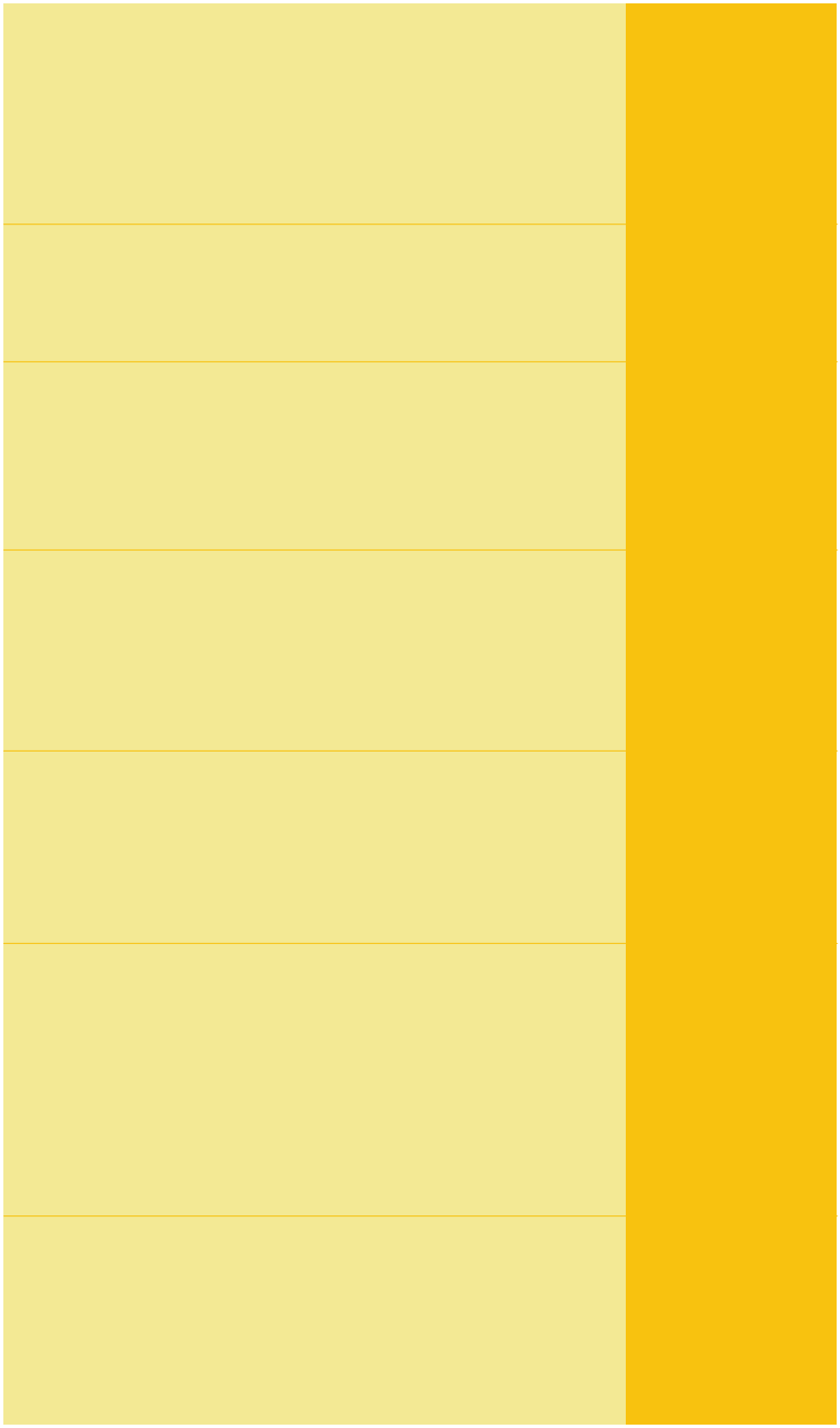


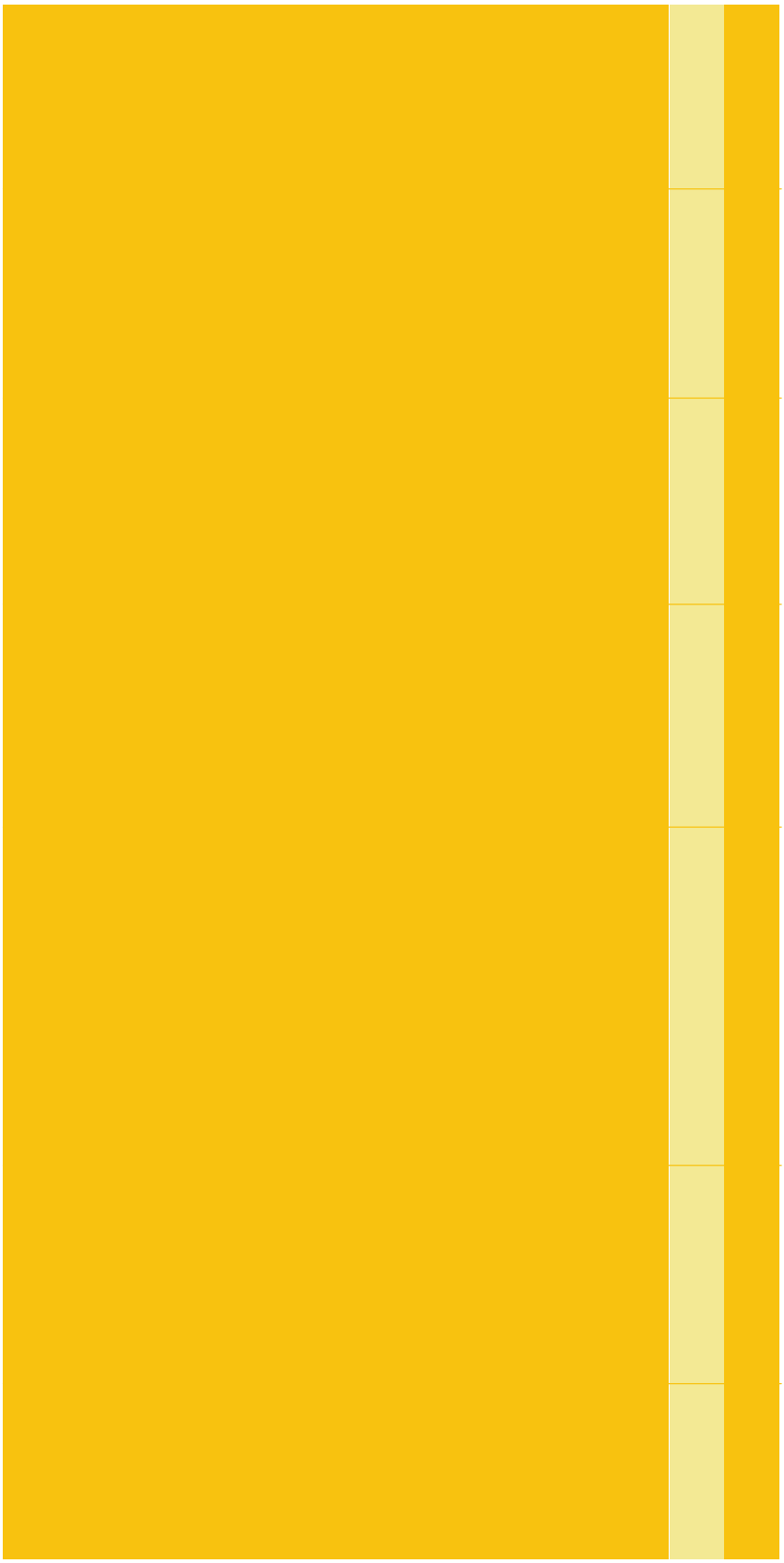












Annexure 2.2

Existing and Proposed National/State Initiatives / Policies/SOPs/ Rules/Advisory.

Bangladesh	
2003	New regulations issued by Ministry of Expatriate Welfare and Overseas Employment, governing the recruitment of Bangladeshi women for work as domestic servants in Saudi Arabia
2005	National Motivational Policy to Combat Trafficking in Women and Children
India	
2001	National Policy for Empowerment of Women, 2001 of the MWCD – To bring about the advancement, development and empowerment of women.
2006	National Crime Records Bureau has added a separate chapter on Human Trafficking statistics in their annual publication "Crime in India". Chapter 6 of the "Crime in India" gives details of cases registered under the Immoral Traffic Prevention Act and all the relevant sections of the Indian Penal code.
2006	"Strengthening law enforcement response in India against trafficking in persons through training and capacity building": This project is a joint initiative of the Government of India and the UNODC in select States (A.P., Goa, Maharashtra, West Bengal and Bihar) to contribute towards developing Protocols and Standard Operating Procedures (SOPs). Under the project, Anti Human Trafficking Units (AHTUs) have been established in the police department in 9 districts of the States under project implementation
2007	The National Commission for Protection of Child Rights: A statutory body to protect, promote and defend child rights in the country
2007	Ujjawala: Comprehensive scheme of MWCD for prevention of trafficking, rescue, rehabilitation, reintegration and repatriation of the victims of commercial sexual exploitation.
2007	Anti-Trafficking Nodal Cell set up in Ministry of Home Affairs (MHA) to act as a focal point for communicating various decisions and follow up on action taken by the State Governments on trafficking. Anti-Trafficking Nodal Officers nominated by several states to coordinate on inter state trafficking cases.
2008	Dhanalakshmi: Conditional cash transfer scheme for girl child with insurance cover launched as a pilot project in select districts to provide for cash transfers to the mother of the girl child on performance of certain conditionality such as birth of the girl child and registration of her birth, immunization, enrolment, retention in school and her remaining unmarried till the legal age of marriage, 18 years.
2009	The SOPs for Police for investigating human trafficking in India (June, 2009).
2009	Advisory on Preventing and Combating Human Trafficking in India from Joint Secretary, Ministry of Home Affairs in (August, 2009)
2009	Comprehensive Advisory of MHA to all States/UTs for preventing and combating crime human trafficking and Advisory on crime against women (9.9.2009 and 4.9.2009)
	The Central Advisory Committee (CAC), constituted by Ministry of Women and Child Development functions under the chairpersonship of Secretary, MWCD, Government of India. The CAC meets every quarter to discuss major issues and strategies for preventing and combating trafficking of women and children
Nepal	
2005	Directorate of National Rapporteur on Trafficking established at NHRC to issue of trafficking incorporated on the work plan of NHRC and the annual report since 2005
2009	The Government of Nepal has marked 2010 as "The Year against Gender Based Violence". As per a Government decision, September 6 will be annually commemorated as the Anti Trafficking Day.

ANNEXURE 3.1

Review of Research Studies

A Report on Trafficking in Woman and children in India- NHRC-UNIFEM and ISS Project (Sankar Sen and P.M. Nair) – 2002-03

The research report on Trafficking in Women and Children in india commissioned jointly by the National Human Rights Commission and UNIFEM under the supervision of Institute of Social Sciences, New Delhi in 2001 is a path breaking action research project highlighting the invisible issues associated with the human trafficking of women and children in South Asia.

The research report, in two volumes, is based on primary data collected in 12 states of India through interviews of more than 4000 respondents. The methods of data collection includes interviews and focus group discussions with large number of stakeholders, which include rescued and non-rescued trafficked victims and child labourers, clientele, brothel owner, trafficker, police, judges, experts and professionals. The case studies (155) presented in volume-II has enriched the quantitative data by leaps and bounds.

The research brought into the light the multi-dimensional nature of the problem in terms of human trafficking magnitude, trafficking areas (supply, route and destination points) especially cross border trafficking, demographic, social and economic characteristics of trafficked victims, their miseries and mental agony in brothels, the demographic, social and economic characteristics and behaviours of clientele, attitude of brothel owners, modus operandi of traffickers and existing institutional and government responses especially police attitude towards human trafficking and victims. It highlights the current loopholes in the law, gaps in law enforcement, involvement of organized mafia and trafficking chains and networks. It also examines the trafficking of children for forced labour especially children working in hazardous occupations and their exploitation at work places. A section on migration and trafficking explores the issues of illegal migration for fraudulent marriages and job opportunities. A section on sex tourism networks in Goa explores the existence of paedophiles and sex tourism, child pornography in Goa and its linkages with Mumbai and other major urban centres. The research also provides deeper insight of culturally existing practices of trafficking with special account of Devadasi and jogani system. Analysis of missing persons in the states of India provides account of trafficking magnitudes. A section on the status of psychological impact on victims conducted by professional and experts on victims provides valuable information for preparing strategies for their counselling.

The report is path breaking action oriented research which has helped UNIFEM and other policy makers to prepare effective strategies for combating human trafficking especially commercial sexual exploitation.

Status and Dimensions of Trafficking Within Nepalese Context

Institute of Integrated Development Studies (IIDS) and UNIFEM -2004

The study review and analyse various dimensions of trafficking in Nepal, and identifies gaps in plans and policies, laws and their enforcement. It also gives a detailed inventory of the organizations working in anti-trafficking initiatives in Nepal. The study is based on information from both primary and secondary sources. The primary sources include open-ended and semi-structured questionnaires held with individuals and groups of individuals which includes trafficked victims their parents, police, judiciary, government staff and experts and professionals. A number of case studies, news and articles on survivors that had appeared in print media, Internet and audiovisual materials have been surveyed. Twenty annexures at the end of the report provides significant inputs for undertaking further research and carry forward knowledge sharing process.

Chapter-II of the report analysis magnitude and dimensions of trafficking and provides significant information on absent girls and women from households without any known reason. It analyses demographic, social and economic characteristics of trafficked victims and indicates that trafficking is the highest among hill ethnic groups, followed by Brahmin, Chhetri and occupational castes and indicates the average age of trafficked victims is decreasing. The report maps the affected areas, routes adopted for trafficking and trafficking networks based on primary sources of information and brings out the hidden nature of trafficking in people which was unknown especially new areas affected by human trafficking. The report also analyses supply and demand factors associated with trafficking in order to provide insight of future strategies.

Chapter-III analyses initiatives undertaken by government, NGOs and other UN / Bi-lateral agencies for combating anti-trafficking. Most of the initiatives adopted are focused more on repressive and less on empowering strategies. Coordination between donors, NGOs, GOs and networks is sorely lacking, which is causing duplication of funding and programmes. Chapter-IV provides details of legal framework and their gaps in the legal framework and implementation process. Several recommendations are given at the end for effective programme implementation.

The report is valuable informative research which has helped UNIFEM and other policy makers to prepare effective strategies for combating human trafficking especially commercial sexual exploitation.

Research report to review legal provisions to address trafficking in Nepal

Forum for Woman Law and Development, Nepal

The research report examines the existing laws and institutional mechanisms to combat trafficking in women in Nepal. It reviews and identifies gaps in the existing laws and policies relating to human trafficking control. It also analyses the relevance of different national and international initiatives undertaken in Nepal and assess their effectiveness of the institutional mechanisms dealing with human trafficking, especially the court, the government attorney and the police. At the end the report makes recommendations to improve the effectiveness of the legal framework and institutional mechanisms to control trafficking in women and children and rehabilitate victims of trafficking.

The report is based on focussed group discussion with the key informants like; parliamentarians, government offices, courts and the Special Court and analysis of existing laws and policies, court judgements, court observations and border observations.

Chapter-II discusses the existing human rights instruments and state obligation to combat trafficking in women. It provides deeper insight into the existing gaps in these instruments especially complaint mechanism and monitoring mechanism. The state accountability for reporting is also analysed. Chapter-III discusses the biased state employment policy and lack of integrated planning in the government policies especially weak budget envisaged in the plans. Chapter-IV analyses current and proposed anti-trafficking laws their gaps in terms of content and implementation mechanism. Inadequacy in the labour and rape laws is explained through case studies. A detailed analysis of the new proposed bill is highlighted. Chapter-V examines the existing law enforcement mechanisms its loopholes especially low conviction rates, outdated and in adequate investigative system hostile victims and witnesses and poor coordination among police. The study also highlighted that 79 percentages of cases are pending in the Supreme Court whereas, in Appellate Courts ratio is 24 percentages and in District Courts it is 62 percentage. Even after a conviction, traffickers often escape severe punishment.

The study has identified many recommendations. The majority of these are, at their base, appeals to the state to do its job effectively. The study recommends that the state must move away from its moralistic approach and develop a comprehensive, rights based definition of trafficking and pass comprehensive legislation to deal with the problem.

Study on Analysis of the Laws Related to Trafficking and Sexual Exploitation against Women and Children in Bangladesh

Bangladesh National Women Lawyers' Association

The study has reviewed all the national and international laws related to trafficking and sexual exploitation against women and children in Bangladesh. The analysis of responses on laws related to trafficking and sexual exploitation against women and children and status of implementation of those laws has been gathered from legal experts, judges, lawyers, members of the law enforcement agencies along with the cruel experiences of the trafficked and sexually exploited survivors drawn through the focus group discussion. It indicates that status of implementation of the relevant provisions of these international Conventions in Bangladesh is dismal.

The participants covered for the study for survey recommended some institutional reforms. They also emphasize on the sensitization of all the concerned parties on the issue of trafficking and sexual exploitation against women and children. The participants suggested for establishing an Independent Investigation Department within the police administration and increasing the awareness of the members of the law enforcing agencies and creating a women and children friendly environment in the police station. Intensifying the coordination among the government agencies including making the Investigation Officers more accountable to the judicial authority was another highlight of the recommendation made by most of the participants.

A number of case studies have been prepared on the basis of exclusive interviews of the trafficked survivors and sexually exploited women and children. The study recommended that bilateral or multilateral agreement should be drawn up between countries, which are experiencing the trade of trafficking

The report provides useful recommendations in closing the gaps and loopholes in the legal procedures in Bangladesh.

Lawyers Collective Study

Major research questions answered in the report are the role and function of the law enforcement and adjudication machinery in dealing with the problem of trafficking for CSE, lacunae specific to each component, namely, the police, the prosecution, the judiciary and the correctional institutions, those are responsible for the ineffective functioning of the criminal justice system (CJS) and suggests changes can be made to improve the functioning of various components of the CJS in dealing with the issue.

Data has been collected from two metropolitan cities of India, namely, Mumbai and Delhi. The respondents include police, advocates, officials of the state homes, and analysis of reported cases under ITP Act in Kamla Nagar Police station, New Delhi and Nagpada police station Mumbai.

The report presents profile of law enforcement machinery in the two cities for CSE cases registered under the ITP Act. It analysis the procedures for reporting CSE cases and sections of ITP act used for booking the cases and highlights excessive use of section 8 and 20 of ITP act which crimilizes the victims. The report suggests reasons for acquittals of criminals like unworthy witnesses, lack of collaboration, discrepancy in witness, procedural problems, absence of women officers. It also highlights the demographic, social, economic and spatial characteristics of victims staying in government shelter homes and innumerable problems faced by victims at these homes including living conditions and survival coping mechanisms..

The research report suggests invaluable recommendations for improving law enforcement machinery especially effective training for police and prosecution.

Annexure 3.2

Activities Organized by UNIFEM Partners in South Asia (2000-2009)

1. Rights Based Programmes

Date	Organization	Amount	Place of Activity	Activity/ Programme	Stakeholders/ Beneficiary
2005 Sept	ATSEC INDIA	INR 528699	Uttaranchal	Right based appreciative programming workshop-	ATSEC members of the state- Uttaranchal
May 06	Vigyan Foundation		Meerut and Varanasi	Right based programming & Religious leaders awareness building programme in U.P.	children, local NGOs, religious leaders, media
May 06- July 06	The Church Of North India Trust Association	INR 789400	Eastern Himalayan region- Darjeeling, Bodo area, Silliguri, Kalimpong	Building right based programming capacities of stake holders on anti trafficking in eastern Himalayan region.	Pastors, community people, media

2. Theatre/ Video (Knowledge Products Developed)

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
2005 Nov	Bangla Natak.com	INR 399000	Eastern Himalaya Darjeeling	Using theatre to research causes & consequences of trafficking in women & children with community participation	SHGs, Women and Children
2005 Nov	Women Interlink Foundation	INR 469700	Kolkata	Film screening of " shining through"	Media & community Media & community
Dec 06- May09	Kolkata Sanved	USD 50,000	India	Dance for recovery, healing, self expression & rehabilitation	Women & Girls, shelter staff, NGOs working on anti-trafficking
Jun 06 - Aug 06	Eleenora Images	INR 1286800	Goa	Chupee : A short feature film generating awareness & combating child sexual abuse & sex tourism in south Asia.	Community People, media
June 06 -Aug 06	N-CAT	INR 1025500	Goa	Film on Child Trafficking	Media personnel and community
Mar 06- June 06	i-Land Informatics Limited	INR 817000	Goa	Using theatre to research causes & consequences of trafficking in women & children for sex tourism	local community women & children

3. Gender Based Approach in Combating Trafficking

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
2005 Nov	NNAGT	NR 752,000	Kathmandu	Promoting gender biased approach in combating trafficking in women & children	Policymakers, students, survivors, children, community
Aug 05	ONRT	Nr 929631	Kathmandu	Combating in- country &	Govt. bodies,

		NR 59625	Kathmandu	cross border trafficking of women & children in Nepal 2005, NHRC- UNIFEM Combating trafficking of	NGOs,Media, INGOs
Nov 05	Forum for protection of public interest (Pro Public)			women & children	Environmentalists, women right activists, consumer activists, lawyer, journalists, engineers
Aug 06 - Sept 06	Francois-Xavier Bagnoud India Society	INR 1125300	Goa	Positive partnership: Goa state convention on combating trafficking & violence against women & children	Civil Society Organization, Media, government institutions, victims & survivors, corporate tourism service providers.
2006-2008	Save the Children		India	Combating trafficking in women and girls	Trafficked survivors, police, local NGOs, religious leaders, judiciary, and govt. transport employees.
May 06-Aug 06	IRPF	BDT 1574400	Bangladesh	Intervention to combat trafficking via involvement of inter-faith religious leaders in Bangladesh, India &Nepal	Media & religious leaders
Oct 06 - Sept 07	Apne Aap Women Worldwide	USD 323000	Bihar,WB, Maharashtra & Delhi	Prevention inter-generational trafficking of women and girls for prostitution through community based intervention.	Victims & survivors of trafficking, NGO workers, Medical Experts

4. Socio-Legal Aid Advocacy

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
August 05	SLARTC		West Bengal-Murshidabad, Nadia	Socio-legal aid research programme	District level judiciary, police, BSF, DSW officers, medical experts, PRI members, vigilance groups, mahila samities, anganwadi workers.
June 06 - Aug 06	Legal Aid Society, V.M. Salgaocar	Less than USD 30000	Goa	Improving access to legal aid as part of building an integrated approach to reduce vulnerability of women & children to sex tourism & trafficking	PRI members, local NGOs, mahila mandal members, women orgs, teachers, anganwadi workers.
June 06 - Aug 06	Legal solutions India	INR 743543	Goa	Workshop on building positive partnership: legal professionals as partners against trafficking and violence against women	Legal experts

				& children	
Apr 07-Apr 08	Odanadi Seva Samsthe	USD 48996	Karnataka	Anti- trafficking programme through legal literacy	Survivors of trafficking, vulnerable women & children, NGOs, Policymakers, legal fraternity, CBOs, Media, community.

5. Women's Helpline

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Dec 05	Prayas Bharti	INR 386000	Patna	Women's help line as a strategy to prevent trafficking	Survivors of Trafficking

6. Mental Health Interventions

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Dec 05	Sangath	INR 1124600	Goa	Mental health intervention for survivors of humam trafficking	Community
2007-08		USD 80,000	Delhi	Counselling and psychological research of trafficked victims Swanchetan	Parliamentarians, PRI bodies, Judicial officers, trafficked victims (women & children)

7. Sustainable Livelihood Strategies

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
July 05	Skillshare International	INR 1216950	border district of Nepal	Sustainable livelihood strategies- for addressing cross border trafficking	NGOs partners 8 border districts of Bihar and corresponding 8
June 07 - July 08	Ashraya	USD 75,000	Karnataka	Training cum convention centre for under privileged women	Unprivileged women & children

8. Community Based Rehabilitation

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
July o5	CISRS	INR 139700	Bangalore	workshop on community based rehabilitation	Community

9. Combating Sex Tourism

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
June 05	Women's institute for social education (WISE)	USD 97600	Goa	Combating trafficking & sex tourism in Goa through intervention in tourism industry	Airline Operators
Nov 05	Equations	INR 735200	Goa	Promoting collaborations for responsibilities in tourism	Ministry of tourism, govt officials, different actors in tourism industries- airlines, transportation.
July 06 -	Media Pros	INR	Goa & Delhi	Strategies to counter	Media personnel

Aug 06	India Pvt. Ltd.	1251766		CST in Goa	and community.
June 06 - Aug 06	Write Angle	INR 1148500	Goa	Social mobilization package to combat trafficking & child sex tourism	PRIs, police, tour operators, women & children

10. Strengthening Law

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
2002	BNWLA		Bangladesh	Study on Analysis of the Laws Related to Trafficking and Sexual Exploitation against Women and Children.	Victims & Survivors of trafficking, Lawyers, Judges, other judicial officials.
June 05	LHRD	USD 18022	Colombo	Strengthening law enforcement mechanisms & institutions to combat human trafficking	Judicial Officers, Prosecuting Councils, Civil Society Groups, Police.
October 05	FWLD	NR 220000	Nepal	Publications of the report on the " effectiveness of existing laws & institutional mechanism to combat trafficking of women in Nepal	
June 06 - Nov 06	Action India	INR 942500	New Delhi - NCR	National secretariat for the protection of women from domestic violence act, (PWDBA) 2005	Government officials, judicial staffs, women (at district level), MLAs & MPs.

11 Sensitization & Capacity Building

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Apr 06 - Aug 06	Bhartiya Kisan Sangh	INR 597900	Jharkhand	Sensitization & capacity building of stake holders on the issue of trafficking (with ATSEC Jharkhand)	Religious leaders, media
Aug 06 - Sept 06	RDPS	INR 682000	U.P.	Capacity Building workshop on right based programming for CBATN member NGOs on U.P.	Civil action groups, NGOs, Women & children
June 06- July 06	Pratinidhi Samiti	INR 249700	U.P., Uttaranchal, Bihar, W.B., Nepal.	Sensitization of different stakeholders against trafficking of women and children through CBATN partners	community & women & children
June 06 - Aug 06	Unique Park Mati	INR 821500	Goa	Inclusion & empowerment of anganwadi workers in reducing vulnerability of women & children in Goa	Anganwadi workers, community based peer

					groups,
Apr 07-Mar 08	HELP	USD 30,000	Andhra Pradesh	Strengthening of vocset/ CBO/SGBT of six red-light areas in coastal A.P.	Adolescent Aged Girls

12 Anti- Trafficking Initiative

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Apr 06 - Aug 06	PARAAJ	INR 928700	Uttaranchal	Anti- trafficking initiative for indo - Nepal	Media, govt. officials, police, PRIs, Cross border NGO
Jan 07 - Dec 08	GOLD	USD 50,000	Assam	Prevention of trafficking of women & children for sexual exploitation in Assam.	Judicial Officers, Law & enforcement agencies, community leaders, vigilance committee members & survivors of trafficking
Jan 07 - June 08	Sanlap,	USD 100,000	WB, Bihar	Focus women: a model counter trafficking project for south Asia	local NGOs, NGO Networks, CBOs, Academic Institutions,
Jan 07 - May 09	Impulse	USD 80,000	North eastern states of India	Prevention of child trafficking in North East	vigilance committees members, judges, lawyers, DMs, PRI members, Media Personnel
Jan 07 - May 09	Shakti Vahini	USD 60,000	Delhi, Haryana	Haryana anti-trafficking initiatives (sensitisation, advocacy, rescue and prosecution) of children and mothers.	Police, Judiciary
June 06 - Aug 06	Gramwasi Ashram	INR 477400	Bihar (east & west champaran, sitamarhi, seohar, madhubani, supaul, araria, kishanganj)	Action against trafficking & sexual exploitation of women & children	Religious leaders, government officials, hoteliers, advocates, transporters
May 06 - June 06	ATSECT INDIA (W.B.)	INR 1281000	W.B.	Facilitating an inter-religious priests' forum in W.B. For anti trafficking initiatives	Religious leaders, women & children
Oct 06 - Mar 08	Apne Aap Women Worldwide		Bihar	Counter cross border trafficking through interventions among the NUTT community along the Indo-Nepal-Bangladesh border	Nutt Community, police, CBOs, local NGOs
Oct 06 - Sept 07	Apne Aap Women Worldwide	USD 64,438	Maharashtra, W.B., Bihar, Jharkhand,	Counter trafficking by addressing the demand for trafficked	Police, Lawyers, Parliamentarians, NGOs, Media,

			MP, Delhi Rajasthan,	sex	Academia
Jan 08 - Dec 08	Ankuram	USD 100,000	Andhra Pradesh	Prevention of trafficking, child abuse and protection of women migrant labourers	Survivors of trafficking, Children of survivors, Government officials.
Apr 07 - Jan 08	Impulse	USD 53,857	North East India	Cross border anti trafficking initiatives	Border police forces, Media personnel
Apr 07 - Sept 08	STOP	USD 30,000	Delhi	Community based prevention activity with an anti trafficking initiative	Survivors of trafficking (women & children)
Mar07 - May 09	Asha Niwas	USD 90,000	Delhi, Haryana	Action programme on trafficking & commercial sexual exploitation of children & mothers.	Children & victims of commercial sexual exploitation.
Mar 07 - Oct 08	BBA	USD 100,000	Indo - Bangla & Indo- Nepal border	stop child trafficking campaign	Manufacturers & exporters in SSI, Children
Post 2006	Manav Seva Sansthan		8 dist. Of UP Neighbouring Indo Nepal Border: Maharajganj, basti, bahraich, siddharthnagar , shrawasti, balrampur, lakhimpur khiri, gorakhpur.	Combating trafficking in women and girls	Police, local NGOs, trafficked women & children.

13 Rescue and Rehabilitation

Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Dec 06 - Nov 08	Women's Co-ordinating Council (WCC)	USD 50,500	WB	Rescued victims /survivors of trafficking: return and rehabilitation in society	Women and children
Apr 07- Mar 09	Prajwala	USD 80,000	Hyderabad	Transition centre for second generation prevention	Children of trafficking victims & other children vulnerable to sexual abuse
Aug 07 - Sept 08	Balprafulta Maharashtra	USD 80000 USD 40000	Maharashtra Delhi	Rehaee: rehabilitation programme for rescued girls and women Care, support and	Children's rights groups, police, health care providers & NGOs.
June 07 - July 08	Prayas Juvenile Centre			shelter programme for the child trafficking survivors(sex trafficking and forced labour)	Government officials, victim of trafficking, NGOs

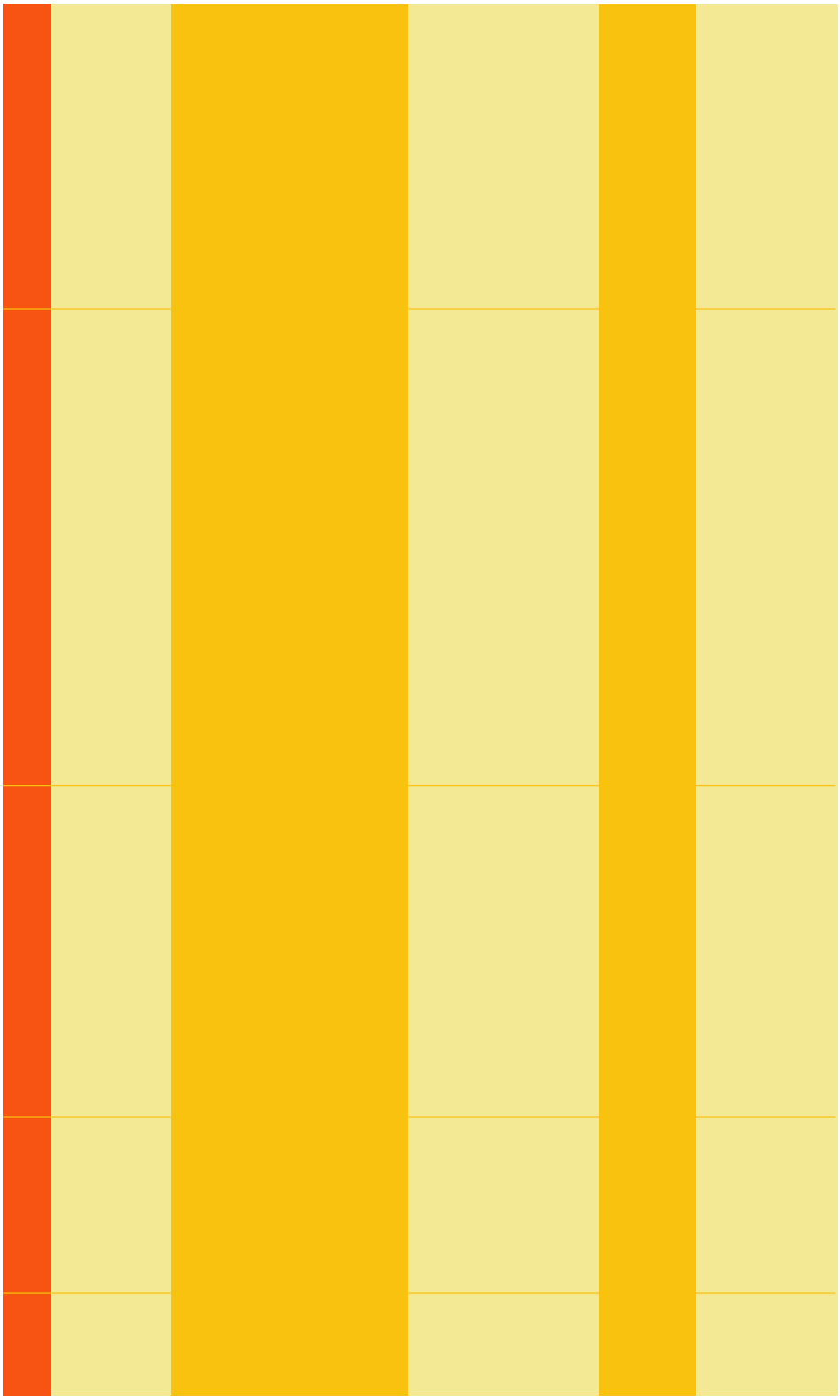
Oct 07 - Oct 08		USD 35562	Mumbai & state of Maharashtra	Care, Post, Rescue & Rehabilitation of Trafficked victims. Prerana	Rescued victims

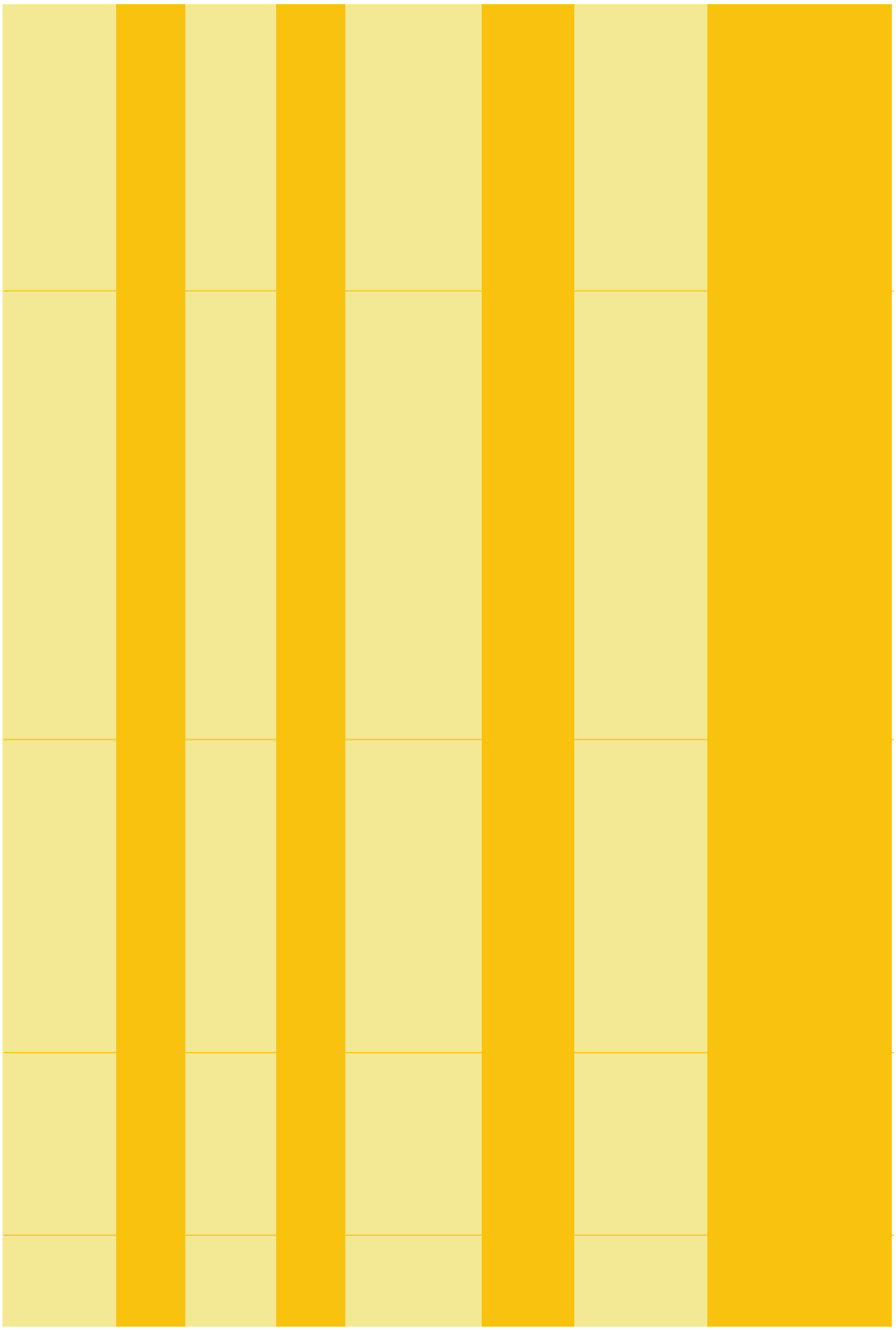
14 Vigilance and Counselling

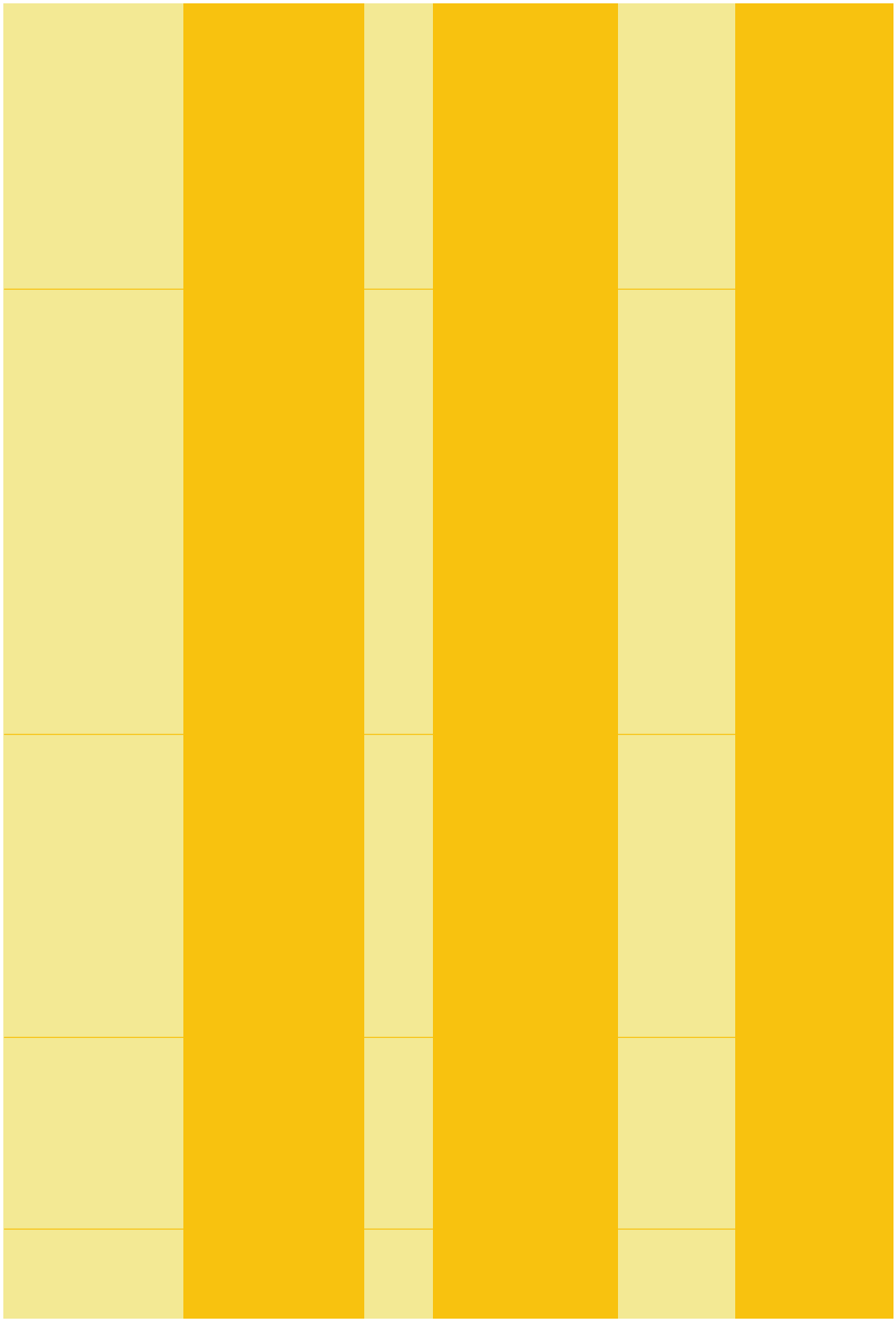
Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Jan 07 - Dec 08	Bhoomika Bihar	USD 20,000	Bihar	counselling cum vigilance centre at Indo-Nepal border	Cross border vigilance committees, PRI Officials, youth groups, survivors of trafficking, civil societies orgs, law enforcement officers
Jan 07 - Dec 07	Bhorukha Public Welfare Trust	USD 55,000	WB (Petrapole, Panitanki, Jogbani)	Shakti - To create an enabling environment for adolescent girls and women to mitigate the factors that reduce their vulnerability to being trafficked and HIV/AIDS along Indo-Nepal and Indo- Bangla borders	women & girls, border vigilance forces
Apr 07 - Nov 08	Shakti Shalini	USD 50,000	Delhi	Shelter conselling and legal support to women victims of violence	Slum Dwellers, rescued girls & women, police and judiciary.

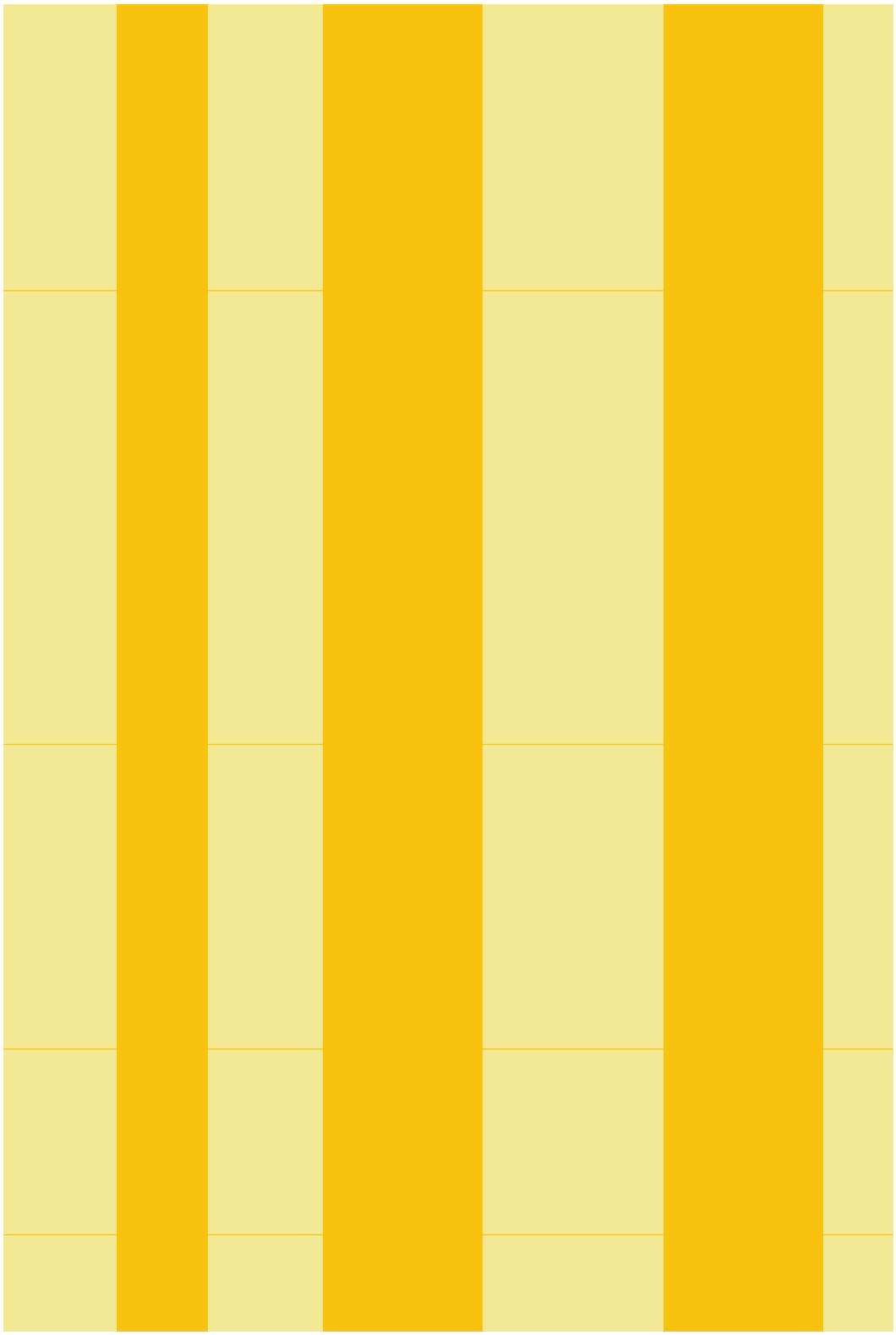
15 Others

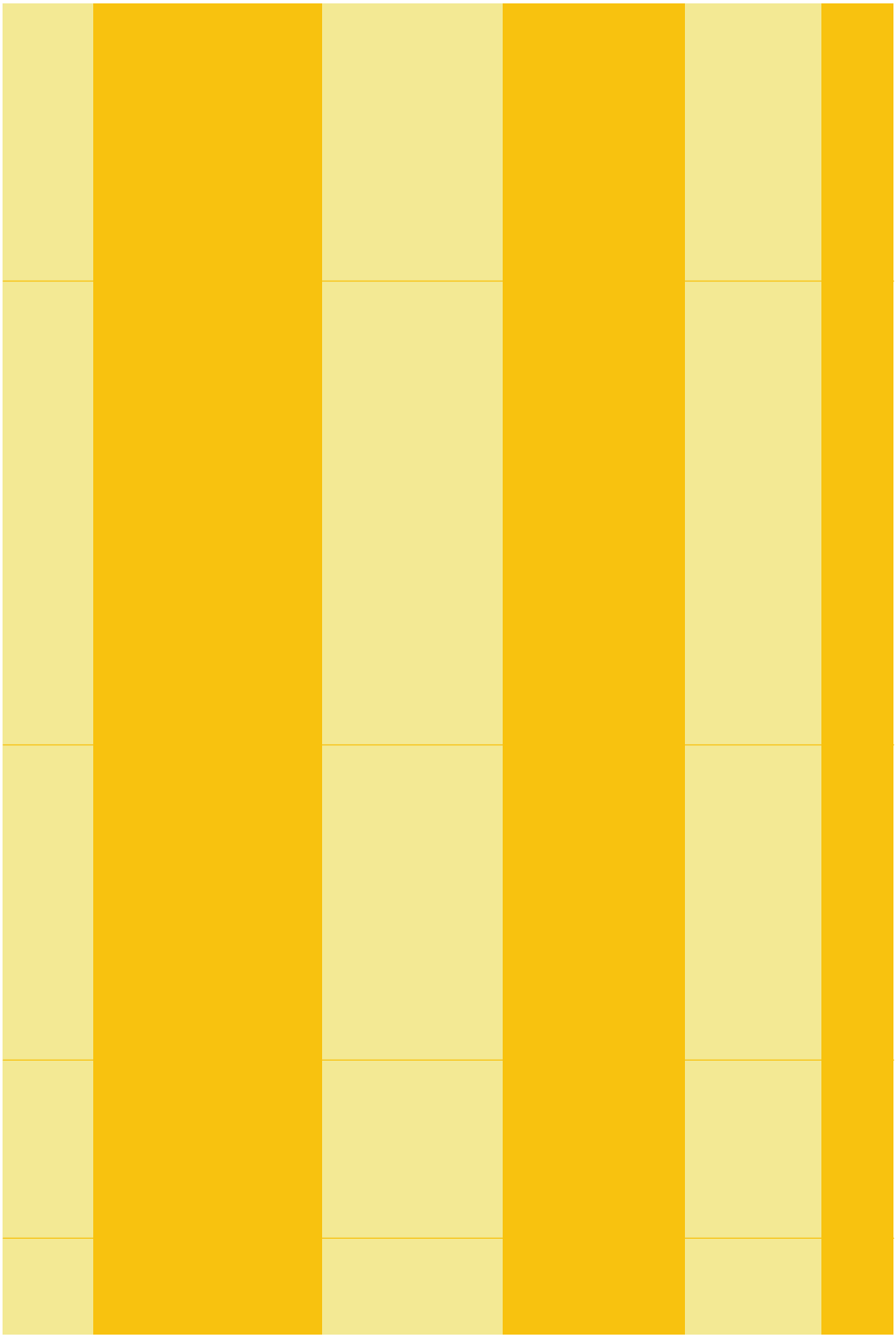
Date	Organization	Amount	Place of Activity	Activity	Stakeholders/ Beneficiary
Oct 05		INR 223300	Mumbai	Met- fest: masculinities in the city Red Earth	Community
June 06 - July 06		INR 331000	Goa	Consultation on 11th FYP with girl children & young people Butterflies	Street & working children, school going children and adults (working with children)
July 06 - Aug 06		INR 123844	Goa	An exchange visit for Hyderabad Lifeline Foundation	Tour operators, judiciary members, law enforcement personnel
Oct 06 - Mar 07		USD 10000	Delhi & Jaipur	Publishing and distributing book and travelling exhibition Apne Aap Women Worldwide	Media, NGOs, Children of Red light areas, Policymakers

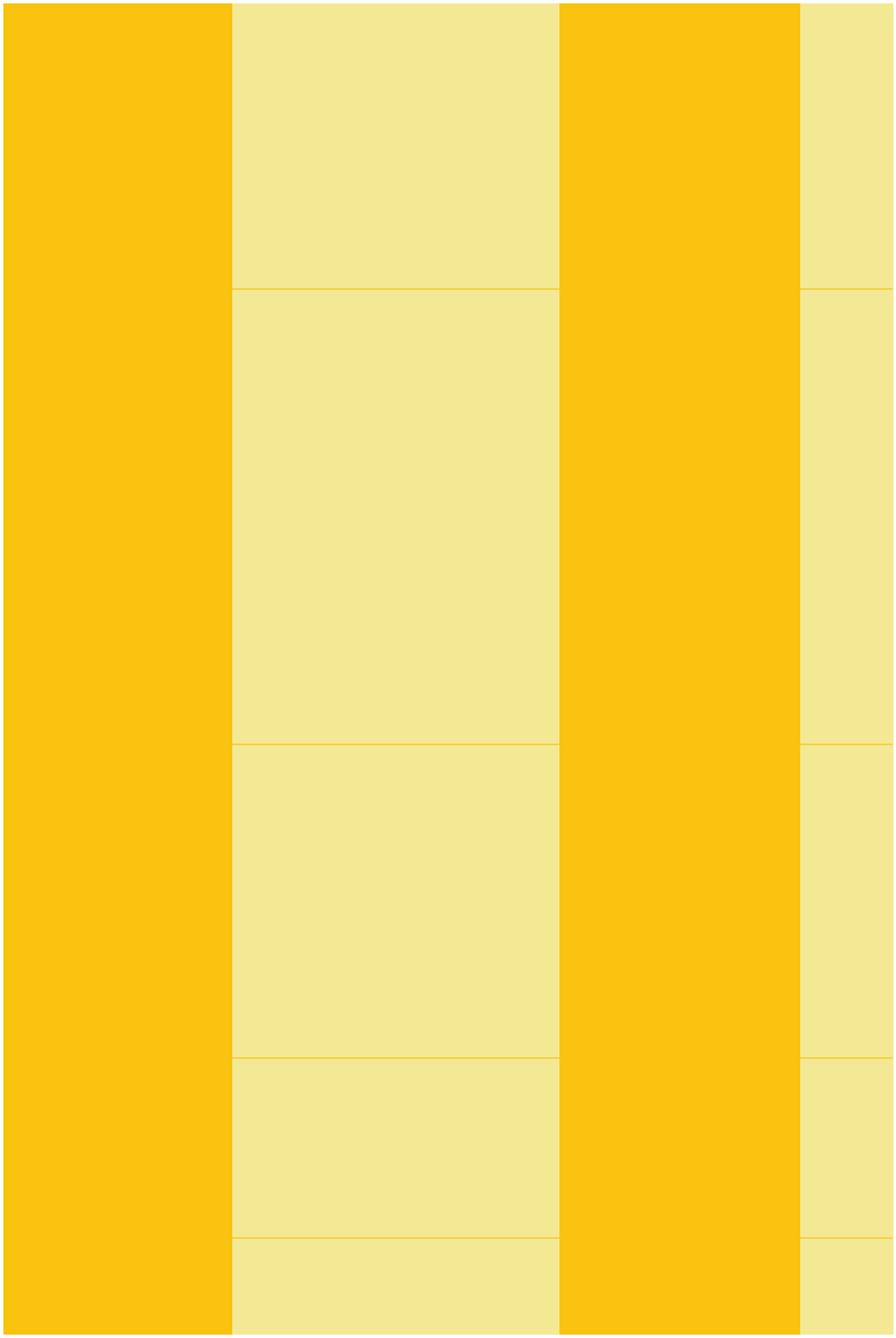


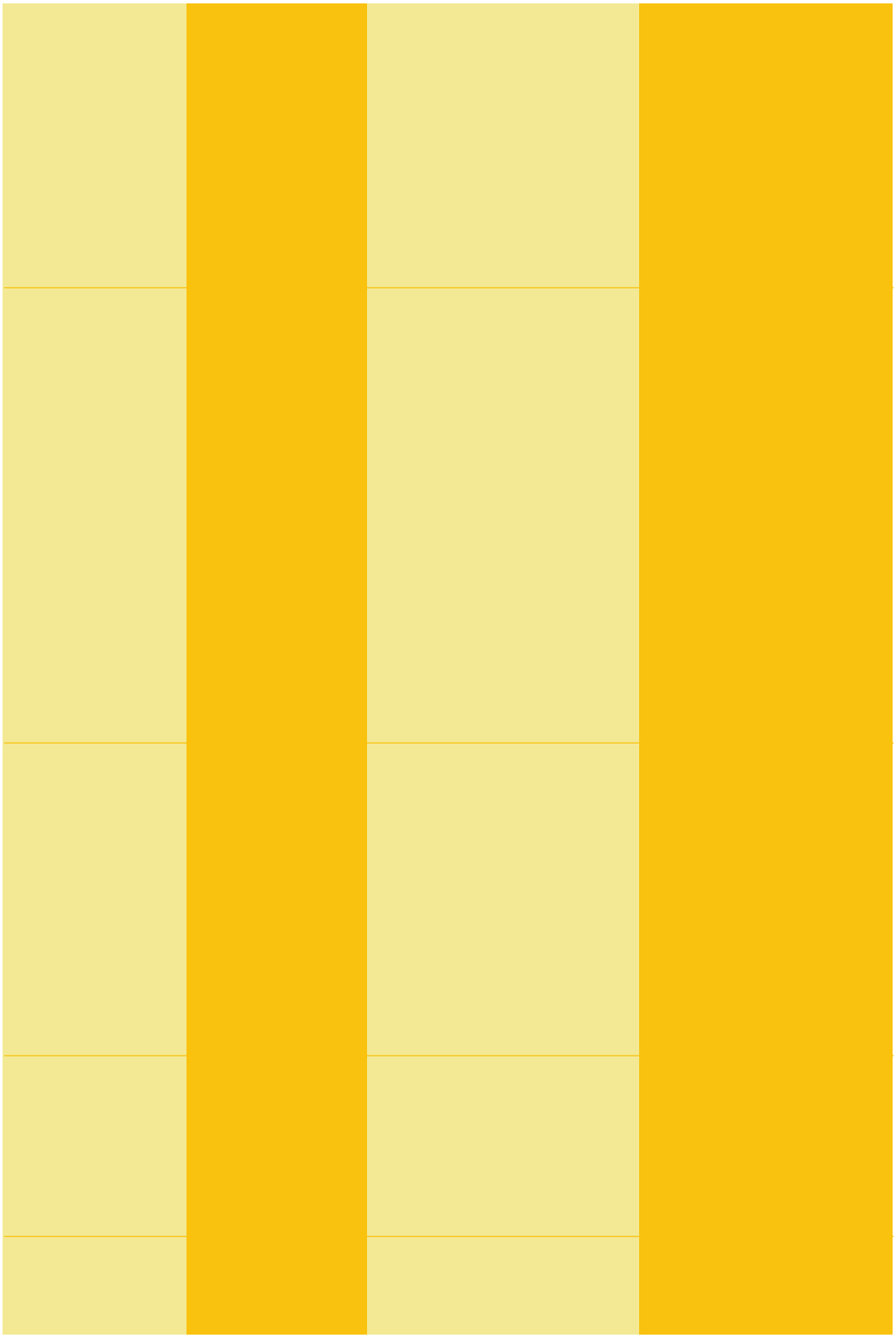


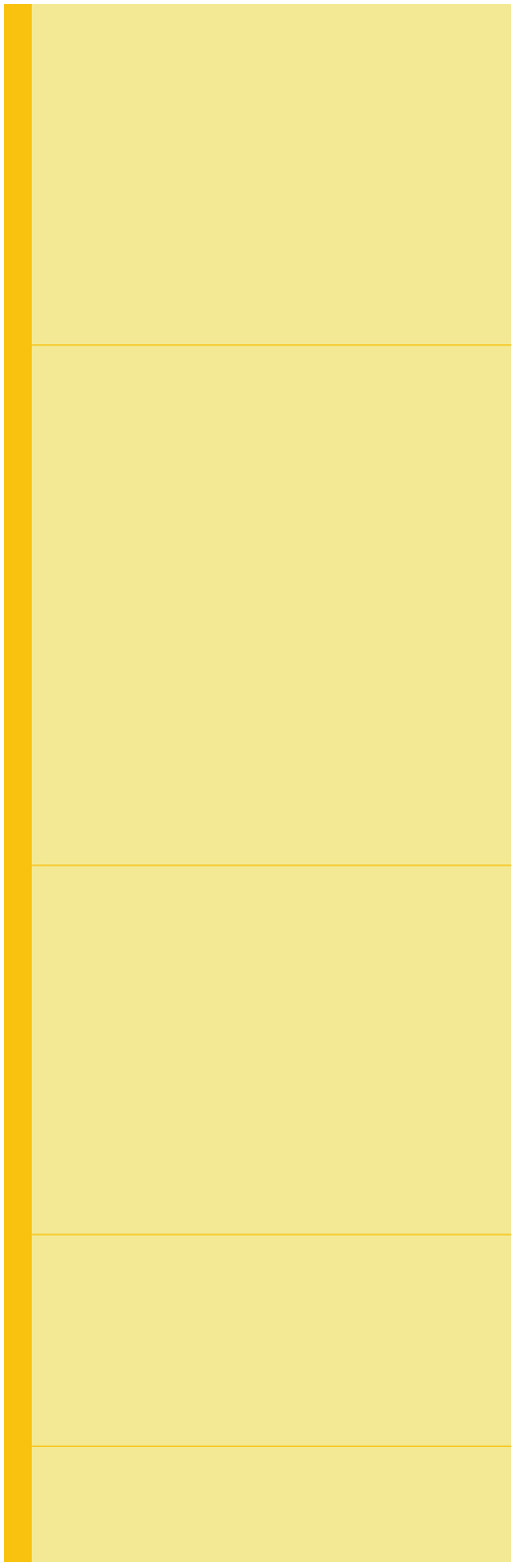












Annexure 4.1

Existing / Proposed National & State Laws and Amendments

Bangladesh	
2000	The Women and Children Repression Prevention Act, 2000 amended in 2003. A key legal instrument against trafficking in women and children, prescribing specific penalties for trafficking in women and children with a provision for death sentence or life imprisonment.
2001	Penal Code, 1860 with Amendments to Section 366A and 366B in 2001 - The Amendment of section 366 now prohibits inducing a girl under 18 years of age to go from any place or to do any act with the intent that she will be forced to or seduced into having illicit intercourse. Section 366B prohibits imposing a girl below 21 years of age with the intent that she will be forced or seduced into having illicit intercourse. These were added to support the International Convention for the Suppression of Trafficking in Women and Children and to punish people involved in the export and import of girls for sex exploitation
India	
2003	The Goa Children's Act of 2003, criminalizing child labour, child prostitution, child abuse, and child trafficking.
2006	ITPA Amendment Bill 2006 seeking amendments in ITPA, introduced in Lok Sabha on 22nd May 2006. Bill examined by the Parliamentary Standing Committee (PSC) and report submitted on 23rd November 2006. The Immoral Traffic (Prevention) Amendment Bill, 2007 (revised bill) was referred to a Group of Ministers for further consideration, owing to lack of consensus in the Cabinet. On 23rd February 2009, the Union Cabinet failed to approve official amendments to the original bill, which lapsed with the dissolution of the Lok Sabha.
2006	Domestic Violence Act, 2005
Nepal	
2007	Human-Trafficking Control and Transportation Act
2009	Domestic Violence (Crime and Punishment) Act, 2008

Annexure 4.2

State Circulars - India

Year	Circulars/ Notifications
Goa	
2003	State of Goa, together with NGOs to raise public awar eness campaigns about pedophilia and sex tourism on the beaches
Maharashtra	
2003	The State Transport Network in the state of Maharashtra to conduct training programs for drivers and bus conductors to spot girls in distress
2004	The Maharashtra state government to establish a Guidance and Monitoring Committee for state-run juvenile homes
2005	March 2005 order by the Home Minister of Maharashtra state to close down "dance bars"
2005	The police commissioner instructed police not to arrest women involved in prostitution for solicitation under India's anti-trafficking and anti-prostitution law (section 8 of ITPA) 'a punishment that often re-victimized trafficking victims in the past
2006	As per Govt. Notification No. PPA 0206/CR-57/SPL-6, dtd. 14.3.2006, the D.C.P..s, A.C.P.s, P.I.s incharge of the police station, P.I.s Social Service Branch at Commissionerate and S.P.s, Dy.S.P.s, P.I.s incharge of the police station, P.I.s workingthe District Crime Branch (L.C.B.) are appointed as the Special Police Officers to carry out the raids under ITPA
2007	Women and Child Welfare Department Govt. Notification No. ITPA 2007/ 156/3 – To disseminate details of protocols to be followed during the rescue operation and rehabilitation
2008	Women and Child Welfare Department: Govt. Notification NoG.R.No.REP 2008/CR-3/Desk-09 – To disseminate Maharashtra Module for Cross BorderRepatriation to Bangladesh
2009	The Maharashtra Immoral Traffic (Prevention) Rules,2009 - To guide exercise of the powers conferred by section 23 of the Immoral Traffic (Prevention) Act, 1956 (104 of 1956), and in Suppression of Immoral Traffic in Women and Girls (Bombay) Rules, 1958
Andhra Pradesh	
2003	New anti-trafficking performance indicators to evaluate police officers on number of arrests made of traffickers and brothel owners
2004	The Women Development Child Welfare and Disabled Welfare Department (WDCW&DW) set up a Regional Network (pilot project) in July 2004 with the participation from Government Departments, UNICEF and NGOs to combat the problem of trafficking in three districts. The exercise has now been replicated in other districts
Tamil Nadu	
2003	To establish village level 'watchdog' committees toprevent trafficking in women and children Chennai Central Railway Station to set up a 'Childline' to rescue and keep a record of children being taken out of the state for labor
Karnataka	
2003	Karnataka State Education Department to launch a massive public awareness campaign called 'From Labor to Learning' to raise awareness about the legal implications of child labor among employers and parents
2004	The Karnataka government to offer training in different vocations under Devdasi rehabilitation program
Bihar	
2003	NGOs and representatives from village governments and police to develop community-level watch groups to monitor the movements of women and children from, to and through the area
2008	Government of Bihar to establish three police Anti-Human Trafficking Units, specializing in fighting sex trafficking (November, 2008)
West Beng	
2003	West Bengal state police to permit NGOs to accompany them on brothel rescues
2003	NGOs and representatives from village governments and police to develop community-level watch groups to monitor the movements of women and children from, to and through the area
2003	The Calcutta City Police to open support service centers in every police station that has a female police officer to help victims of trafficking or rape
2008	State Government of West Bengal to establish a police Anti-Human Trafficking Unit, specializing in fighting sex trafficking in Kolkata (June, 2008)

Annexure 4.3

Knowledge Products Developed by UNIFEM Partners

No	Name of Publication	Researcher	Language	Year of Publication	Place of Publication	Dissemina-tion Status
1.	The Sounds of Silence: A Manual for Forming Therapeutic Relationships	Saarthak	English	2002	New Delhi	Disseminated
2.	In Search of Self Reliance	Shakti Samuha	Nepali/ English	2003	Kathmandu	Disseminated
3.	Trafficking in Women in Orissa: An Exploratory Study	Institute of Socio-Economic Development	English	2003	Orissa	Disseminated
4.	Towards Strengthening Rights of Minors and Adolescents in Tourism	Equations	English	2004	Bangalore	Disseminated
5.	Mind of the Survivor	Saarthak	English	2005	New Delhi	Disseminated
6	Organisations Working against Human Trafficking and Related Issues	Anti Trafficking Network	English		New Delhi	Disseminated
7.	Human Trafficking: A Fact Sheet	Inter Religious Priest Forum	English, Hindi, Urdu	2005	Bihar	Disseminated
8.	Inter Faith Religious Leaders Forum: A Flip Chart/ Calendar	Inter Religious Priest Forum	English, Hindi, Urdu	2005/ 2007	Bihar	Disseminated
9.	Trafficking in Women and Children in India	Institute of Social Science	English	2005	New Delhi	Disseminated
10	Enable: Creating Enabling Environments for Rehabilitation of Survivors of Trafficking	Saarthak	English	2006	New Delhi	In the process of dissemination
11	Ensure: A Self Study Audit for Anti-Trafficking Organizations	Saarthak	English	2006	New Delhi	In the process of dissemination
12	Outgrowing the Pain: Individual Psychological Intervention for Survivors of Trafficking	Saarthak	English	2006	New Delhi	In the process of dissemination
13	Chupee (A film)	Eleanora Images		2006		Developed
14	Two TV spots: 1)2Female feticide	First Gen Films	Multiple	2006		Developed

	2)2 Facts on Trafficking					
15	Two TV spots on Child sexual abuse, Pedophilia	Metamorphosis	Multiple	2006	Goa	Developed
16	A Film on Child Trafficking	Network of Citizens against Trafficking		2006		Underway
17	Developed 4 days TOT and 2 days Training manual for interfaith leaders	Bangladesh Madrassa Teachers' Training Institute	Bengali	2006	Bangladesh	Draft
18	Poster	ATSEC, Bihar		2006	Bihar	Developed
19	2 Poster	Metamorphosis	English, Hindi, Konkoni	2006	Goa	Developed
20	2 Newspaper adds	Metamorphosis	English, Hindi, Konkoni	2006	Goa	Developed
21	Trafficking: Women and Children for Sexual Exploitation Handbook for Law Enforcement Agencies in India	P M Nair	Hindi and English	2006	Delhi	Dissemination
22	Trafficking: Tip of the Iceberg	Krishna Prasad	English	2007	Delhi	Disseminated
23	Radio Clippings for anti-trafficking for Mumbai FM	Save the Children- India	English/ Hindi/ Marathi	2008-09	Mumbai	Regularly broadcasted
24	Fraudulent Marriage charts/ clippings	Bhoomika Vihar	Hindi	2007-08	Bihar	Disseminated
25	Manual for Police on Trafficking	Impulse	English	2007-08	Meghalaya	Disseminated
26	Training Modules	Saanlap	English	2007-2008	West Bengal	Disseminated

Annexure 4.4

UNIFEM Field Visits (Monitoring)

Area	Organization	Date of Travel	Missions/Meetings/Trainings/Workshops
Dehradun	ATSEC	09-13 September 2005	Understanding the concept of Human Rights based Approach to Programming
Goa	National Coalition of Media Persons against Human Trafficking	24-25 April 2006	Building Positive Partnership: Workshop on Gender Sensitive, Rights Based Media Reporting.
Goa		11th – 16th July 2006	Building Positive Partnerships: national legal Professionals meet against Gender Based Violence, Trafficking and HIV
Kathmandu		13 to 15th November 2006	Building Positive Partnerships: Regional Interfaith Leaders' Meeting and Partners' Learning Planning Workshop on Anti Trafficking, Safe Migration, Gender Based Violence (GBV) and HIV
Goa		23rd to 26th September 2006	To provide a common platform for government and CSO partners to share and disseminate innovative and ground breaking initiatives and tools on human trafficking for cross fertilization of learning and experiences.
Delhi		24th November 2006	UN-Inter Agency meeting on a strategy for community radio development in India
Kolkata		21 - 22nd Jan 2007	Financial Training of Eastern & North-Eastern Region Partner Organisations.
		17th May 2007	The Asian Dialogue Society meetings on Human Security in Northeast India
Kathmandu		26th – 1st July 2006	Building Positive Partnerships: Interfaith Leaders against Gender Based Violence, Trafficking and HIV
Guwahati		23rd – 25th October 2006	Building Positive Partnerships for right based sensitive media reporting.
Mumbai		7th – 11th May 2007	Capacity building of partners on rights based approach to programming and results based management (Western Zone- Maharashtra and Goa)
Bangalore	STHREE	25th – 27th Dec. 2006	Capacity Building and Awareness workshops in two districts – Anantpur and Kadapa
Delhi		09th March 2006	Finalization of unit work plan and individual work plan.
Delhi		17th – 18th March 2006	The UNDP RCC/ UNIFEM sessions plan; MOU for SAARC review meeting on the Convention ; Presentation for the review meeting of the USAID funded UNIFEM project.
Delhi		28th Feb – 3rd Mar. 2006	Participation at the Human Rights training workshop; Unit work – subcontracts, work plans and other concept note preparations.
Delhi		12th – 15th March 2006	Team meeting to review the progress of work and deliverables.
Delhi, Chennai, Pondicherry, Bangalore		10th – 13th March 2006	To discuss trafficking in the context of Film Industry in Chennai, Tamilnadu.
Hastinapur, Delhi	IRPF	19th – 20th August 2006	Building Positive Partnerships: Interfaith Leaders against Gender Based Violence, Trafficking and HIV.
Jaipur		20th – 21st September 2006	American Roadshow in Rajasthan in relation to the film UNIFEM supported on CSA – "CHUPEE".

Kathmandu		21st – 25th May 2006	Regional High Level Meeting on trafficking and HIV
Bangalore, West Bengal, Delhi		22nd – 30th April 2006	To understand and internalize the concept and principles of Human Rights Based Approach to Programming (HRBAP), To arrive at a way forward forthe Anti-trafficking programme
Darjeeling	Church of Northern India (CNI)	13th – 15th September 2005	To attend the Eastern Himalaya Consultation on trafficking of women and children, organized by Church of Northern India (CNI), supported by UNIFEM.
Kathmandu		21st – 23rd Feb. 2006	Attend meeting of the South Asia Coordinating Group on Action Against Violence, in Kathmandu
Goa & Mumbai		15th – 19th march 2006	GOA: Meeting with Cinema for Peace Berlin, Oprah Winfrey Learning Academy (OWLA), ICG, GoG and Sangath; MUMBAI: Meeting with PRERNA and tele - conversation with other partners.
Jaipur	Shakti Vahini, UNIFEM, DWCD.	18th – 19th Feb. 2006	Sensitized media on the issue of violence against women, gender and trafficking; Enhanced political will to fight VAW and trafficking through powerful media.
Kathmandu	IRPF	13th – 15th Nov. 2006	Building Positive Partnerships: Regional Interfaith Leaders' Meeting and Partners' Learning Planning Workshop on Anti Trafficking, Safe Migration, Gender Based Violence (GBV) and HIV
Kuala Lumpur.	International Women's Rights Action Watch Asia Pacific (IWRAW Asia Pacific), CEDAW.	27th – 30th Aug. 2006	Participation at The Global Consultation on the Ratification and Use of the Optional Protocol to CEDAW
Gorakhpur, Kathmandu, Sunauli, Delhi Border towns of Indo-Nepal		31st – 7th Nov. 2008 25th Sept. – 1st Oct. 2008	Participating in and facilitating meetings on trafficking, GBV and HIV held in Kathmandu, Nepal; Regional Interfaith Meeting; Regional High Level Meeting of Media and Legal professionals; Coordination of NCW GoI's official visit to NCW GoN to discuss bi-lateral issues related to trafficking and GBV; Coordination of field visits for Government delegates, media and legal professionals To follow up aggressively and trace the "missing" women and children.
Delhi		15th – 20th March 2008	Meeting with Chandniji on the UNIFEM global product on our anti trafficking work; Meeting with Norwegian Embassy on UNIFEM Nepal's proposal on gender equality and peace; Meeting with Nepal Media persons on trafficking
Silliguri/ Darjeeling		29th Dec. 07- 1st Jan 08; 2nd – 4th Jan 08.	To discuss the issues to be floored; security;logistics etc
Kathmandu		21st August 2007 – 5th Sept. 2007	Meeting regarding planning, VAW and Politics, and consolidation of documents.
Kathmandu		19th – 25th Sept. 2007	To attend the SAP International VAWIP South Asian Regional Conference-(Invisible Faces of Violence on Women in Politics: Breaking the Silence); Eastern Himalaya region AT Network strategy meeting.
Delhi, Hyderabad		5th – 12th August 2007	Capacity enhancement training for partners.
West Bengal, N-E India		30th March – 4th April 2007	To meet partners and the upcoming training on Human Rights Based Approach to Programming and Results

			Based Management (HRBA+RBM), logistics etc.
West Bengal and Sikkim		5th – 8th March 2008	Meeting with the administrations, tea garden laborers and trade unions in North Bengal and Meeting with Chief Minister Sikkim and officials.
West Bengal & N-E India		20th – 25th Nov. 2007	to form a new initiative called Eastern Himalaya Regional Network Against Gender Based Violence, Trafficking & HIV/AIDS
Bangkok		24th – 27th May 2007	Proposal encompassing the larger issue of Women's Human Rights and gender Equality in South Asia region
Darjeeling		8th – 15th June 2006	West Bengal Interfaith Leaders' Workshop on Gender based violence and trafficking: Building Positive Partnerships; West Bengal Cross Border Consultation on Gender Sensitive Rights Based Media Reporting: Building Positive Partnerships
Goa		27th – 30th Dec. 2006	Meeting with officials of both Government and NGOs/CSOs
Mumbai		17th – 23rd Feb. 2008	Reviewing responses and interventions in the field of sex tourism and trafficking vis-à-vis their results Framework.
Mumbai		18th – 27th May 2006	UNDP/RCC-UNIFEM High Level regional Meeting on Trafficking and HIV/AIDS
Goa		15th – 18th Oct. 2006	To take forward the work in the state on issues of women and children, especially with regard to formulating the State Plan of Action.
Goa		4th – 5th Sept. 2006	Discussion with the resource persons and the logistics for the draft sessions plan.
Gorakhpur		7th – 9th Aug. 2006	UP Meeting of the Cross Border media Forum and Media Coalition on GBV, Trafficking and HIV. UP meeting of the interfaith leaders GBV, Trafficking and HIV
Haryana	Shakti Vahini, Media Coalition and UNFPA	28th March 2007	Meeting of Haryana Media persons on Female feticide and Trafficking.
Tokyo	Sophia University, IOM and the Government of Japan	25th – 29th Sept. 2006	seminar on prevention of trafficking in persons
Jharkhand		3rd – 6th Aug. 2006	Formulate the Jharkhand Sate Plan of Action against Trafficking in Women and Children.
Ranchi		29th Aug. – 1st Sept. 2008	Orientation workshops on Trafficking and the ITPA and other forms of Violence against Women (e.g. witch hunting) at the ground level/"source"
Kathmandu		4th – 11th July 2008	Documenting UNIFEM's one decade of anti trafficking experiences.
Bangalore, AndhraPradesh		12th – 15th May 2007	To address a gathering of Art of Living volunteers and devotees of Sri Sri Ravi Shankar in the context of the 51st Birth Anniversary functions of His Holiness, Founder of the Art of Living International Foundation.
Mumbai, Goa		28th June – 5th July 2006	Support the proceedings of the Maharashtra Government partnered State Convention on Trafficking of Women and Children for commercial sexual exploitation; Represent UNIFEM at the various press-meets.
Kathmandu		22nd – 24th May 2007	A strategy meeting and to come up with a joint strategy, governance plans and future direction.
Kathmandu		17th – 22nd May 2006	Meeting regarding training with government officials, media and young people.

North Bengal		21 Aug. 2008	UNIFEM's Orientation workshop for administration and government officials in North Bengal with NCW/GoWB; Facilitate Training of Law Enforcement Officials on Trafficking and Human Rights based responses to victims/survivors (minimum standards and SOP)- MHA, GoWB; Presentation of UNIFEM work on trafficking to Rotary International- Kolkata
Haridwar		24th – 26th Dec. 2006	Discussions with Paraaj, ATSEC Uttaranchal on the various aspects of ATSEC Uttaranchal's work, including Alternative livelihoods for prevention of trafficking; Stakeholders' meeting
Siliguri		17th – 22nd May 2007	To discuss with government officials, media persons and NGOs on what HRBA entails and how programming on Human Rights and gender can impact on trafficking.
Kolkata	West Bengal State Women's Commission	7th – 8th July 2005	To sensitize various stakeholders and particularly law enforcing agencies on trafficking of women and children and the need for multi-stakeholder collaboration to combat trafficking based on a rights based approach.
Combodia & Thailand		26 September - 1st October 2005	To discuss current AT progress and disbursement plan till 7 December 05 with RPD and NC
Cambodia and Thailand		26 September to 1st October 2005	To attend the DCA strategy formulation workshop as resource person and to share UNIFEM South Asia regional AT work in Phnom Penh, Cambodia
Goa		11-13 March 06	Issue of exploitation of children and women in tourism and CRG/UNIFEM training programs
Guangzhou, China		9-11 December 2005	To attend the International Documentary Film Festival titled "Women Today" on behalf of UNIFEM.
Mumbai		10th -12th August 2005	To brainstorm with our Goa program partners on the "next steps", after the signing of the CRG and WISE contracts.
Mumbai, Goa, Dehra Dun		25th -30th Dec 2005	Inauguration of WISE's new office and education center; Meeting with staff of CRG and WISE at the CRG office in Panjim.
Goa, Mumbai		11th -14th February 2005	A learning sharing session with our partners in Goa- Sangath, CRG, WISE and Metamorphosis.
Kathmandu and Dhulikhel		27th June to 2nd July 05	Attend meeting of the South Asia Coordinating Group Against Commercial Sexual Exploitation and Trafficking of Children and Women in South Asia in Kathmandu.
Kathmandu		21-23 March 2006	Attend meeting of the South Asia Coordinating Group on Action Against Violence Task Group meeting.
Mumbai		10th-12thAugust 2005	Same as Above.
Kathmandu		29th Jan - 1st Feb. 2006	Regional Meeting of the interfaith leaders and meeting with SAARC Director for Social development
Kathmandu		8th -11th October 2005	Meeting with RPD and Gule Afroze Appa on the upcoming regional anti trafficking workshop in Bangladesh and other AT issues
Cambodia and Thailand		26 Sept.- 1st Oct. 2005	To discuss current AT progress and disbursement plan till 7 December 05 with RPD and NC
Darjeeling, India		13-15th September 2005	To attend the Eastern Himalaya Consultation on trafficking of women and children, organized by Church of Northern India (CNI)
Bangkok		18th June 2001	Review the progress of the current APGEN programme; Guide APGEN and provide inputs to the New Regional

			Gender Project; Expand networking and promote new linkages; Link UNIFEM SARO with APGEN programme; Identify areas for collaboration
Dhaka		December 2000	UNIFEM Mission to Bangladesh (Prevention of Trafficking in Women and Children in South Asia)
Hyderabad		27th - 28th April 2001	Field visit to Hyderbad and Action Aid Workshop on Trafficking
Gorakhpur		28th August 2002	ISS Consultation meeting regarding Action research on Trafficking
Colombo		5 June 2002	The Sri Lanka Partners Roundtable meeting providing a comprehensive representation of issues, work and geographical areas and concern s particular to Sri Lanka.
Dhaka		15th - 18th Sept. 2002	Meeting on "Formalizing Processes for Compulsory Birth Registration" as a strategy for tracking and preventing trafficking in children.
IIM Banglore		28th – 30th July 2003	2nd Meeting of the Millennium Development Project Tasks Force 3: Education and Gender Equality
Sri Lanka		5-7 June 2002	To decide the future course of action to be taken with regards to project implementation in Srilanka.
Jogbani, Patna	Bhoomika Vihar	28 Nov-2 Dec 2008	To participate in workshop to analyze the changing dimensions of trafficking; To ensure rights based vigilance/counseling at the border; To discuss future cross border work
Kolkata		8th - 11th Sept. 2006	To participate in the 7th National Conference for Women's Movement
Kathmandu		18th – 25th May06	UNDP/RCC-UNIFEM High Level regional Meeting on Trafficking and HIV/AIDS
Patna, Siliguri	Bhoomika Bihar & Sanlaap	18th – 23th Feb. 2006	to attend the workshops being organized by these two organizations and have an overall feel of the organizations work and capacity for future works
Bangalore		26 -28 July, 2009	The India Court of Women on Dowry and Related Forms of Violence Against Women
Bettiah, (West Champaran, Bihar)	JJS-ATSEC Bihar	10 December, 2005	The Mass Campaign against Trafficking along the INDO-Nepal border in Bihar.
Dhakka	The Church Of Bangladesh	3rd – 4th February, 2006	Session on UN / International Perspective and action on prevention of all forms of discrimination and violence against women & facilitate the session on Programme Formulation
Haryana		13th – 15th February, 2006	Brainstorming Workshop on PLA/PRA, UNDP TAHA Project
Kolkata	Sanlaap	12-13 January, 2006	Workshop on Indo-Bangladesh Cross Border Situation: Role of State and Joint Initiatives of BSF/BDR & NGOs
Kathmandu	South Asia Coordinating Group on Action against Violence against Women and Children (SACG)	13-16 May 2009	Meeting with Inter-Faith group, Nepal and Women for Human Rights, Single Women Group
Bhubaneswar	Solution Exchange (SE) for the Gender Community (GC)	27th February 2009	Regional Workshop organized Solution Exchange Gender Community; Meeting with Orissa Govt Officials

	India		
Zurich		13 June 2009	Fund Raising Meeting organized by UNIFEM Swiss Committee
Kolkata		14th – 15th June 2006	Engendering the Eleventh Five Year Plan, Eastern Regional Conference;
Kolkata		8th March 2006	Celebrating International Women's Day through an Art Camp in order to focus on the issues of Violence against women particularly in trafficking.
Ranchi	ATSEC Jharkhand	6th April 2006	State Level Workshop On Media, Inter Religious Priest Forum and Govt. Officials sensitization
Aizawl		11th – 13th June 2008	Meeting on Cross Border Trafficking.
Patna		11th – 12th Sept. 2006	State Level Workshop State Action Plan for combating Trafficking of Women and Children, End violence against women
Lucknow	ATSEC UP	8th – 10th January 2007	State Action Plan for combating Trafficking of Women and Children
Behror (Rajasthan)		25th – 28th June 2006	Regional Sharing on Experience Sharing and Learning from the Best Practices-Mock Trials
Hyderabad		21-23 May 2008	Monitoring Visit; Organizations- HELP, Ankuram Women and Child Development Society, Prajwala
Jaipur	Global Peace Initiative of Women (GPIW)	8th March 2008	Conference: Making Way For the Feminine for the Benefit of the World Community; Creating the Platform for Global Transformation
Kolkata	ATSEC Bangladesh in cooperation with ATSEC India, supported by SARI/Q.	7th March 2005	ATSEC Regional Coordination Meeting, Kolkata
Kolkata		22nd May , 2007	Meeting of the UN RC with Anti Trafficking Programme Partners
Kolkata		May 2008	OUTH ASIA CONSULTATION ON CARE & PROTECTION OF SURVIVORS OF COMMERCIAL SEXUAL EXPLOITATION & RAFFICKING
Kolkata		19th March 2008	That Takes Ovaries, a workshop at American Centre
Kushinagar		2nd – 8th July 2006	Rights Based Capacity Building and Appreciative Enquiry based Training of CBATN Partners in Uttar Pradesh and Nepal
Kathmandu		6th – 9th Sept. 2006	Meeting with the South Asian Campaign for Gender Equality.
Kathmandu		21st – 25th May 2006	Regional High Level Meeting on trafficking and HIV
Pune		3rd – 4th June 2007	Programme Launch of Nirbhaya, by SAK; Workshop with Railway Police, Press Conference
Shilong, Guwahati		March 2008	High Level Law Enforcement- NGO Meeting; Film Show ' Human Trafficking'; Talk on Women and Peace

Annexure 6.1

Questions Raised in Parliament

RAJYA SABHA		
S.No.	Question Details	Answer Details
1	Unstarred Question No. 119 Shri Devdas Apte asked the question on – Linkage of child trafficking to pornography and organ trade.	Answered on 26.02.07 Smt. Renuka Chowdhury Minister of State of the Ministry of Women and Child Development answered the question. Hon'ble Minister replied that: 2To tackle the problem of Child Trafficking, MWCD conducts advocacy, awareness generation, and sensitization progammes. 2Swadhar Shelter Homes; 2To formulate a Plan of Action with special focus ontrafficking of children MWCD in collaboration with MHA, NHRC and NCW is organizing regional and nation wide consultations. 2In February 2006 a two year project on strengthening the law enforcement response against human trafficking has been taken up by MHA in association with the UNODC.
2	Starred Question No. 7 Shri K.Chandran Pillai and Shobhana Bhartia raised the issue of – Missing children in the Country	Answered on 26.02.07 2The NHRC, UNIFEM, IIS, conducted an Action Research on Trafficking in Women and Children (ARTWAC) in India. The report was released in August 2004. 2According to ARTWAC number of missing children from the State/Union Territories comes to an average of 44,476 per yearbased upon the data compiled for the six year period from 1996 to 2001. 2National tracking system for missing children is being developed by MWCD by integrating the existing local websites byState Governments and Non government Organisations
3	Unstarred Question No. 695 Shri Jai Prakash Aggarwal asked about- The steps taken by the government for prevention of crimes against children	Answered on 5.03.07 2The issues relating to crimes and violence against children are being addressed through several provision which include: 2Constitutional Provisions; 2 Legislations, Policies; 2 Plan of Action and various schemes and programmes for children. Article 23 of the Constitution prohibits trafficking of human being and 2Article 24 prohibits employment of children below the age of fourteen years in factories, mines or any other hazardous occupation; 2Legislations for the protection of children, such as, Child Labour (Prohibition and Regulation) Act, 1986, Juvenile Justice (Care and Protection of Children) Act, 2000, Pre-Conception and Pre-natal Diagnostic Technique

LOK SABHA	
Question Details	Answer Details
Unstarred Question No. 256 Shri Ravi Prakash Verma*; & others asked: ~~2The~~ factual status of the missing children in the country; ~~2Any~~ enquiry conducted by the government the action taken? * Shri Ravi Prakash Verma and other asked the question on children just a day after Mr. Verma attended the South Asian March Against Trafficking of children for forced labour started on 25th Feb. 2007 by Global March	Answered on 27.02.07 Shri Manikaro H. Gavit, Minister of State in the Ministry of Home Affairs answered the question. Hon'ble Minister replied that: 2As r the crime statistics compiled by the (NCRB) for the pe years 2003 and 2004, ~~2 De~~cline in murder cases registered in Chennai and Kolkata in 2004 from 2003; ~~2 St~~atic in Delhi at 401 and ~~2 Sl~~ight increase in Mumbai from 242 in 2003 to 253 in 2004. ~~2 Ra~~pe cases registered during the aforesaid period, while the numbers have declined in Chennai and Kolkata; there has been increase in Delhi from 406 in 2003 to 457 in 2004 and in Mumbai from 133 in 2003 to 187 in 2004.

Annexure: 6.2

Victim Friendly Judgements

	Case Details	Court Order
1	Prerna (Petitioner) Vs. State of Maharashtra & others (Respondents). Bombay High Court. Petition No. 1694 of 2003. Prerna filed a case against state govt. that it was not seriously taking the issue of trafficking of women and children for commercial sexual exploitation. The Bombay High Court gave its verdict directing the government to form proper "Anti-Trafficking Cell" and other state bodies to counter trafficking in the state	Establishment of "Anti-Trafficking Cell" at different levels in police force; Prerna to prepare list of suitable person in every district to assist Special Police Officer in carrying out functions under ITPA as envisaged under section 13(3)(b) of ITPA; State Government to provide proper care to the rescued women and children; Superintendents of the institutions housing rescued victims will look after their safety and security; Magistrates to follow the prescribed procedure when rescued victims of trafficking are brought before them; Maharashtra State Legal Services Authority to provide free legal-aid to the rescued victims upon the rescue operation and till completion of trial; State Legal Advisory Committee to formulate an effective rehabilitation programme.
2	Dr. Sunitha Krisnnan. Prajwala & others (Petitioners) Vs. The Govt. of A.P., rep. by its Secretary Women Development, Child Welfare and Disabled Welfare, Secretariat, Hyderabad. The Commissioner of Police. Cyberabad at Hyderabad and Others (Respondents) High Court of Andhra Pradesh. Petition No. 13472 of 2006. The petitioners have filed a case for publishing of a picture of a minor girl aged 16 years on 21-05-2006 in Telugu and English dailies and reporting of her killing her husband which is in violation of Sec. 21 of the Juvenile Justice (Care and Protection of Children) Act, 2000 (Act No. 56 of 2000)	Constitution of a committee to supervise the implementation of the provisions of the Juvenile Justice (Care and protection of Children) Act, 2000; The committee is expected to meet every month and scrutinize the steps taken by the State Government for effective implementation of the Act and the rules framed there under; Report of the committee to be submitted in the Court; For consideration of the report of the committee and desirability of issue of further directions bythe Court, the case is adjourned to 4th June, 2007.
3	Prajwala lodged a complained with the following facts. The victim girl was sold by a lady to a person who forced her into prostitution. One day she could manage to escape from the captivity and contact the Prajwala volunteer. On the initiative of Prajwala a case was lodged. After receiving all the relevant reports the investigation was concluded and charge sheet was laid for the same offences. The verdict was given by Addl. Metropolition Sessions Judge (Mahila Court at Hyderabad.)	Both the accused (A1 & A2) the lady and the pimp were found guilty. The have been awarded Rigorous Imprisonment for a period of 3 and 5 years respectively.

PIL FILED

	Case Details	PIL Details
	Prajwala (petitioner) Versus Union of India & others ~~PIL~~ filed in the Supreme Court of India ~~Writ~~ petition (civil) no. 56 of 2004	Joint proposal of National Legal Services authorities and Prajwala to implement victim protection protocol in the country. Under this: ~~A~~ national victim protection committee will be set up by NALSA in partnership with the Petitioner; ~~At~~ every State and there after in every district a Joint Action group will be set up. ~~Cer~~tain guidelines have also been suggested as the protocol for the purposes of pre-rescue, rescue, post-rescue and rehabilitation purposes of the victims

Annexure: (A)

Bangladesh Country Report

Context

The present day Bangladesh borders were created after the partition of India in 1947. The country has endured famines, natural disasters and widespread poverty, as well as political turmoil and military coups. Although the Government of Bangladesh has ratified a number of Conventions, but the penalties under the Bangladesh penal code are light and insufficient to act as det [1]errent. With the exception of girls sold for the purpose of prostitution, trafficking generally has been overlooked in the country.[2]

Some of the important ratifications by the government of Bangladesh include

- Conventions on the Rights of the Child (CRC) in the early 1990s
- Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography
- The International Labor Organization (ILO) Convention on the Worst Forms of Child Labour No.182 in March 2001. Under this Convention, the government agrees to protect children from working in conditions that damage their physical and psychological well being
- The South Asian Association for Regional Cooperation (SAARC) Convention on Prevention and Combating Trafficking in Women and Children for Prostitution in Jan 2002
- Bangladesh is yet to ratify the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons; especially Women and Children, supplementing the UN Convention against Transnational Organized Crime 2000. This is currently under review and if ratified calls for the prevention, suppression and punishment for trafficking in people.

Background

Bangladesh is the seventh most populous country and is among the most densely populated countries in the world. The country shares a border of about 4097 kms with India straddling the fertile Ganges-Brahmaputra Delta and is subject to annual monsoon floods and cyclones. Given the nature of the porous border between India and Bangladesh, large scale smuggling of goods such as Soya bean, diesel, gas cylinders, coins for making blades, etc are commonly practiced. As revealed by the vigilance committee members in Chapainababganj area, there are gates constructed on the borders which open at fixed intervals of time for people to cross over for agriculture, livestock grazing and even meeting relatives and friends especially during festivals. Despite the erected barbed wires by the border security force (BSF), there exists large scale smuggling as well as migration and trafficking of persons. Bangladesh has been a patriarchal society like many other countries of South Asia. Extreme poverty and illiteracy has made Bangladesh a major source country for women and children who get trafficked for the purposes of sexual exploitation, involuntary domestic servitude and bondage of debt. Bangladesh is currently been placed in Tier-2 Watch List.

Objectives

There exists a large collection of literature and studies conducted on Bangladesh. In order to avoid duplication, the present country report is based mainly on field visit conducted in Dhaka and Rajshahi districts of Bangladesh from nd22 September to th28 September 2009. An attempt is made to highlight the micro level field visit findings. The field visit covered the following stakeholders under the study:

- The UNIFEM Country Representative Office, Dhaka
- Bangladesh National Womens Lawyers' Association (BNWLA), Dhaka
- Ms. Ayesha Khanom, President, Bangladesh Mahila Parishad, Dhaka

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1. Rahman Mizanur (2008): "Streamlining Migrant Workers' Rights: A Study on the Laws and Regulations Relating to Labour Migration in Bangladesh". Report prepared for IOM, Dhaka, 2008
2. Drishti Research Centre (2009): Efforts and Needs to Combat Trafficking in Persons (TIP): An Assessment, Prepared for Winrock International's Actions for Combating Trafficking in Persons (ACT) Program, Bangladesh, 15 Feb, 2009

- Mr Masud Ali, Executive Member, ATSEC, Dhaka
- Ms Zakiya K Hassan, International Office of Migration
- Ms Munni Saha, Journalist, Dhaka
- Association for Community Development (ACD), Rajshahi
- ACD, Network, Chapainababganj
- Adolescents Group (20),
- Kishori Group (16),
- Vigilant Committee (3),
- Local resource persons (20),
- Large Section of the Community
- Inmates from Shelter Home
- Reintegrated victim and her son

Bangladesh Law

The Nari O Shishu Nirjaton Domon Act 2000 (Suppresion of Violence against Women and Children Act 2000) (amended in 2003) was adopted by the Bangladesh Government following the lobbying of activists, many of whom had prepared the SAARC Convention.[3] It is known as a strong law that has provision for special courts and the severe punishments of offenders, including the death penalty. It is broader than the SAARC Convention as it includes male children, the 2000 act still excludes adult men and adolescent boys above the age of 14 (raised to 16). If labour trafficking is to addressed, the present law is inadequate and a new law will be required with a universal coverage and inclusive of types of exploitation other than prostitution.

Current Situation

The Bangladeshi women initially were forced to enter the job market driven by adverse circumstances such as poverty, unemployment, widowhood and neglect. Completely unaware of their rights, they were grateful for jobs that paid a pittance for their services. However situation is different at present. Female education has gradually gone up. Awareness campaign by several organization and international forums are disseminating ideas about women's rights through non-governmental organizations (NGOs), state governments and the media. Microfinance schemes and awareness has increased manifold especially through Grameen Bank and BRAC programs.

Despite the increased visibility and collective action, trafficking of women and children continues unabated. The Bangladesh Government has taken up certain steps as anti-trafficking measures for curtailing the menace. Some of the major action plans include:

- An Inter-Ministerial/Inter-Organizational committee led by the Secretary of the Ministry of Home Affairs has been formed to monitor the progress of the activities undertaken by the various ministries to combat trafficking in Bangladesh.
- The GO-NGO National Co-ordination Committee for Trafficking in Women and Children is made up of representatives from the Ministry of Home Affairs, Ministry of Foreign Affairs, the Ministry of Women and Children Affairs, the Attorney General's Office and various NGOs
- The Police Monitoring Cell for Combating Trafficking in Women and Children in the Bangladesh police headquarters was established in 2004. This law enforcement body consists of a team of about 15 police officers collecting information and statistics related to trafficking.
- Apprehension of Traffickers by the Law Enforcing Agencies: The border security personnel i.e. the BDR, the Bangladesh Police, the Bangladesh Coast Guard and also the Rapid Action Battalion (RAB) have been given strict instructions to prevent any trafficking in women and children, and apprehend the traffickers. 407 traffickers have been arrested since 15 June 2004 to 15 February 2007 and in this connection, 373 cases were instituted in different police station.[4]
- Capacity Building and training of the Members of Law Enforcing Agencies and Public Prosecutors. Same training programme for immigration officials is also being implemented by the International Organization for Migration (IOM).
- A series of awareness programmes are implemented from time to time.
- State authorities and NGOs provide legal protection, medical and psychosocial support, housing and shelter as well as rehabilitation and vocational training for victims of trafficking in persons.

3. Ibid
4. www.mfa.go.th/fhpworkshop/doc/bestpractices/Bangladesh_country_report.pdf

UNIFEM and the United Nations Context

Though UNIFEM country office in Bangladesh was established only in 2006, but it is well known through its work in South Asia. UNIFEM's contribution has been significant towards the Beijing process, implementation of the CEDAW conventions, inputs in the SAARC, the several joint collaboration with other UN organization and the International Organization of Migration [IOM].

Ms Ferdaus Ara Begum - the current member of CEDAW committee and a former joint secretary of the department of Women and Child stated that many of their projects used to be under the flagship of the Norwegian government or under the sponsorship of the Asian Development Bank. However she did refer to the series of training programmes undertaken through CEDAW for the parliamentarians, police and the judiciary. These were mostly undertaken either through the IOM or through ADB. It is not clear as to whether UNIFEM remained on the fringes of these Action Plans reflecting a lack of visibility even though it has indirectly and directly supported these programmes. Certain Organizations even went to the extent of saying that 'Bangladesh has received a step motherly treatment by UNIFEM'.

Relevance and Effectiveness

The assessment report on 'Trafficking in Persons', shows that the districts of Jessore and Satkhira are the most vulnerable areas recording more than 30 cases on an average per year from 2004 to 2008.[5] While Rajshahi records very few cases during the same period. UNIFEM's support has been for ACD, Bangladesh whose work is more focused on the Rajshahi area. The Rajshahi borders of Bidirpur and Premtali are however popular because there are fewer check points. And it is also possible that with UNIFEM interventions trafficking in this area has reduced. Jessore border is very popular with traffickers too. Some hotels and godwons are used to keep the girls brought from different parts of the country. Usually the traffickers don't accompany the women while crossing the border. Therefore, it is difficult for the border police to arrest them. There are female members in the trafficking gang, which helps to hide their identity.[6] Traffickers pose as prospective grooms, and then take the girls out of the border as their wives.

During the past ten years an organized gang sold more than 10,000 women from Chapainababganj to traffickers. A young girl was sold by her mother to a trafficker for 10,000 takas. Families are targeted who have daughters eligible for marriage and are very poor. There is a demand for Bangladeshi girls.[7] Traffickers use 20 main points in 16 western districts of Bangladesh near the Indian border. The main trafficking route is Dhaka-Mumbai-Karachi-Dubai. Many of the victims end up in Middle East nations.[8] There were clear cut outcomes as stated below:

Outcome 1
Synergy of Actions: A synergy of organizations that made significant contributions towards creating awareness are the British Council, ADB, CIDA, Australian Aid, ILO, IOM, UNIFEM, UNICEF, the European Union, UNDP, DFID, Norway and Denmark. UNDP with DFID funding is engaged in the Police Reform Program. It holds a special course on trafficking for future police officers training at the Police Academy. ILO worked on the worst forms of Child Labor and lately on the rights of migrant workers and prevention of trafficking. UNICEF participated in several programs and played an important role for the repatriation of boys employed as camel jockeys in the Middle East.

Outcome 2
Increased Awareness: UNIFEM has been instrumental in creating the network coalition such as South Asia Forum against Human Trafficking (SAFAHT), South Asia Professionals against Trafficking (SAPAT), and Action against Trafficking and Sexual Exploitation of Children (ATSEC). The network of NGOs engaged in combating child sexual abuse through ATSEC was constituted in 1998. This network received substantial funds from USAID to conduct awareness campaigns against trafficking from 2000 to 2004. It had no official registration till 2004. Although it encountered management problems, nonetheless the network managed to contribute by entering 'Trafficking' on the agenda of several organizations.

5. Drishti Research Centre (2009): op cit
6. Ittefak, 15 October 1990, police sources, Trafficking in Women and Children: The Cases of Bangladesh, pp.19 & 20, UBINIG, 1995
7. Daily Sangbad report, 16 August 1993, Trafficking in Women and Children: The Cases of Bangladesh, pp.34, 35 & 36, Daily Sangbad, 16 August 1993, UBINIG, 1995
8. Zahiduzzaman Faruque "Women, children trafficking in Bangladesh" Kyodo, 5 May 1998)

Key Factors Affecting Performance

Supportive Factors

UNIFEM has worked with a variety of stakeholders in civil society and the government including strategically positioned partners such as International Organization of Migration (IOM), CEDAW, etc.

The project has been open to trying new innovative approaches to spreading information (dance, drama) that carry the potential of being more accessible and thus being relevant to specific target groups [illiterate persons]. The ACD, Rajshahi had taken help from Kolkata Sanved of India to teach their survivor victims through dance to come out from their trauma and sufferings. The trained girls are now in a position to teach others.

Constraining Factors

The contextual factors have acted as deterrents especially with the straddling of population on both sides of the border. It is difficult to identify the trafficked victims and the trafficker. The police are unable to register a case.

There are cases where the repatriated victims have got trafficked a second time due to a variety of reasons. A recent documentary of such cases shown in the 'National Geographic' Channel on the Television documented by Shakti Vahini shows how the Bangladeshi girl rescued and repatriated got trafficked once again. It's a tremendous challenge for the partner organizations to monitor and coordinate the repatriated victims.

Potential Areas of Improvement

This section lists a number of areas for improvement s and/or further reflection

- Greater Visibility: Although UNIFEM is directly and/or indirectly involved in several action plans but there does not seem adequate visibility of the organization.
- While the programme conducts end of training evaluations through its partner organizations, there has been little or no systematic follow up to track long term effects of capacity building measures on programme stakeholders.
- Focused monitoring needs to be undertaken for the repatriated victims. Partner Organizations need to be supported for such action plan before its too late.

Future

- Partner Organizations expressed general willingness to continue working with UNIFEM should there be a second phase. The Vigilance Committee members at Rajshahi wanted that UNIFEM continue to support so that they are able to nab the culprits before its too late. They were of the opinion that “We are on the edge and any lapse on our part will promote trafficking in these districts all over again”. They believed that the process of Trafficking never ends. Sometimes it's low and sometimes it's high. But simultaneous actions like creating awareness and being alert at the borders for a long term will create the necessary impact.
- UNIFEM needs to address trafficking of all types such as for domestic labor, agriculture and others. It is essential that UNIFEM caters to all types of trafficking cases and not only the cases of sexual exploitation.

Annexure (B)

India Country Report

Context

Within the context of South Asia, India happens to be the country of origin, transit and destination for trafficking of women and children. There is a considerable degree of internal trafficking of women and children within India. Most of the studies, data, and activity in the field of anti-trafficking work in the country has focussed on trafficking into the sex industry. However trafficking of women and girls take place for the sake of domestic servitude, bonded labour, forced marriages, and indentured servitude as well. Though there is no comprehensive research of forced and bonded labour, there are estimates that tens of millions of Indians are trafficked for forced/bonded labour. Those from India's most disadvantaged social economic strata are particularly vulnerable to forced or bonded labour and sex trafficking.

Besides internal trafficking, Indian women and children are trafficked to the Middle East, South East Asia and the West for purposes of forced labour and sexual exploitation. India is also a destination for women and girls from Nepal and Bangladesh trafficked for the purpose of commercial sexual exploitation. Bangladeshi and Nepalese women and children are trafficked through India en route to Pakistan and the Middle East, for purposes of sexual exploitation, domestic servitude, and forced labor. Many of the children trafficked in or through India are less than eighteen years of age.

It is difficult to determine the number of trafficked persons due to the secrecy and clandestine nature of the crime. However, studies and surveys sponsored by the Ministry of Women and Child Development (MWCD) estimates that there are about three million prostitutes in the country, of which an estimated 40 percent are minors. Andhra Pradesh, West Bengal, Maharashtra, Tamil Nadu, Karnataka, Bihar, Jharkhand, Orissa and Delhi are said to have been identified as the most affected states.

Few trends that have emerged in recent years are sexual exploitation through sex tourism, child sex tourism, pedophilia, prostitution in pilgrim towns and other tourist destinations, trafficking for organ transplantation and forced marriages, cross-border trafficking (especially from Nepal and Bangladesh) etc.

Recently, Chairperson of the National Commission for Women said 62.5 percent of 378 districts are affected by trafficking of women and children for commercial sexual exploitation. There are 1,794 identified places of origin or source areas from where women are trafficked and 1,016 places where the commercial activities thrive.

Socio, Cultural and Economic Context

There are many complex factors like poverty, gender discrimination, lack of awareness, foreclosure of livelihood options, which operate to make people vulnerable to trafficking.

The other causes comprise of extreme disparities of wealth, continuing and pervasive inequality due to class, caste and most importantly gender biases throughout the region, erosion of traditional family systems and values, iniquitous social conventions, lack of transparency in regulations governing labour migration (both domestic and cross border), poor enforcement of internationally agreed-upon human rights standards, and enormous profits ensured by the trafficking business to the traffickers.

Anecdotal evidence suggests that through the outlawed religious practices like the 'Devadasi' and 'Jogin' systems, temple priests have used their position to traffic girls for prostitution. Traffickers sell girls to the Bedia and Bacchara communities who live in Madhya Pradesh, and the border districts of Uttar Pradesh and Maharashtra and to the Rajnats of Rajasthan , families where prostitution is traditional means of earning a livelihood.

Political commitment, legal and administrative measures

India shares a porous border with over seven countries all of which is not fenced. With the connivance of border

police on either side, it is not difficult to enter India. Political instability and economic compulsions are reasons for young girls from Nepal, Bangladesh, Myanmar and even as far Uzbekistan, to be sold to traffickers.

India does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The federal government faces several constraints and challenges in initiating tough anti-trafficking measures. In India, the states have the primary responsibility for law enforcement. The state-level authorities are constrained in their abilities to effectively confront interstate and transnational trafficking crimes.

Still many state governments (Andhra Pradesh, Bihar, Maharashtra, Goa, and West Bengal) demonstrated significant efforts in prosecution, protection, and prevention of trafficking. The overburdened courts obstruct effective prosecution and punishment. There is a need to improve coordination among a multitude of bureaucratic agencies that play a role in anti-trafficking and labour issues.

Country Response to Human Trafficking

Section 23 (1) of Indian Constitution prohibits trafficking of human being or persons. The responsibility for combating trafficking cut across different Ministries/Departments and also States as the subject of trafficking falls within the purview of both the Centre and States. The Ministry of Women and Child Development (MWCD), Government of India, is the nodal ministry, which deals with the subject of prevention of trafficking in women and children for commercial sexual exploitation. In its efforts, MWCD works closely with the Ministry of Home Affairs (MHA), Ministry of Overseas Indian Affairs, Ministry of External Affairs (MEA) and the Ministry of Labour and Employment.

The Ministry of Home Affairs deals with all the matters related to Law Enforcement, especially the provisions of The Immoral Traffic (Prevention) Act (ITPA) and specific provisions of the Indian Penal Code (IPC). In addition, the MHA has under its aegis, special enforcement agencies such as Central Bureau of Investigation (CBI), Border Security Force (BSF), and the National Bureau for Crime Records, which compiles crime statistics.

The MEA deals with issues related to international treaties and protocols dealing with trafficking, and also the care and support to victims of trafficking across borders, while the Ministry of Overseas Indian Affairs deals with the issues relating to migration, with a special focus on prevention of unsafe migration. The Ministry of Labour and Employment focuses on all matters related to the enforcement of labour laws, and rehabilitation and repatriation of child labour.

The Government of India and various State Governments have built strong linkages and partnerships with various stakeholders including civil society, NGOs, corporate sector, international organizations etc, in all its endeavours to build a comprehensive response to prevent and combat trafficking in persons, especially of women and girl children. The Government has tried to prevent and combat trafficking through multi-pronged strategies of legislations, law enforcement, rescue, rehabilitation and re-integration of victims, repatriation of cross-border trafficking victims and special measures for prevention of trafficking.

The Ministry of Women and Child Development constituted a Central Advisory Committee (CAC) for Prevention and Combating Trafficking of Women and Children for Commercial Sexual Exploitation. The CAC works under the chairpersonship of Secretary, MWCD, Government of India. The members include representatives from central ministries such as Home Affairs, External Affairs, Tourism, Health and Family Welfare, Social Justice and Empowerment, Law and Justice, State Governments, autonomous bodies such as National Human Rights Commission, National Commission for Women, Central Social Welfare Board, National Institute for Public Cooperation and Child Development, Law Enforcement Agencies such as National Crime Records Bureau, Border Security Force, Intelligence Bureau and Central Bureau of Investigation, international agencies such as UNICEF, UNIFEM and UNODC and reputed NGOs and experts. The CAC is supposed to meet every quarter to discuss major issues and strategies for preventing and combating trafficking of women and children.

The National Commission for Protection of Child Rights was established in March, 2007 to protect, promote and defend child rights in the country.

The Ministry of Women and Child Development (MWCD) formulated a National Plan of Action (NPA) to combat trafficking and commercial sexual exploitation of women and children in 1998, with the objective of mainstreaming and re-integrating women and child victims of commercial sexual exploitation in to the community. The MWCD in

collaboration with other ministries, is in the process of developing an Integrated Plan of Action to Prevent and Combat Human Trafficking with Special Focus on Children and Women.

India is a signatory to the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. It has also ratified, other related Conventions such as Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Convention on the Rights of the Child (CRC) and its optional protocols, and the SAARC Convention on Preventing and Combating Trafficking among Women and Children.

UNIFEM Programme Interventions in India

The UNIFEM programme (2006-2009) has concentrated primary focus on India, supported by continuing regional level advocacy, and building on the work in the last five years in the sub region, using multi-stakeholders partnerships developed during the first phase. The programme has been focused on improving protection of women's and girls' human rights towards the prevention of trafficking. The programme was implemented through NGO partners and networks in different states of India. Various Ministries and Departments in the Federal and State Governments, regional organizations (SAARC), Justice Institutions, Law enforcement agencies, inter-faith leaders, media, CBOs, NGOs, anti-trafficking networks and various civil society organizations were other social change agents for prevention of trafficking.

Relevance and Effectiveness

The present country report is based mainly on field visits of three Consultants and Research Team members in various states of the country during September – November, 2009. The field surveys were also conducted with beneficiary and non-beneficiary households in the source areas in various states. During visits to the States, all programme stakeholders (Please refer to Annex for details of field visits and stakeholders met) consulted provided positive feedback with regards to relevance and effectiveness of UNIFEM's programme in the country. The role of UNIFEM as an independent facilitator, who enjoys credibility and confidence of all stakeholders, including Governments and civil society was emphasized. The partnerships helped adapting programme strategies to local contexts and needs in various states.

Outcome 1: Mainstream national institutions, especially justice institutions and law enforcement agencies demonstrate understanding, leadership commitment, technical capacity and accountability to support the prevention of trafficking based on the ratified trafficking protocols, CEDAW and other international human rights instruments.

While India remains committed to UNTOC (The Palermo Protocol), greater thrust was witnessed on legal awareness, sensitization, training and capacity building of national institutions, including judiciary, prosecutors, administrative officials and police. Some of UNIFEM partners sensitized members of the parliament and state assemblies and built consensus on various measures to prevent trafficking. These efforts have brought positive changes in the mindset, understanding, commitment and leadership of above stakeholders in combating trafficking. Despite these changes, much needs to be done in order to build mechanisms for monitoring, continuous capacity building and sharing good practices in order to promote the human rights of the survivors. In the recent past, the Ministry of Home Affairs has taken initiative to institutionalize training of law enforcement agencies, judiciary and prosecutors and develop appropriate reporting and accountability mechanisms.

UNIFEM programme interventions have brought media and other civil society groups on board. The National Coalition of Media Persons against Gender Violence, Human Trafficking and HIV/AIDS is a partnership initiative of Shakti Vahini between Media and Civil Society towards strengthening and intensifying the efforts of two very important stakeholders to protect the human rights of the women and address gender based crimes. Shakti Vahini also engages the fraternity of legal professionals through Legal Professionals Network on the issue of protecting the human rights of women. IMPULSE effectively built partnership with media to generate awareness and sensitize people about trafficking.

Outcome 2: Vulnerable women and girls are able to access the judicial system and obtain legal redress for violations of their rights (violence, trafficking and other vulnerabilities that lead to exploitation).

The establishment of Legal Services Authority, Legal Aid Cells and Village Committees in several states is a positive manifestation of greater opportunities for vulnerable women and girls to obtain legal redress for violations of their rights. The community members consulted in Goa, North East, Bihar and Haryana accepted that there was greater awareness on the issues of trafficking and its negative consequences. Legal Aid Cells in Goa and Legal Services Authority in Andhra Pradesh, Assam and several other states have made efforts to reach to vulnerable sections of the society in order to ensure that they get justice. However, multiple reasons existing in the local contexts prevented women from accessing those opportunities. There is a need for capacity building enhancement of Legal Aid Cells and Community Based Vigilance Committees in terms of preventing and protective the rights of women and providing them access to legal redress for seeking justice.

Outcome 3: Improved implementation of anti trafficking laws and better coordination in human rights based interventions that seek to move women and children out of their post trafficking exploitative situations and rehabilitation work, including in border areas focusing on rights of trafficked victims.

There is evidence of achievements in the area of new or improved legislation and policies towards anti-trafficking measures at national and state levels. UNIFEM programme has contributed significantly in enhancing the knowledge, skills and capacities. UNIFEM partners in collaboration with UNODC, Ministry of Home Affairs (MHA), Ministry of Women and Child Development (Centre and States) and police departments in states organised several training and capacity building programmes to help police in conducting raids under the national laws and book traffickers under appropriate sections. Similarly prosecutors were trained to gather the evidences effectively and prepare cases which would result in successful convictions. Some of the outcomes of such orientations and training have been successful. In case of Andhra Pradesh, Maharastra and Goa, the results indicate significant changes in the actions adopted by police after training. But there is a long way to go to ensure effective implementation of laws in the country. Majority of the people interviewed responded that sufficient legislations were available to tackle the problem of trafficking. The problem lies at the level of implementation.

An overlapping was found in selection of programme interventions, stakeholders and activity areas of several agencies, which need to be addressed through better coordination. Similarly, UNIFEM has to continue enhancing the capacity of existing community based vigilance cells in the border areas and set up new ones, especially in trafficking prone areas.

Outcome 4: Improved capacity for providing shelters with well-trained care-givers and quality care and services that implement minimum standards of care and support so as to enhance the efficacy of return/reintegration of trafficking of victims/survivors to their Home, States or Villages to prevent re-trafficking and second generation trafficking.

First, there is lack of shelter/transit homes for trafficking survivors that can provide comprehensive care and services. This is a major constraint for NGOs and law enforcement agencies that seek to move women and children out of their post trafficking exploitative situations. Inadequate mental health support services make it essential for UNIFEM and other agencies to upscale mental health response capacity enhancement. Obviously there is need to enhance capacity of providing shelters and also that of care givers.

In Andhra Pradesh, advocacy with the Government by UNIFEM partners and other stakeholders has resulted in constitution of a Draft Committee for preparation of the State level policy on "State Rescue & rehabilitation policy for the girls/Woman in sex trafficking". Prajwala has established successful and replicable model for prevention of second generation trafficking, addressing integrated psycho-socio issues. Tamilnadu and Kerala adopted the model. Prajwala has also developed common minimum standards on second generation trafficking prevention. This is recognized by AP Govt. STOP and Prerna has demonstrated effective rehabilitation and reintegration strategies through shelter homes and empowerment of victims through innovative vocational skill training.

There is a need to develop an integrated plan of action for rehabilitation in collaboration with different Ministries, Departments and Agencies. Greater education, vocational skills training, health and employment opportunities need to be created for trafficking survivors.

Challenges

- Project based and time bound interventions do not always bring long-term change in trafficking prevention. The UNIFEM support has been fund centred, not need based in many cases.

- Project timelines have been found unrealistic in few cases. IMPULSE asked UNIFEM to change the time line of media campaign to avoid collision with other programme intervention and effective implementation.
- Overlapping has been found in programme interventions (police training) of UNIFEM and UNODC. There is a need to assess comparative advantages of various agencies and build common platform for working together.
- Frequent transfer of officials in the police and border security force has been a major constraint in effectively preventing the trafficking. One time, short term training programmes are of little significant. The process of training and capacity building has to be continuous and should be institutionalized in collaboration with the Government.
- Efforts are required to build capacities of NGO partners and networks to sustain the benefits/results of the programme interventions. There is also need for sharing good practices and experiences among the partners and networks.

Suggestions for Future

- The responses for prevention of trafficking need to be comprehensive, long-term and cross-cutting involving multi-stakeholders. Linkages and synergies need to be established between policies, actions, stakeholders and areas.
- Facilitating a process of participation and ownership in planning, strategies and outcomes through broad-based partnership with civil society and development partners (government, media, legal professional, external donors and UN agencies) is necessary to sustain the change.
- Mapping of all dimensions involved in internal and cross-border trafficking and vulnerable sections of society and geographical areas is required to develop effective strategies.
- Efforts for developing and strengthening networks and communities across borders need to be upscaled in order to tackle cross border trafficking.
- Training and capacity building process need to be institutionalized and owned by the State agencies.
- Programmes need to be supported for developing alternative livelihood opportunities for vulnerable communities in order to prevent trafficking, second-generation trafficking and integrating trafficking survivors into the families and communities.
- Strengthening the engagement and involvement of media, faith based groups, young boys and girls in anti-trafficking initiatives will help in extending outreach and impact of the programme.
- It is needed to strengthen programme interventions promoting women's rights to migrate for better opportunities and therefore to make it safe, secure and rights based, reducing the risk of trafficking. Initiatives like Ankuram's work of organizing the migrant construction woman workers for prevention of unsafe migration through AP Mahila Valasa Kulila Sangham – first women trade union of construction workers should be supported.
- Sharing of good practices and experiences among partners and networks need to be institutionalized.

Annexure (C)

Nepal Country Report

Context

Nepal is the country of origin for trafficking in women and children. The largest volume of trafficking exists in the form of cross-border trafficking in young women and children from mountain and hills of Nepal to India and the Middle East for commercial sexual exploitation or forced marriage, as well as to India and within country for involuntary servitude as child soldiers, domestic servants and circus entertainment or factor workers. They also migrate willingly - though sometimes illegally - to Malaysia, Hong Kong, Thailand, Israel, South Korea, the United States, Saudi Arabia, United Arab Emirates, Qatar, and other Gulf states to work as domestic servants, but some subsequently face conditions of involuntary servitude such as withholding of passports and other restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Despite the Government of Nepal's ban on traveling to Iraq for work, some Nepalese got allured to promises of jobs in Jordan or Kuwait and traveled there, and were later deceived and trafficked into involuntary servitude in Iraq.

In the past, victims were recruited mostly from villages and rural areas; however, according to reports, in recent years victims are more frequently lured from restaurants, discos, and factories in Nepal's cities and towns.[1] Government officials suspect that organized crime groups and marriage brokers are the primary traffickers in Nepal and state that parents, relatives and other acquanitances of trafficking victims are sometimes complicit.
Another new trend is the rise in internal trafficking from rural to urban areas for prostitution. Years of conflicts and insurgency had adverse affect on young girls and women, who were left vulnerable to fall prey to trafficking to big cities like Kathmandu, Birganj, Nepalganj, Pokhara etc. to end up in dance bars and massage parlours and became victims of flesh trade. The Maoist insurgency used violence to wrest control over remote areas of Nepal from the government; many trafficking victims originated from those areas. The Maoist insurgents took girls and boys from their families and forced them to become conscripts or sex slaves. NGOs estimate that 10,000 to 15,000 Nepali women and girls are trafficked to India annually, while 7,500 children are trafficked domestically for commercial sexual exploitation.

Socio, Cultural and Economic Context

A number of studies have mentioned socio-economic factors as major determinants of trafficking in Nepal. A multitude of factors such as poverty, lack of education, social discrimination, dysfunctional family structures, demographic factors, along with the lucrative nature of the prostitution business have been identified as major causes for the increasing trend in trafficking in women and girls in Nepal.

Hinduism defines the culture of Nepal—social order is determined by caste. The status of certain ethnic groups and women are easily identified as being subordinate through the social interactions of different castes. Despite the Constitution's guarantee of equality between men and women, women have a low position within Nepali society.

The status of Nepali women depends upon the social and economic positions of the men in their household—fathers and husbands. The majority of Nepali women live as per the traditional roles. Thus, they are expected to do all the household chores, fetch water, do farm work, and raise the children. Although women work much longer than men do, their economic contributions go largely unnoticed. Also, girls have limited access to education and health care and are more susceptible to malnutrition, poverty, and illiteracy. The lack of economic alternatives for girls and ingrained cultural beliefs regarding gender roles makes young girls particularly vulnerable to trafficking. Studies have indicated that to get rid of the poverty stricken economy of the household the women and girls are always in search of economic opportunities within and outside the country. The pimps hit in this vulnerability of poverty.

1. Rema Nagarajan, "No Red Lights on This Road to Hell," *Hindustan Times*, 27 January 2002.

Political commitment, legal and administrative measures

Nepal has signed almost all human rights related global documents. But, there is still lack of political commitment, which has resulted in poor or lack of enforcement of laws. Administrative measures are weak and corruption prevails. Government efforts with regard to rehabilitation programmes are less effective. The geographic and cultural proximity of Nepal to India ensues in an almost unattainable border management and the government of Nepal alone, without cooperation of India, can do nothing better.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it has made significant efforts to do so. Effective implementation of anti-trafficking policies is hampered by political instability and limited resources. The absence of local government in rural areas as a result of the decade-long insurgency has increased the risk of trafficking while constraining the government's efficiency. Additionally, trafficking-related complicity by government officials remains a serious problem in Nepal.

Country Response to Human Trafficking

In view of the growing magnitude of the problem and the concern for safeguarding basic human rights of ordinary people in Nepal, there have been concerted efforts to tackle the problem of women and children trafficking. These include the reforms of legal frameworks adherence to international obligations to suppress trafficking, consolidation of institutional mechanisms, NGO and INGO initiatives and rescue and rehabilitation of trafficked victims and cross-border interventions. In spite of such efforts, the rate of trafficking continues to rise in Nepal. Much has to be done to bolster the implementation aspect of such efforts.

Nepal adopted a national policy to combat women and child trafficking and their sexual exploitation, to uplift their socio-economic status and to prevent, protect and rehabilitate the victims of trafficking. The enactment of the Human Trafficking Control Act in 1986, the State Cases Act of 1993, and the Elimination of Offences in Person (Crime and Punishment) Act of 2000, have all sought to prohibit and prevent trafficking activities in the country, with severe punishment for the offenders. The government instituted an interagency National Task Force Against Trafficking that includes representatives from the police and NGOs. As a pilot program, the government established Village Vigilance Committees in some districts to train local residents to recognize trafficking and alert authorities. The National Judicial Academy, an annex of the Supreme Court, provided training to judges, government attorneys, and other court staff on proper prosecution of trafficking cases.

In January 2005, Nepal negotiated and initialed an extradition treaty and an Agreement on Mutual Assistance on Criminal Matters with India. Nepal has also established a Documentation and Information Center (DIC), which tracks trafficking cases at the district level. Nepal should take measures against some immigration officials, police, and judges suspected of trafficking-related graft and corruption.

In July 2007, the Government of Nepal enacted a comprehensive anti-trafficking law—the Trafficking in Persons and Transportation (Control) Act (TPTA), which prohibits all forms of trafficking in persons and prescribes penalties ranging from 10 to 20 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other grave crimes, such as rape. In August, 2007, Nepal also enacted a new Foreign Employment Act, which criminalizes the acts of both agencies and individuals sending workers abroad based on false promises and without the proper documentation. Chapter 9, titled “Crime and Punishment,” defines fraudulent labor trafficking and prescribes penalties of three to seven years' imprisonment for those convicted.

Nepal is a party to several international instruments to curb trafficking. These include the Convention on the Suppression of Trafficking and the Exploitation of the Prostitution of Others, 1949, Convention on the Elimination of all Form of Discrimination against Women, 1979 and the Convention of Rights of Child, 1990, among others. On a regional level, Nepal as a member of the South Asian Association for Regional Cooperation (SAARC), has strongly supported regional instruments such as the SAARC Convention on Regional Arrangements on Child Welfare in South Asia, as well as Regional Convention on Combating the Crime of Trafficking in Women and Children for Prostitution, which has been signed by all the SAARC member states.

An important step taken recently by the National Human Rights Commission and the Ministry of Women, Children

and Social Welfare is the establishment of the Office of the National Rappporteur on Trafficking in Women and Children. This is in line with the recommendation of Beijing +5 Outcome Document 2000, which among other things calls on government to have a national Rapporteur on Trafficking. National Task Force on Trafficking has also been formed.

UNIFEM Country Programme in Nepal

Key Programmes

- Prevention of Trafficking of Women and Children at Cross Border Level – A regional project 2001-04.
- Beyond Trafficking a Joint initiatives in the Millennium against Trafficking in Women and Girls, JIT (HMG/Nepal and UN System in Nepal).
- Reduced Trafficking Vulnerability of Women and Children at Cross-Border Level, joint programme with the Government of Nepal and UNIFEM (October 2006 to September 2007).

Major Interventions

- Review of effectiveness of existing laws and institutional mechanism to combat trafficking of women and children in Nepal.
- Review of the SAARC Convention from human rights perspective and 23 recommendations included into the report of the SAARC Secretary General.
- Advocacy for establishment of National Rapporteur's office in NHRC and its institutionalization.
- Sensitization orientation trainings to judiciary, various line ministries and police.
- Network formation and expansion of Inter faith leaders, Peace Media Network, Secretariat of MenEngage Alliance Nepal Country Group Network at UNIFEM-PON
- Media advocacy and awareness
- Development of media guidelines for promotion of rights based journalism
- Establishment of a Resource Centre with more than one hundred members
- VAW and trafficking included in the regular curriculum of National Judiciary Academy.

Key Achievements

- Passing of Human Trafficking Control Act 2007 and its Regulation for the implementation of the ACT.
- Marking Anti Trafficking Day initiated since 2007 (September 6, coinciding with the date that Nepal ratified the SAARC Convention on Prevention and Combating Trafficking in Women and Children for Prostitution.
- ONRT at NHRC institutionalized – issue of trafficking incorporated on the work plan of NHRC and the annual report since 2005.
- Trafficking issue for the first time on the Tenth Development Plan followed by in Interim Plan and Interim Constitution.
- Provision of In Camera Hearing, guidelines developed with National Judiciary Academy.
- Gender sensitive land mark judgements.
- 18 point national policy to combat trafficking adopted, substantiated and made operational by formulating `National Plan of Action against trafficking in children and women for sexual and labour exploitation'.

Relevance, effectiveness, efficiency, impact and sustainability

- UNIFEM programme intervention in Nepal has been relevant, effective and efficient. The programme was developed to address the specific needs and challenges on trafficking in the country. UNIFEM looked into law, which was blind on trafficking from gender and human rights perspectives earlier. UNIFEM brought that perspective into law. UNIFEM's move was strategic as there was no discussion on trafficking earlier. The programme was effective as it sensitized political leadership, media, enforcement agencies and judiciary. Police and judiciary have better understanding and perspective after the training.
- UNIFEM contributed in making trafficking a national issue. The problem of trafficking sought attention from high levels of policy makers and is difficult to fade away. The trafficking of women and children came on the political agenda of the country through awareness building, advocacy and networking.
- Every organisation functions under its mandate and gender is often forgotten. UNIFEM is the only organisation

that looks into gender comprehensively and intensively. Also, the linkage UNIFEM has both with the grassroots and the policy level is its added value.

- The programme objective of Unifem in Nepal was to establish rights based legal framework in the country. This objective was met. UNIFEM was integral part of the process of bringing out laws on trafficking and domestic violence. UNIFEM changed the mind set of various stakeholders.
- UNIFEM supported development of network (NNAGT) against trafficking and strengthened capacities of network members. The network started with 9 members has 137 members in 37 districts in the country today.
- The Resource Centre developed with support of UNIFEM has over 100 members today and contributed in dissemination of information.
- Consulted stakeholders acknowledged that UNIFEM enjoyed the respect of all, including the Government. UNIFEM is the first point of reference on any issue related to trafficking. The partners not only relied on UNIFEM for financial support, but for technical support also.
- The stakeholders expressed that Unifem's support was for a short time – for sporadic activities, which might not allow programmes to show sustainable results and outcomes. The suggestion was made for support with an objective to strengthen stakeholders' capacities to be self sustainable. The benefits from few processes initiated by UNIFEM will not sustain if these are not continued. This includes training of the judiciary and police, institutionalization of the Office of the National Rappporteur on Trafficking in Women and Children and monitoring.

Suggestions for Future

- What is left to achieve is effective implementation of the new anti-trafficking law – ensuring victim's rights to justice through victim's protection programme, in-camera hearings, compensation, adequate punishment to perpetrators, and sensitivity to victims in police and courts.
- Further research is required to understand the emerging issues and trends on trafficking.
- A stakeholder commented, "UNIFEM starts fabulously, ends fabulously but does not follow up fabulously". Long term strategic planning for UNIFEM is strongly recommended. There is a feeling that small projects will hardly yield any sustainable results. A proper assessment and understanding is necessary before an investment is made. Further, UNIFEM should have an exit plan in place so that stakeholders took ownership in given time frame and UNIFEM withdrew gradually. It is necessary to enter and exit into a partnership with well defined plan and strategy. Lack of monitoring and strategic planning are two major gap areas.
- UNIFEM should continue to work at what it is good at – working on legislation with state actors – implementation of new anti-trafficking act. Unifem supported in developing in-camera hearing guidelines. There should be efforts to inform judiciary on guidelines so that in camera hearing is carried out in courts so that women feel secure and confident in talking about their issues. Besides strengthening the roles of police, judiciary etc. Orientation and training of police should be on continuous basis. Efforts should be made to strengthen the role of National Human Rights Commission for monitoring role. UNIFEM should look into strengthening the roles of various institutions.

Annexure D:

Advisory from Home Ministry, GOI

F.NO.15011/6/2009-ATC (Advisory)
GOVERNMENT OF INDIA/BHARAT SARKAR
MINISTRY OF HOME AFFAIRS/GRIH MANTRALAYA
NORTH BLOCK NEW DELHI /CS DIVISION

New Delhi, the 09.09.2009

OFFICE MEMORANDUM

Subject: **Advisory on Preventing and Combating Human Trafficking in India**

Introduction:

The Trafficking in Human Beings (THB) is a crime committed in order to target, lead or drive a human being into an exploitative situation with the aim to make profits. Such exploitation may take many forms, for example commercial sexual exploitation, child labour, forced labour, bonded labour or illegal organ removal etc. The country is witnessing cross-border as well as internal (intra-country) trafficking.

Human Trafficking and Indian Laws:

Trafficking in Human Beings (THB) is prohibited under the Constitution of India under Article 23 (1). Following specific legislations deal with Trafficking in Human Beings (THB)

- Laws relating to trafficking in women and children being administered by the MWCD (wcd.nic.in)
  - i. Immoral Traffic (Prevention) Act, 1956,
  - ii. Prohibition of Child Marriage Act (PCMA), 2006.
- The "Bonded Labour System (Abolition) Act, 1976", being administered by Ministry of Labour and Employment (labour.nic.in), provides for abolition of the system of bonded labour and the rehabilitation of released labourers. Child Labour (Prohibition and Regulation) Act, 1986 is also being administered by Ministry of Labour.
- Further, commercial dealing in human organs is a punishable offence under the Transplantation of Human Organs act, 1994, being administered by Ministry of Health and family Welfare (mohfw.nic.in). The appropriate authorities appointed under the Act are responsible and empowered to check the illegal activities of human organs traffickers.
- Specific Sections in the IPC, e.g., Sections 372 and 373 dealing with selling and buying of girls for the purposes of prostitution.

'Public Order' and 'Police" as per the 7th Schedule of the Constitution of India, are State subjects and, as such, detection, registration, investigation and prevention of crime is primarily the responsibility of the State Governments. However, Central Government supplements the efforts of the State Governments by providing policy guidelines, financial assistance for modernization of the State Police Forces in terms of weaponry, communication, equipment, mobility, training and other infrastructure under the Scheme of Modernization of State Police Forces.

A working Group comprising of Directors General of Police of some of the affected States was constituted in 2004 by MHA to study the issues relating to cross border trafficking. The recommendations of this group were sent to the State Governments and they were advised to evolve a comprehensive strategy for effectively dealing with the problem of trafficking. Also an

"Integrated National Plan of Action to Prevent and Combat Trafficking in Human Beings Specially Women and Children" (*nhrc.nic.in/planofaction.doc*), which has been worked out through a consultation process of all related Ministries and other stakeholders, has been adopted by Government of India in the Ministry of Women and Child Development. This plan deals with all aspects of prevention, rescue, registration of cases, investigations, prosecution, conviction, cross border trafficking issues, rehabilitation, repatriation and reintegration of victims etc. Based on these the recommendations of DGPs and the integrated action plan stated above the State Governments may evolve a holistic approach towards combating Trafficking in Human Beings (THB), encompassing all aspects of prevention, rescue and rehabilitation. Convergence should be adopted between various state departments and stakeholders for effective of handling of crime of Trafficking in Human Beings (THB).

Following key points of advice have been worked out in collaboration with the related Ministries of Women and Child Development, Labour and Employment, and Health and family Welfare where the assistance/ action by the State Government/ Police would be required for the effective implementation/ enforcement of laws relating to Trafficking in Human Beings (THB):

1. **Constitution of the State Advisory Committee for Preventing and Combating Trafficking of Women and Children for Commercial Sexual Exploitation.**

   According to the Supreme Court order dated 2/05/09 (Vishal Jeet Vs Union of India), every State Government should set-up a State Advisory Committee for Preventing and Combating Trafficking of Women and Children for Commercial Sexual Exploitation. Ministry of Women & Child Development (MWCD) has already issued an advisory in this regard to all the State Governments. .

2. **Implementation of Immoral Traffic (Prevention) Act (ITPA), 1956.**

   2.1. Since ITPA is the main Act that can be used to book trafficking for commercial sexual exploitation, its implementation is essential for counter-trafficking. Under Section 23, the State Government may, by notification in the Official Gazette, **make rules for carrying out the purposes of the Act.** Such rules may be formulated, notified and intimated to MWCD with a copy to MHA.

   2.2. Under Section 13, the State Government may **appoint 'Special Police Officers (SPOs)'** and the 'Non-official advisory bodies' to advise the SPOs for dealing with offences under the Act.

   2.3. Under Section 21, the State Governments may set-up 'Protective homes' and 'Corrective institutions' for ensuring proper implementation of the provisions of the Act. **The information regarding these homes may be circulated to all Police Stations and officers dealing with the trafficking cases.**

   2.4. Under Section 22-A, the State Government may, by notification in the Official Gazette, and **after consultation with the High Court, establish one or more Courts** for providing speedy trial of the offences under the Act.

   2.5. It is generally noticed that sections 8 and 20 of ITPA, which focuses on the victims, are more often invoked as a result of which the victim is re-victimized and the exploiters are not punished. It is, therefore, advised that sections 3, 6 and 7 which pertains to pimps, brothel owners, clients who are actual perpetrators of the crimes need to be invoked rather than sections 8 and 20. **Law enforcement agencies need to adopt a victim centric approach in the investigations.**

present status sent to this Ministry within a month.

12. This advisory is being issued in consultation with the Ministry of Women and Child Development and Ministry of Labour and Employment.

The receipt of this letter may kindly be acknowledged immediately.

Yours faithfully,

(Nirmaljeet Singh Kalsi)
Joint Secretary to the Government of India
Ministry of Home Affairs, North Block
New Delhi - 110001
Tel. No. 23092630

To,

The Chief Secretaries &

The Principal Secretary / Secretary (Home)

All State Governments and Union Territory Administrations – for information and necessary action.

Copy for information and necessary action to:

i. The DGs / IGs (In-charge of Prisons)/ - All State Governments / UTs for information and necessary action.
ii. Ministry of Women and Child Development (Mrs. Manjula Krishnan, Advisor & Joint Secretary, MWCD, Ms. P. Bolena, Joint Secretary) Shastri Bhawan, New Delhi.
iii. Ministry of Labour (Shri S.K. Dev Verman, Jt. Secy.), Shram Shakti Bhavan, New Delhi.
iv. Ministry of Social Justice and Empowerment (Sh. D.V.S. Ranga, Joint Secretary), Shastri Bhawan, New Delhi.
v. Ministry of Overseas Indian Affairs (Shri G. Gurucharan, Jt. Secy.), New Delhi.
vi. Ministry of External Affairs, (Joint Secretary SAARC and Joint Secretary UNES) South Block, New Delhi.
vii. Chairperson, National Commission for Women, 4, Deen Dayal Upadhyaya Marg, New Delhi-110 002.
viii. Chairperson, National Commission for Protection of Child Rights, 5th Floor, Chandralok Building, Janpath, New Delhi-110 001.
ix. Chairperson, National Human Rights Commission, Copernicus Marg, New Delhi.
x. Director General, NCRB, RK Puram, New Delhi.
xi. Director General, BPR&D, New Delhi.
xii. Director General Border Security Force, New Delhi
xiii. Director, CBI, New Delhi.
xiv. JS (UT)/ JS (NE) /JS (K), MHA, North Block, New Delhi.
xv. Under Secretary (Parliament), MHA, North Block, New Delhi.

(Nirmaljeet Singh Kalsi)
Joint Secretary to the Govt. of India

Case Studies

Annexure: E

Case Studies

A Repatriated Victim

This is the story of Mana (name changed) from the Chapainababganj in Shivganj area of Bangladesh. A sleepy remote village situated in the Indo-Bangladesh border consisting of about 250 families. The village is in the grip of utter poverty. Parents with daughters of marriageable age look out for prospective grooms who would marry their daughters without a dowry.

Soon Mana was married off by her parents who found her a perfect groom from across the border and was so kind and would not take any dowry. Soon Mana realized the hell in which she was. She was supposed to entertain the friends of her husband every single day and was sexually exploited. Caught amidst aliens she had no way of escaping.

After a couple of years she managed to run away from the place where she was a captive. She ran and ran crying profusely along the roads of Delhi and got into the first bus she saw. She was lucky to bump into a lady who took Mana to her home. She stayed there for a month until the lady got her in touch with an NGO who helped to repatriate her.

ACD in Bangladesh helped her in the rehabilitation process and gave her a cow. She is very happy with her cow and now lives with her 12 year old son who studies in the school. She remembers her bitter past 10 years ago. Her small thatched hut opposite to her parents barely has space enough for her, her son, her cow and the calf. It was pouring cats and dogs at the time of field visit and her hut was leaking from the roof. Her few belongings were all drenched. Mana requested us to get her roof thatched so that she could at least hide herself from hail, storm and rains.

It is almost ten years since she is back but bitter memories still haunt her.



Mana's Village in Shivganj

Awareness Campaign – Kishori Group, Bangladesh

Attending a Kishori group meeting was the most pleasant experience. With twenty members the group headed by Ms Halima of ACD, Bangladesh. We sat huddled together under the tree in Roshan Chowk. This group consisted of young girls who were made aware and visited door to door enquiring about any stranger in the village or of anybody who is getting married or of any child marriage that takes place. They spoke about how two small boys, 4 and 5 years in age were being taken away but one of these little ones managed to run and return home. However the other boy never returned back.



Mohammed Tohidul Alam, the Program Officer from ACD, Sagorpara, Rajshahi stated that besides Kishori group they create awareness through cultural programmes, adolescent groups under the Presidentship of Wahidudzaman Rana (consisting of 20 young men under the age of 18 to 19 years) was formed in 2007 and also through cross border networking who identified the route, traffickers and the corrupt BDR officials. There are counter trafficking committees consisting around 24 members. Media has also been contacted at various levels.

Besides the media which has covered many of the programmes at length, district level workshops for Parliamentarians was also held. Two of the MPs in Chapainababganj who were women also attended this training programme. They however are still to raise their voices and have been MP for the last six months. The food Minister of Bangladesh ha salso attended the national level meetings. Advocate Shoukat who is a MP also is familiar with the ACD training programme.

Lawyers such as Advocate Azizullah, Saifur Islam Raza, and Munir-ul-Islam from Chapainababganj also attended the training.

Questions were raised in Parliament during the period of Khalida Zia, following which anti-trafficking committee NGO representative was ACD.

Vigilance Committee, Indo – Bangladesh Border

In the Shivganj area situated only four kms away from the border is a very remote area with a stretch of 35 kms border with India. A baseline survey by ACD revealed in 1995 that this is a rich potential area as it is not only a source area but a transit area as well. In 1995 there were 55 to 56 women who were trafficked in the name of marriage. In the Bholaghat area the border is almost at zero point with only river Mahananda which is as narrow as a drain separating the two countries. This is a frequently flooded area and land disputes are a common scene. Its very difficult to guard and check such an area where victims are trafficked using boats. These boats use the flags to distinguish the countries. So using the respective countries flags it is very easy to traffick humans as well as goods.

Members talked to

1. Dr Mohammed Abdul Matim (popularly called Bokul doctor)
2. Mohammed Iqbal Hussain, (an Imam and a Madrasa teacher)
3. Mohammed Khairul Islam, Member of Union Council Ward No 2

Bokul doctor was middle aged and lived in the border area barely one km away from the border. He revealed how he single handedly caught six trafficked victims together. He immediately informed ACD who contacted the BDR. Till date he has stopped about 16 to 17 trafficked victims from crossing the border out of which about three were girls but the rest were eight to ten year old boys. He said he has stopped people going on motorbikes. Asks them to come to his shop, offers them tea and informs the ACD local office who immediately arrive on the spot within a few minutes. Doctor Bokul said that it is usually the trafficker who goes first. Then the victim goes after a few minutes gap. They seldom go together. Victims don't realize they are being trafficked. So it's always with consent. That is why the Police register them usually as a case of illegal border crossing. The BDR and the BSF hardly play the role of watch dogs. They hardly bother to help according to him.

According to Mohammed Iqbal hussain, the BDR and the BSF are corrupt and let the traffickers go across because of money. He has been working in association with ACD since 2000 to 2007 in an area called Kapratala which is about one km from the border. Children were taken away by tempting them of food. The maximum catch according to him was in the years 2003 to 2006. He stated that they have about 37 to 40 people in each village in the area. Now this border was tough and traffickers do not use this border much.

Mohammed Khairul Islam was of the opinion that ACD should share the number of traffickers that have escaped the thana (police custody). He said “It's a big network and the middlemen must be exposed. We are unable to do much without more support. We are just alert but the judiciary and police need to be strengthened.”

They all were of the opinion that projects end so quickly sometimes right in the midst of an important phase but trafficking does not end. So we can't stop our work. We continue in spite of several hurdles.

Experiences in the Shelter Home, ACD, Bangladesh

The ACD Shelter Home is a large well ventilated place housing almost 32 girls and 12 boys. It consists of 12 staff members. All were women excepting one. There are peer groups with three advocates. Councilors were available, if necessary. Most of the inmates were in the age group of 6 to 18 years of age barring a few exceptions.

With large rooms there was enough space for vocational skills and other activities. Out of all the inmates about 15 members is already attending formal school including three who are going to appear in the secondary examination. In 2006, the shelter home witnessed lots of trafficked victims which drastically reduced in 2007. By the year 2008, the trafficking cases got enhanced once again.

Some of the girls danced and were at par to professionals. Kolkata Sanved from Kolkata had trained these children and they had been abroad to Norweigh, Brazil and other places displaying their newly acquired talent, i.e., dance therapy.

A young mother had just arrived and refused to mix up. She was carrying a baby boy in her lap and a small girl sat next to her. Apparently they were both her children. She was to be repatriated back to India.

The inmates were of various age groups. They looked happy and were excited to see an outsider amidst them that night. The interaction among the children showed that many of them were from Bangladesh itself. It indeed seemed like one family.

Experiences in the Shelter Home, BNWLA, Bangladesh

The shelter Home of BNWLA in Bangladesh was actually an old age home of the govt which was converted into a shelter home and was under the care of BNWLA. It was a huge complex sprawled close to BNWLA office. Eid was just over and it was shocking to find tiny boys aged 4 or 5 years old all playing in one of the halls with their toy cars.

Upon speaking to some of them, I learnt that there were 117 children rescued recently who were trafficked as camel jockeys. They had a blank expression on their face and looked apprehensive. There were no smiles on their lips and played more or less with a mechanical effort. I was informed they were new and hence are still under trauma. Many of them had injury marks on them. Some of them were unable to walk.

The staffs were polite and were kind enough to explain the daily routine of the children and the vocational activities undertaken.

Domestic Women Workers Convention in Mumbai th8 January 2009. The Convention was highlighted as "Victory Campaign" to cheer the success of the Maharastra Domestic Workers' Movement, for its tireless efforts to move the government to pass the Domestic Workers Welfare Board Bill. The bill ensures social security provisions such as pension, provident fund, gratuity, health insurance to the workers and education for the children of the workers and will benefit 12-15 lakh domestic workers in the state.



Training in Catering at the Taj Mahal Hotel

The reputed Taj Mahal hotel agreed to train some girls in catering, with the chef as the chief trainer. When the opportunity was offered to the girls, 10 of them came forward. The Taj Mahal hotel offered to accommodate 8 girls in the training programme. The course period was fixed at 15 days beginning from the st1 of September, 2006, for 3 hours each day, between 3.00 p.m. to 6.00 p.m. . A pre placement visit was organised and the DOs and DON'Ts shared with the trainees. It was felt that a lot of preparation was required as the host was a five star hotel, to the workings of which the girls were totally new.

Over the next 14 days, the girls were alternatively taught a few dishes on one day and given the chance to make the dishes on the next. Following this process, the girls learnt to make Sambhar, Chatni, Masala Dosa, Uttappam, Potato Sabji, Upama, Onion Poha, and other Indian dishes. The process was not without problems – initially there were complaints of indiscipline, late arrival as well as misuse of raw material. However, the final outcome was positive and the training was concluded successfully.

Victims as petrol fillers: rehabilitating victims with the support of BPCL

This was a very successful venture as far as placements are concerned. Twenty seven girls were trained by Bharat Petroleum as petrol fillers. The BPCL was willing to absorb them all in its labour force. Today some of them are working as fuel fillers in the Company owned petrol pumps. The girls were first trained for a month and later placed at a location either near their current residential address or one easily commutable from there. They earn Rs. 3000/- p.m. besides ESI and Provident Fund. Some of the trained girls have moved out of Mumbai. Nine of them are still working in Mumbai. Two other petrol pumps requested Prerana for girls for their pumps, signifying recognition of the hard work put in by the girls and visibility accorded to the initiative itself. BPCL has also shown interest in starting an All Girls' petrol pump as and when the girls are ready for it. During the training period BPCL gave a stipend of Rs. 1000/- p.m. to the trainee girls.

This training was conducted in late 2005 and in 2006.

Fashion Garments Production: Prerana combines forces with NIFD and IOM to rehabilitate trafficking victims and their children

For the specific purpose of rehabilitating victims/children of victims, the Pratishtha training centre was set up by Prerana with the capacity of accommodating 25 girls, in Navi Mumbai in 2006. CRS sponsored the entire cost of setting and running of the Centre. 23 girls were trained in the first batch by the renowned National Institute of Fashion Design (NIFD). The ground work was done by IOM by approaching the Institute for the training. IOM paid for the tuition fees to the Institute, the raw material, as well as the machinery. After their training the girls were taken into the Fashion Garments Production Unit of Prerana. A tie up has been made with IOM to source the initial orders for garments by contacting the local fashion houses.

In all 23 girls were trained and there were no dropouts during the training. Of the 23 girls trained in the Pratishtha Training Centre, 6 got jobs in outside boutiques, two got married and settled. The others have migrated to their native places. Twelve continue to be with Pratishtha where they design and producing clothes.The girls put up sales in exhibitions, fairs, offices etc. They have also got orders to make men's shirts, school uniforms, aprons, fancy bags, etc.

Leela (name changed) from Gaya district was married to a local groom. For some time everything went off smoothly. However, after some time, her husband's behaviour towards her changed. Her husband asked Leela to establish an illicit relationship with his friends. A reluctant Leela complied. One day her husband came with five persons. They consumed liquor. After that Leela was mass raped. Leela complained to her husband's elder brother about the demands made by her husband. Instead of showing sympathy, Leela's brother-in-law drove her and her husband out of the house after the incident. Her husband took her to a person's house on the pretext of getting her a job. He told her that she was to serve here, while he searched a job outside. Later, Leela learnt that she had been sold off by her husband. She was sexually exploited even as she waited for her husband to come back.

K was just 15 years old. Hailing from an orthodox Muslim family, K was not allowed to venture outside her home or go out to any place. The few times she ventured outside her home was with her own mother-who worked as a maid and domestic help. Her father was an agriculture labourer. The family faced financial hardship. At times when K's mother fell ill, she had to do all the work-both at home and the place where her mother worked as a maid. During this period she developed friendship with a boy hailing from an adjoining village. The boy gave financial support to K and was able to gain her confidence. K was illiterate and she began to think that she was about to get a new life from her new friend. Her father and mother did not intervene with her friendship with the boy as the family was receiving financial help from the boy. The boy's name was Abdul Hakim. One day Abdul Hakim eloped with K one night in 1990. Till date there is no trace of either Abdul Hakim or K. The villagers are unaware about their whereabouts. It is being argued that had K been mentally and physically stable, she would have at least informed her parents about her whereabouts.

Ms. Y, aged 26 years, is from Warangal district. Unable to bear the violent behaviour of her husband, attempted twice to commit suicide .as things did not improve, she separated from her husband. Her parents did not support her decision. So they ask her to get out of their house. Under such circumstance, she migrated to Hyderabad with her 10 year old son. In the slum where she started living, there is no one to support her. Those who wish to help her will do so with an evil eye. One day she was interrupted m by drunkard men when she was going to work with her 10 year old son. When she tried to escape, they attacked her. They did not even heeded the pleas of her son (with folded hands) not to hurt her. Moreover during scuffle, she suffered heavy blow on her face. She, however, managed to escape. After the incidence, as the injury was severe, she could not open her mouth to eat food or to express herself on the incidence. The trauma undergone by Ms. Y and the child was unimaginable- and not to question how is it going to affect her son in future. She says t, her son is leaving with insecure feelings-so he is not interested to go to school and always wants to stay with her. All her efforts to send him to school were futile.

Born in a poor Muslim family in Peleru, Chittoor Dist of Andhra Pradesh, instead of going to school Shamim worked with her parents who were landless labourers. Her family of eleven consists of six sisters and three brothers. On the assurance of a maternal cousin, 12 year old shamim was married to Ayub who worked in delhi. “Even though I was young I felt very happy to get married as they gave my parents a lot of money and took care of marriage expenses.” After the Nikah, Shamim and her husband accompanied by the cousin left for delhi. On reaching New Delhi station Ayub asked Shmim to stay with her cousin till he made arrangements for family accommodation. Her cousin's house turned out to be a brothel on G.B. Road. Shamim's ordeal began the very next day when she was asked to cater to customer. She then came to know that she has been sold for the sum of Rs. 40,000/-. After interacting with other girls she realised that her husband had married 12 times that year alone. Her resistance to be initiated was met with a lot of beating and starvation. After seven days of struggle Shamim gave-in. Today Shamim has been in this profession for thirty years. It took her eight years to be released from the bondage. Every now and then she sends some money to her family. Her son (from a lover) who is studying in a residential school is her only hope in life.

Vijiya is 19 year old, married and with a 2 year old child. Her family had no work since the long drought denied them the agricultural work that they depended upon for a living. In their desperation, they agreed to an offer of a job for Vijiya as a domestic help in Mumbai. The family sent her in the hope that whatever she could save would help the family. Vijiya and five other girls were taken to Mumbai by the "benefactor". In Mumbai they were kept in a small room without shutters and forced into prostitution through various forms of torture and repeated rape. They were never allowed to leave their rooms, they never saw the light of day and they lost all counts of time, date and months. Once they succumbed they received on an average 12 to 15 customers per day. Their ordeal continued until they were rescued and sent back to Andhra Pradesh. After four months of exploitation, they were left without any money; and they had only clothes that they wore. It is estimated that in the period they were in Mumbai, each must have earned at least Rs.1,25,000/- for the trade. Today Vijiya and her companions limping back to life with the help of NGOs and the government.

Photographs & Exhibits

Annexure: F

Photographs & Exhibits



Mr Sandeep, programme coordinator from Bhoruka Public Welfare Trust, in the field with the Mahila Committee members trying to help them learn to be alert through games

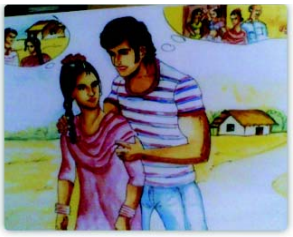


The consultants with the students of Salgaonkar College of Law holding the free legal Cell for the villagers at Goa-Velha, Panaji

"Goa has made significant strides in the field of child protection, being the first state to have a special law for children. We now need to take this process forward by doing the following..."

In the course of training conducted by CRG, with resource persons from Sri Lanka and Phillipines (during the last project supported by UNIFEM), the need for a multi-disciplinary team to address the needs of child victims of abuse were highlighted. CRG in its training programme with the police and its interaction with the Director of Prosecution and the Public Prosecutor of the Children's Court has time and again emphasized this, and sited the provisions in the Goa Children Act (GCA) which state that a child is entitled to have a social worker or counsellor present when s/he is required to record statements, go for medical examination etc. Initially there was resistance to asking for help from NGOs, who were only seen as having 'nuisance value'. But over time, the police and the Public Prosecutor have been realizing that the presence of the NGO improves the chances of securing a conviction. A significant number of police officers now call CRG at the time of recording a child's statement. The CRG counsellor also provides support to children in various cases in the Children's Court. As the child is able to depose more confidently this could contribute to the successful prosecution of offenders. Director of Prosecution and Medico-Legal Society have evolved a consensus of police public prosecutors and forensic doctors partnership to prepare prosecution cases jointly.

Tools for Creating Awareness







Some pictorial demonstration shown to young girls in the villages for creating awareness on trafficking. Why an aunt from the blue suddenly arrives and offer tempting gifts to girls? What could be going on in the boys mind before befriending a girl? What kind of false promises are offered to young children? Which marriage seems genuine?









Legal Cell at Work - Catering to the migrant women, helping them to fill forms for their rights, maintaining their registers with regular follow-ups

March for Networking



South Asian March Against Child Trafficking started from Kolkata via Bangladesh border, Indo-Nepal Border culminating in Delhi and covering a distance of 4000 km. The March was held in February - March 2007.



Meeting in progress for Save the Daughter Campaign, Bihar



Government Home, Goa where survivor victims are housed under strict vigil



Shelter Home, ACD, Bangladesh – A child victim performing at an evening of dance and songs



A puppet show was organized by the Bhoruka Public Welfare Trust. This perhaps was the best way to attract attention in the sleepy remote village. Mr Anjan Das who looked about 35 years in age displayed some excellent skills of ventriloquism along with his puppet. It was an extremely powerful tool and fetched the whole village over there both men and women alike. Even the BSF officer on duty rushed forward to join the fun.



The Village of Panchberia in Bagda block suddenly came alive. Members from the community started joining in the discussion after the show was over. Ashadul Mandal spoke with emotions stating they will never let their girls and women get trafficked. Rizaul Biswas wanted to join the vigilance committee and help. Nazir Husain Mandal praised the NGO partner for all their help. Every member was excited and participated with full vigor.

Best Practices

Annexure: G

Best Practices

Prajwala Transition Centers

Prajwala Transition centers were strategized to prevent second generation from entering into flesh trade, using education as a tool. The centers act as catalysts to successfully re-integrate the marginalized children of women in prostitution as responsible citizens into mainstream society. The first Transition center was started in 1996 with only 12 children in a vacated brothel. Subsequently, centers were added to accommodate the increasing number of children and in areas where the need emerged. Today there are 6 Transition centers in Hyderabad.

Transition centers provide an environment to support the child to cope with traumatic experience and develop scholastic skills to reintegrate in the mainstream world. The approach to teaching is different from the regular schools as pedagogical methods use joyful learning, interactive sessions and participatory learning to aid in reaching out to these children. In the process of learning the psychological issues of the child are addressed as an integrated approach. Teachers are specially trained to implement this special curriculum. The Transition centers function on 4 basic components.

1. Psychological healing
2. Scholastic skills
3. Overall personality development
4. Partnership with mothers

In bridging the gap between marginalization and the mainstream world, partnership with stakeholders plays a very important role. The communities where the Transition centers are located are characterized by extreme poverty, communal sensitivity, drug peddling, murder, child marriage and contract marriage to Arab Sheiks, etc. Community support for the intervention has improved during the last few years. Support is being offered towards ownership of the intervention in many ways, providing space for conducting a medical health camp, contribution for fees, mid-day meals, infrastructural requirements etc. Over 250 children were enrolled in 6 Transition centers in Hyderabad during 2008-09.

Meghalaya Model of IMPULSE NGO Network (INGON)

Conceived by INGON. the “Meghalaya Model” has been evolving since 1999. It started as a strategy to network with other relevant agencies and has since grown to be a comprehensive method to address all issues surrounding human trafficking, with special reference to child trafficking, and is now implemented across the North East India.

With support of the South Asian Regional Initiative/Equity (SARIQ) consultants in 2005, INGON began to solidify the Meghalaya Model as a formal network of organizations situated in strategic locations with different departments of the state government, police, lawyers, INGON and a national organizations working on human trafficking in India.

Its objective is to trace children from the North East region trafficked in the sex trade, rehabilitate them, repatriate them to their own homes or other facilities, and provide training in skills so they may support themselves. The system identifies traffickers and keeps records in a database. Rescued girls form part of a support group to help other survivors reorient themselves to a different life. New budgetary allocations are now being made by the government through various existing schemes; state committees have been reactivated; and shelter homes have been created where they do not exist, as every state is required by law to have one.

The implementation process includes:

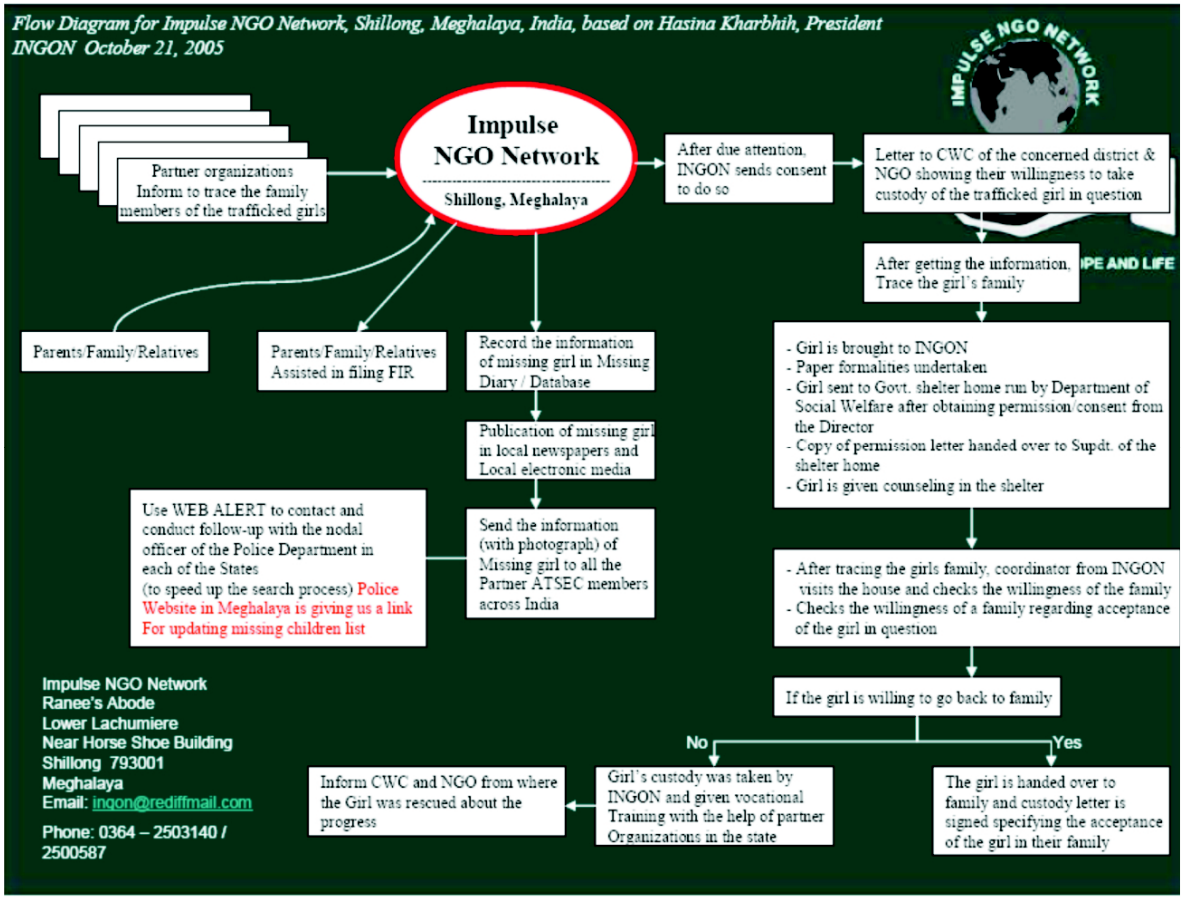
1. Receiving information from partner agencies on missing children.

2. Filing a missing persons report and conducting a home investigation. Based on the investigation, the case may be identified as a "possible trafficking case".

3. Information regarding missing children is dispersed to all partner agencies, and a partner agency will notify the network when a child is located. A partner agency will come forward to take custody of the child, locate the family, and assist in the completion of all legal procedures. Shelter homes and other services are also contacted.

4. The child is sent to a network agency from his or her place of origin. A "custody certificate" is provided by the partner organization on receipt of the child. The child is then handed over to the family unless the home is not found to be a safe place or there is a chance of re-trafficking, in which case the child is sent to a government approved shelter home.

The Meghalaya Model now brings together state government, security agencies, the legal fraternity, the media, and civil society organizations to check trafficking of children in the porous borders of the North East. INGON has developed standard protocol for coordinated execution of the four "Ps," which include Prevention, Protection, Policing, and Prosecution, and three "Rs," which include Rescue, Repatriation, and Rehabilitation



This approach to trafficking has been declared a “Good Practice Model” in the South Asian Regional Initiative/Equity (SARIQ) and Academy for Educational Development (AED) “Replicable Approaches Guide”, funded by USAID in 2005. It has also been selected as a Good Practice Model For the WPC-UNDP Best Practice Research in 2007. And recently it has been included for review in the National Integrated Plan of Action To Prevent And Combat Human Trafficking with Special Focus on Children and Women under the Ministry of Women and Child Development supported by NHRC, MHA,NCW and UNICEF. The Meghalaya state government has accepted the model as an integral part of its anti-trafficking operations.

Child Empowerment and Protection Programme in Goa

Children's Rights in Goa (CRG) has done pioneering work on the issue of tourism related child sexual abuse. Although Goa is considered as one of the more prosperous states in India, it is not free of problems. Goa has a large population of migrant workers whose children are especially vulnerable to different forms of abuse and exploitation. Also many Goan families in the coastal area are involved in the tourism industry as a result of which their children are exposed to some of the negative fallouts of tourism, which includes traveling sex offenders. Through this project CRG has attempted to reduce the vulnerability of all children in Goa to trafficking or to any form of abuse or exploitation.

The Child Empowerment and Protection Programme is broadly carried out by the Child Protection Cell, comprising a case coordinator, a legal officer and a counselor and a campaign unit, comprising two campaign coordinators. The documentation personnel maintain the documentation centre comprising books, periodicals, audio-visual material and newspaper clippings on children's issues.

The participating stakeholders engaged for this project were Members of Village Child Committee, Members of Panchayat, Department of Transport, Airport Authority, Goa Police, Department of Women and Child Development, Children's Homes, Educational Institutes, Department of Tourism, Department of Prosecution, Medico Legal Society, youth, church groups, clubs and associations, Travel and Tourism Association of Goa (TTAG), Women and Child Protection Unit (Goa Police), Children's Court, other NGOs.

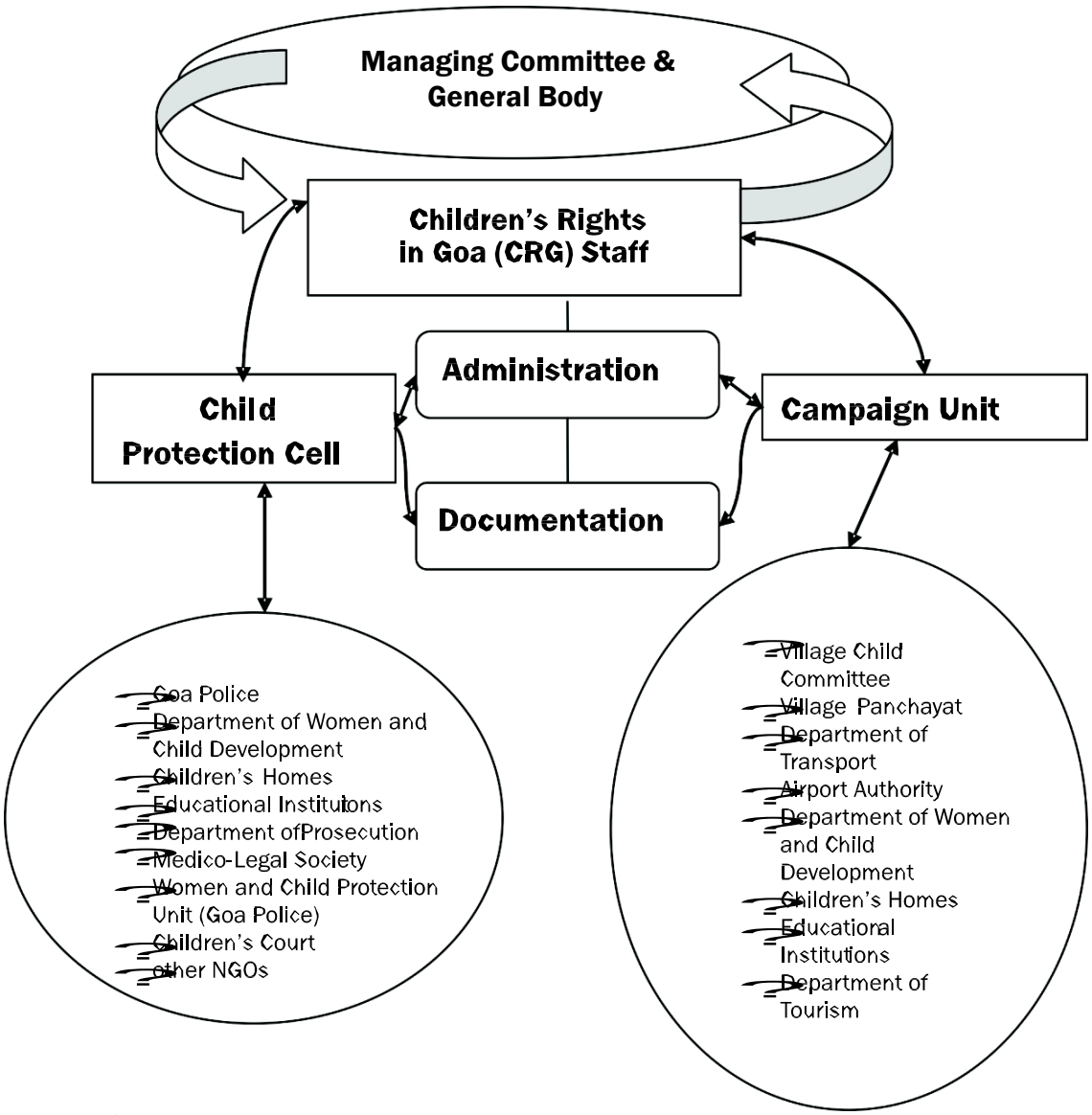
Full staff meetings are held every month. It is sometimes difficult to fix meetings as cases may come up unexpectedly or because of meetings arranged by the community at short notice, and so occasionally a monthly staff meeting has had to be cancelled. In addition, whenever changes are required to be made in the work plans, full staff meetings are an essential part of project management.

CRG has been able to organize consultations which have been successful because they have been in collaboration with key government departments. This has resulted in the participation of public prosecutors, the police and the forensic doctors who have adopted friendly protocols and medical examination procedures. CRG is regularly asked by the police to provide assistance to child victims. The legal officer has also been assisting the public prosecutor of the Children's Court. A problem that CRG now faces is that the quantum of cases that CRG has to manage is large and there is no other organization that it can refer cases to. This results in CRG staff members over-extending themselves. There is a dire need for the state to set up a Victims' Assistance Unit.

Major strategies of the project

- Build a good working relationship with the state government as the involvement of the government is essential to bring about any kind of change in the status of children.
- Strengthen community initiatives to combat trafficking and to address the issue of child sexual abuse by building a rapport with the local administration, tourism service providers, police and other stakeholders by conducting different activities.
- Strengthening child protection mechanisms such as ensuring support to child victims, making protocols and procedures more child friendly, improving the environment in the government children's home.
- Lobbying for the implementation of the Goa Children's Act, which would help in reducing the vulnerability of children in Goa?

Project Management System



Result Outcomes

CRG has generated awareness on the provisions of the Goa Children's Act. It assisted in the setting up of two Village Child Committees (VCCs) in Arambol and Morjim and has been in constant touch with these committees, which has helped to sustain the interest of the VCCs to work for the children of their villages. This is significant as they do not receive any other incentives in terms of recognition, funds etc. It has also been trying to help set up Village Child Committees in Anjuna, Calangute and Candolim. CRG members have attended VCC meetings of other villages like Kerim, Salvador do Mundo and Siolim, sharing information on the role of VCCs and the guidelines formulated by the State Commission for Children. In Calangute a change of Sarpanch served as a setback in the formation of the VCC, as the process had to be re-started.

As a result of the campaign conducted by CRG the organization is well known. CRG has managed to get support from the community for a few children in difficult circumstances. However the bias against children from the migrant community is a phenomenon that has to be constantly contended with.

The project has successfully received following judgments which had long term impact on child empowerment and protection programme in Goa. This has helped in more people coming forward to report cases of child abuse. The involvement of the child protection cell in the management of cases has improved the chances of securing convictions as legal precedents have been set up.

Petitions / Writ Petitions

No	Nature of Case	Status of Case
1.	Sexual abuse in children's home	Following petition by CRG the Inquiry by JJB members revealed the occurrence of sexual abuse in the home. The inquiry report contains changes to be effected by DWCD
2.	Child abuse case involving influential man discharged by Children's Court	Writ petition filed in the High Court. HC reversed the dismissal of the case, directing Children's Court to proceed with trial.

The formulation of Medico Legal Protocol for the State of Goa and discussion on Pre-trial Procedure with respect to TIP has strengthened medical legal support for successful convictions.

Short term goals achieved

- Implementation of the Goa Children's Act
- Providing legal and psycho-social support to child victims of abuse
- Lobbying for child friendly procedures at the pre-trial and trial stages in child abuse cases
- Involving the tourism department and service providers in the prevention of exploitation of children and the acceptance and monitoring of the child friendly tourism code
- Making children along the North coastal belt aware of how they can keep safe by conducting different programmes for them
- Enabling communities to protect children through targeted capacity-building programmes
- Networking with organisations at the regional, state and international level
- Working on policy changes at the government level and serving as a pressure group for the implementation of policies and laws that are in the best interests of children
- Documenting and disseminating information on issues concerning children's rights and developing a resource centre having audio-visual material and teaching aids in addition to printed matter, which can be utilised by all those working with children

Long term goals of the project which are likely to be achieved

- A society in which the rights of all children to survival, development, protection and development are safeguarded.
- Tourism conducted in a socially responsible manner – free of exploitative practices impacting on children.
- Empowerment of children by making them aware of their rights and providing them with information about how they can protect themselves from abuse.
- Facilitating the development of children's life skills
- Development of institutional mechanisms to safeguard the rights of children by actively interacting with government bodies
- Working to stop Goa from becoming a destination for child sex tourism by preventing the institutionalisation of tourism related paedophilia.

Conclusions and Lessons Learned

CRG's outreach programme amongst different stakeholders has generated awareness on the vulnerability of children in general, and more specifically to the problem of pedophilia in Goa. Sensitisation prgrammes with the police has resulted in the police calling CRG members to assist child victims. Community members and the police have referred 76 cases of child abuse to CRG in the last year. 24 of these cases were of sexual abuse (including traveling sex offenders).

CRG has completed its tasks as planned, however on certain occasions CRG has been unable to complete an activity on time on account of delays in authorities granting permission for the proposed activity, as in the case of setting up of the beach nodal centre kiosks. This has meant that staff members have had to keep a watch on the beaches without having a designated place for people to contact them.

In the process of prevention of child abuse and dealing with the different cases CRG has encountered different problems. Influential and/or persons belonging to political parties or gangs are often involved in the abuse of children. As there are no provisions for the safety of the staff, their safety on the field and otherwise is challenged. Confrontation with different types of community members have resulted in staff being subject to tension and anxiety on account of very real dangers that they are faced with. In spite of this CRG members continue to function at any time of day or night although there are no extra benefits and support for the staff.

Community Safety Net Against Human Trafficking in North Bihar

Bhoomika Vihar and ATSEC – Bihar has done a pioneering work in creating awareness among communities against human trafficking. Inter-faith religious leaders and communities were sensitized to influence the people for adopting community safety nets to stop fraudulent marriages, cross border girls/ women trafficking, and other methods of human trafficking and ensure safe mobility and migration.

Northern districts of Bihar have witnessed large scale trafficking of boys and girls for forced labour under the guise of fraudulent marriages. In this area, the issue of what happens to the girls who are married to outside regions was not in the social agenda of any organization or government agency. The initial field work undertaken by the Bhoomika Vihar and ATSEC-Bihar highlighted that a large proportion of girls in the adolescent ages were missing. On further enquiry it was found that majority of them were married to outside region and parents had little information of their whereabouts as they have not been in touch with their parents. Their studies indicate that a large number of these girls were used for forced labour in Jammu and Kashmir, Haryana and Punjab and they were sexually exploited in brothels in the urban areas in Bihar as well as in major urban cities of India. Therefore these organizations with support from UNIFEM identified project for developing community safety nets through intensive awareness by religious leaders and community leaders. The project focuses saving girl children and daughters.

It was realized that the issue was social and the solution could be obtained only from the society. Therefore creating community awareness and involving all stakeholders in the local areas were considered most appropriate methodology for saving children and girls from human trafficking. The project realized that the people were willing to accept new perspectives and views especially they were not getting any information on their loved ones after their marriages. The issue had to be tagged with the lives of the people. Once they understood that it will change their lives they became willing to take advice from the NGOs involved in creating awareness. The project strengthened Beti Bachao Andolan (Save the daughters Campaign) in border districts of Bihar with Nepal involving NGOs, youth clubs, women groups, PRIs, opinion leaders, civil society workers, social activist, academia, individuals, teachers, government officials, law enforcement officials

The project was successful in bringing the issue to the highest level because of which state government was forced to prepare a detailed state plan of action – ASTITVA to save the human trafficking of children and adolescent girls. The project changed the perception of the society towards girl children and now community gets involved to seek identification of prospective grooms before allowing the marriages to take place. Community social registers are maintained to record addresses and other identification of migration of boys, girls and women. This has helped in reducing the luring of parents by the middlemen. Religious leaders have played significant roles in stopping communal wedges created by scrupulous agents for achieving personal gains. The project builds capacities of local vigilance committees, peer groups to oversee such fraudulent activities by the middlemen and inform community leaders, who in turn seek support from local teachers and administration. The project has cut-across the lines of social, bureaucratic, religious and caste hierarchy to bring together different categories of persons to come to a common platform and discuss the issue of saving girls from human trafficking

Major strategies adopted were as follows:

- Reduce incidences of cross border trafficking from Nepal to India through creating community based anti trafficking intervention and different level sensitisation campaigns. The strategies adopted were community policing, developing grassroots level strong leadership, ensure constructive social movements, generate awareness against gender based partiality, cooperation among district and state administrative agencies for enforcing existing laws of the land.

- Seeking mutual Cooperation from different levels of stake holders and law enforcement agencies for prevention, repatriation and sharing of information for promoting safe mobility
- Build capacities of stake holders and law enforcement agencies for crisis intervention.
- Ensure regular interaction, advocacy and liaison with government officials to seek support for reducing cross border suspicious movements.
- Provide counseling in appropriate manner, investigation of suspected case, safe custody until repatriation or hand over process is complete

Major Outcomes

The project succeeded in making the issue an emotional one for the people as it convinced the people that if they failed to take preventive measures against trafficking their own daughters ran the risk of being victims of trafficking. The sections of the society mostly affected by trafficking were a part of the program implementation at all levels. The meetings organized had wider reach and everybody discussed the way and means to save their daughter from such exploitation. Information material for the meetings in the local dialect and in simple language was prepared so that they understand the issues. Even the resource persons were picked with an aim that they will be able to communicate with the local people. The project was able to present a logical presentation with examples on the dimensions of trafficking and the real situation prevailing at the grassroots level. Help was sought from the media for creating mass awareness and provided them data based facts on the issue for wider circulation and information. Support was sought from every section of the society for the movement .

The outcomes from the project were

- Checking trafficking and exploitation of girls.
- Proper identification of traffickers and their associates.
- Spontaneous reaction of the local community against trafficking.
- Joint collaborated action by NGOs, police and community against cross border trafficking.
- Proper attention of multi-stake holders towards the dimension of the problem.
- Development of social registers for registering migration details of migrant as well as those grooms who seek local brides.

Annexure: H

Selected Responses from Stakeholders/Beneficiaries/ Interviewed Persons

RELEVANCE

- UNIFEM's anti trafficking programme is relevant because it looks at addressing the need of the vulnerable girls and women who are targets of traffickers and unsafe migration.
- UNIFEM, as its mandate for equality; justice and empowerment, anti trafficking programmes are effective enough to intervene in the policy, programme and legal areas.
- In the process of UNIFEM's programmes, illegal process of marriage (marriage at early age, marriage non-registration, trafficking in name of marriage) has been reduced, and birth registration is increased. In our social structure and system, as women are very vulnerable segments and victimized to many modes of violence, so the programme addressed women's issues and human rights in front.
- Trafficking prevails as a social problem in the northern part of Bangladesh. Poverty, dowry, *fatwa*, divorce, polygamy, *hilla* marriage, and early marriage were identified as the root causes of trafficking, which were extreme in the project areas. The activities of the UNIFEM's anti-trafficking programmes addressed the roots levels issues and intended to uplift the awareness level of the stakeholders on human trafficking, and develop the children's socialization process with enhancing creative learning and knowledge to reduce vulnerability.

EFFECTIVENESS

- The UNIFEM's requirement that 15% of the budget is all that can be spent on staff is extremely limiting given that a number of staff members are intrinsically involved in the implementation of the programme. There is a huge gap between salaries awarded to members of INGOs and grass-root NGOs. This is a matter of concern.
- The support system of UNIFEM was short term and there is no technical and financial support to reduce the challenges and address the gaps and learning after ending of the programme. There is no staff support to monitor the programme and financial support to coordinate the network.
- UNIFEM has been playing a crucial role in creating awareness on the issue. Infact, its latest initiative (keeping in mind the alarming rate of trafficking in India), to utilise the Commonwealth Games as an opportunity to spread awareness is commendable.
- Effective implementation of the project with proper coordination from all the implementing agencies is required. Through the street plays the awareness was spread about the 24 hours helpline numbers, but when the public tried to call at these numbers there was no response. Therefore, there should be one nodal agency to look after the logistics.
- It is very important to bridge the gap between the trafficking issue and vulnerability to HIV/AIDS issue as a large number of people are suspected to be positive

IMPACT

- Previously trafficked girls used to be treated as culprits and sent to jail. However, both the media and police have begun to identify the trafficked girls as victims. The detection of trafficking cases is also reflected in media.
- There has been a noted increase in reporting of trafficking cases in Bihar. This is primarily due to increase in awareness level both at the law enforcement agencies and the media.
- The strategic direction of UNIFEM's anti trafficking programme in future should be awareness generation, advocacy, networking, in-depth coordination, and development of Community Based Organizations to promote income generation of the poor at the grassroots levels at border belt areas. The support system should be long term according to the learning and challenges faced while working at the field level.

SUSTAINABILITY

- UNIFEM's interventions linked with the government policy, plan and strategy can be sustainable. The institutions and agencies supported by UNIFEM are doing quite well.
- Continued training, capacity building and motivation can sustain the changes achieved in the attitude of duty bearers.
- The commitment of UNIFEM to the cause is well grounded. Moreover UNIFEM being an umbrella CSO can certainly help to sustain the benefits by providing all technical and financial wherewithal's to various institutions and agencies that can adopt a tested model for replication.

Annexure: I

Evaluation Team

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She has just completed a two year project as a Co-Principal Investigator with the Department of Administration and Personnel Grievances, Government of India. In addition she has completed a number of projects and evaluation studies in the field of Women and Work, Human Trafficking and Child Labor. She has organized several national and international conferences. Her most recent books include “Emerging Afghanistan in the Third Millennium” and “Capturing Women's Work”. Her most recent article on “India – Afghanistan: Deepening Strategic Partnership” has just been published in the annual number (November-December 2009) of the 'World Focus' – a journal on “India's Foreign Policy”. Her next research project is on the Afghan Women to be sponsored by the Ministry of External Affairs, Government of India.

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Alok Vajpeyi has extensive experience in the design, management, monitoring and evaluation of programmes, strategies and policies, especially in the areas of education, ICT4E, child participation, child protection, particularly child labour prevention and elimination, governance and livelihood - with an emphasis on civil society engagement/partnership in a rights-based and gender aware context. Human rights framework, respect for diversity and equality and advocating for inclusion, accountability and participation are guiding forces in his work.

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