
CHAPTER 5

APPROACHES TO ADDRESSING TRAFFICKING

5.1 Stakeholders

A wide range of stakeholders are involved in programs and activities to address trafficking concerns in Bangladesh, India, and Nepal, including civil society organizations, government departments (at national level and, in the case of India, at state level), international nongovernment organizations (INGOs), and donors implementing and funding programming to combat trafficking.

In order to improve collaboration and cooperation between stakeholders and to ensure that there is no overlapping or replication of programming, several attempts have been made in Bangladesh and Nepal to identify who is doing what and where. For example, in **Nepal**, MWCSW in 1998 published a *Directory of Organizations Working Against Trafficking* based on requests for information sent to as wide a group as possible. The National Network Against Girl Trafficking (NNAGT) prepared a map that identified the districts where each NGO was working in 1999. The Institute for Integral Development Studies has been preparing an updated list that will not only identify NGOs working from the Kathmandu Valley but also smaller community-based organizations (CBOs) in more remote areas. In **Bangladesh**, Action Against Trafficking and Sexual Exploitation of Children (ATSEC) has sought to maintain a central list of member agencies and (using additional information from other networks) to provide an informal registry of stakeholders across the country.

India, as a much larger country, with a three-tiered system of government (national, state, and local levels) has a vast range of stakeholders from government and civil society involved in combating trafficking, and no formal process is in place to track the whole range. The national government focal point remains in close contact with state-level focal points, and meets some on a regular basis. Several networks of NGOs exist, some of which also link with networks in other South

Asian countries. However, it remains challenging for experiences to be exchanged and collaborative relationships to be maintained across such a large and diverse country.

5.2 Key Government Stakeholders

All three governments now have NPAs (and in India, several at the state level) in place and made recent commitments to implement the SAARC Trafficking Convention. As addressing trafficking involves several different ministries, there are increasing efforts to work more collaboratively across government structures. NPAs have stressed this aspect of combating trafficking.

5.2.1 Bangladesh

- **Ministry of Women and Children Affairs (MWCA):** The national focal point for addressing trafficking of women and children in Bangladesh is MWCA, but several other ministries share mandates associated with addressing trafficking concerns. Most current activities are being undertaken under the auspices of a 3-year pilot project, Child Development: Coordinated Program to Combat Child Trafficking (CPCCT) supported by NORAD. The project has a Steering Committee (under the chair of the MWCA Secretary) and has established a National Task Force on Trafficking chaired by the Minister of Home Affairs. The Task Force is mandated to review actions undertaken by the project including rescue of trafficked children and punishment of child traffickers. District and Upazila Task Forces are being set up to increase the awareness of law enforcement agencies related to antitrafficking efforts and to implement decisions taken by the Steering Committee. NGOs are also involved in the implementation of the project, particularly rescue, repatriation, reintegration, and creating social awareness.
- **Ministry of Home Affairs:** A special antichild trafficking cell has been established in the Ministry of Home Affairs. Two other cells, one in Bangladesh Defense Rifles and the other one in Police (CID) have been formed under the supervision of Ministry of Home Affairs. The functions of the cells are to identify those

involved in trafficking, arrest them, and promptly rescue any trafficked persons. Current and planned initiatives to train the police, magistrates, and judges on child rights are expected to improve the enforcement of existing legislation. Initiatives will provide orientation to government and NGO workers on the consequences of trafficking, so that they can create awareness among the communities where they work. Expected outcomes include dissemination of information about trafficking to law enforcement officials and increased efforts to take strict action against law enforcement officials themselves involved in trafficking.¹⁴⁸ In recent years, the police have been more active in apprehending cases of border as well as internal trafficking, and have arrested some traffickers.

- **Ministry of Social Welfare:** The Department of Social Services, under the Ministry of Social Welfare, has been implementing two projects with target groups highly vulnerable to trafficking: children of street-based sex workers and street children generally. However, these projects only target vulnerable street children, not women or other vulnerable children living under difficult circumstances (e.g., in rural areas).
- **Ministry of Expatriate Welfare and Overseas Employment:** This Ministry was established in 2002 with the mandate to promote orderly migration and protect the interest of migrant workers in their country of origin and country of destination. The Government, with technical assistance from IOM, is developing a policy and an NPA on Migration Management, including implementation of the UN *Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families* 1990 (after it comes into force). Many stakeholders in Bangladesh argue that improved migration management and the dissemination of safe migration messages will assist considerably in the prevention of trafficking.

As a support to the Government in preparation for these policy-level initiatives, IOM commissioned several studies in relation to migration process, use of remittances, migration management system, and situation of migrant workers and their families. The Bangladesh Institute of Development Studies and the Refugee Migratory Movement and Research Unit of Dhaka

¹⁴⁸ Interview with MWCA, 2000.

University helped IOM to conduct these studies. A consultation will be held under the leadership of the Ministry for Expatriate Welfare and Overseas Employment. A project with IOM has also recently been approved to provide institutional support to this new ministry.

5.2.2 India

(a) Central Government

- **Department of Women and Child Development:** The national focal point for combating trafficking in women and children in India at the national level is DWCD under the Ministry of Human Resource Development. DWCD has counterpart focal points in each state government. As a result of Supreme Court directives of 1990, the Government of India constituted a Central Advisory Committee on Child Prostitution in 1994 (composed of government and nongovernmental agencies) to examine policy and program interventions. A desk was set up in DWCD to implement the recommendations of the central advisory committee. In 1997, under a directive of the Supreme Court, the Committee on Prostitution, Child Prostitution, and Children of Prostitutes was established, headed by the secretary of DWCD. This committee looks into the problems of prostitution and trafficking of women and children in order to develop suitable programs.

DWCD has also been mandated to implement an NPA to suppress trafficking in the country that incorporates the findings from the report of the Central Advisory Committee on Child Prostitution, the recommendations of the National Commission for Women, the directions of the Supreme Court of India, and the experiences of various NGOs working in the area. The UN Special Rapporteur on Violence Against Women, Radhika Coomaraswamy, has commended India's NPA, which she notes has very interesting and included innovative ideas. Government and NGO representatives also agree that this NPA is both comprehensive and innovative. However, there remain constraints to its implementation, which include lack of resources and inadequate accurate data on which to base policy formulation and advocacy to combat trafficking across other government departments.

DWCD is working toward synergizing the multiple but isolated initiatives of international agencies to combat trafficking by collecting data on the spheres of activity and interest of UN and bilateral agencies. Joint consultation with these agencies in the near future to decide a blueprint for action would ensure greater focus on field projects for prevention, rescue and rehabilitation, and consolidation of efforts. DWCD and the UNICEF Country Office are organizing regional workshops on prevention of trafficking of women and children to review the situation of trafficking and sexual abuse in women and children in different regions and develop a plan of action. At the regional level, India has pledged to coordinate (and take effective measures for) the implementation of the SAARC Convention on Combating the Crime of Trafficking in Women and Children for Prostitution, which was ratified by the SAARC countries at the Eleventh SAARC Summit held at Kathmandu in January 2002. India also ratified (in whole or in part) several other international instruments to address this problem.

- **Ministry of Home Affairs (C.S. Division):** The Ministry has an internal focal point for combating trafficking activities. It is felt that an agency having all-India jurisdiction would be in a position to overcome interstate jurisdiction delays that hinder effective enforcement of the ITPA across the whole country. A proposal is currently under discussion with the state governments for setting up a nodal investigating agency under the aegis of this Ministry.

The state governments have women's cells at police headquarters and women in the police force. Efforts are being undertaken for sensitization on gender issues, under the overall coordination of the division dealing with the issue in the Ministry.

- **National Human Rights Commission (NHRC):** NHRC is a statutory body that performs the functions assigned to it under the Protection of the Human Rights Act. The issue of child prostitution has been a major concern of the Commission; it has been working with DWCD, the National Commission for Women, and UNICEF. In order to better coordinate efforts, NHRC constituted a core group on child prostitution in 1998. At the request of United Nations High Commissioner for Refugees, a focal point was set up in NHRC in 2001 to address the human rights of women, including matters relating to trafficking. Research on trafficking in women and children in India is also underway with support from UNIFEM.

- **National Commission for Women (NCW):** NCW's mandate is to safeguard the rights and interests of women by running legal awareness programs, looking into complaints regarding the violation of women's rights, examining the non-implementation of laws and non-compliance with policy guidelines, providing relief to women by taking up their concerns with the appropriate authorities, conducting research, undertaking investigations, etc. NCW has the powers of a civil court when investigating any case provided for by the NCW Act 1990. Combating the trafficking of women is one of its main areas of priority.
- **National AIDS Control Organization (NACO):** The National AIDS Control Program was launched in 1987 and the first National AIDS Control Project in 1992. The second phase of the National Project has begun for the period 1999-2004 (with a total funding of approximately US\$331 million). The emphasis is on a comprehensive, multisectoral approach. The key components are targeted interventions with vulnerable (CSWs, street children, migrant laborers, etc.) and general populations, care and support for people living with HIV/AIDS, voluntary testing and counseling, hospital infection control, and STD programming.

Interestingly, NACO's state-level mechanisms include the state AIDS control societies that are run by NGOs/technical professionals. One such state-level mechanism, Aids Prevention and Control (APAC) in Tamilnadu, run by voluntary health services (VHS), has an intervention called Women in Prostitution. Twelve NGOs working in community-based mobilization, self-help groups (SHGs) and microfinance, advocacy, and accessing government schemes are involved with APAC. Yearly surveillance on CSWs is being done by APAC, separate from ethnographic/sociological studies in its baseline surveys. Another example is state management systems (SMS) in Kerala, run by Dalal Consultants. It has three interesting projects for CSWs that show potential for other impacts as these interventions target overlapping high-risk groups vulnerable to trafficking, including construction workers, etc.

The criticism that NACO addresses trafficking of women and children at a superficial level may hold ground at one level, but there is no doubt that it is the single largest mechanism with state-level counterparts that are often registered autonomous civil

society groups separate from government health departments, providing flexibility for programming. It also has a mandate for special interventions for CSWs and other cross referencing through seven other interventions such those as for truckers, street children, and migrant workers.

(b) State Governments

States are affected by trafficking in different ways, either as high-supply areas, transit points, or destination points. The following states have programs or plans of action in place to address a range of issues associated with human trafficking.

Table 11: State Programs to Combat Trafficking in India

State	Example
Tamilnadu	Has the highest registration of crimes against women especially trafficking (women and children) as well as highest level of police intervention in these cases.
Andhra Pradesh	Has a draft policy on rescue and rehabilitation and has been involved with implementation of rescue from Delhi’s G.B. Road and rehabilitation ventures in source area villages (e.g., land distribution schemes to 900 Jogins in Nizamabad enabled them to challenge the traditional sexual exploitation of their women and facilitated their social and economic rehabilitation).
Karnataka	The Department of Women and Child Development (DWCD) is mandated to mainstream gender issues in line ministries and is involved in catalyzing rehabilitation of trafficked persons through the Women Development Corporations (for example Devidasis through self-help groups run by NGOs).
Madhya Pradesh	Has a policy for women with criteria for accelerating women’s participation in development programming. This is converged with the revisions to the Panchayat Raj system and hence women’s increased involvement in microlevel planning decentralized allocations. Some programs have been instigated to assist children of commercial sex workers (CSW) from certain tribes and castes to both prevent ongoing trafficking and reintegrate trafficked persons
Kerala	Poverty reduction approaches to combating trafficking are less relevant as new groups are more vulnerable to trafficking: (a) women left behind by out-migration of male family members to the Gulf or other countries; (b) housemaids exported to the Gulf countries; and (c) coastal area fisher women moving to Gujarat/Maharashtra for prawn processing. A range of programs are in place that link to NGO activities, but targeting poor women might not address these specific emerging vulnerabilities.

Cont'd...Table 11

State	Example
Bihar	The Department of Social Welfare has specifically required ongoing anti-poverty schemes to target women and children of CSWs. The focus of the government is toward rehabilitation. The government is providing free and compulsory education for children of women who have been trafficked, setting up of anganwadi (courtyard) centers in red-light areas, and including trafficked persons' names in the electoral rolls.
West Bengal	The State government and a few NGOs have taken a joint initiative of setting up anganwadi centers under the Integrated Child Development Program in red-light areas. Efforts to reach out to children include setting up of institutional care centers. Other activities include establishing a receiving center for women who are repatriated.
Rajasthan	A project in Narena, Nandlalpura, and Dantri villages in Jaipur District is emerging as a model for prevention of child prostitution in areas where special ethnic groups groom the girl children to become prostitutes. The strategy includes nonformal education for children linked to formal schools and pushing service delivery through the government system (i.e., starting of the Anganwadi Center through DWCD).

5.2.3 Nepal

- **MWSCW:** The focal point for addressing human trafficking issues in the Government is the MWCSW. An NPA to guide the Government's response to the trafficking of women and children in particular was developed and approved in 1998 in consultation with local and international NGOs and multilateral and bilateral donor agencies and was reviewed and revised during 2001 in preparation for reporting on progress at the Second World Congress Against Commercial Sexual Exploitation of Children, held in Yokohama in December 2001. The NPA has six areas of implementation: policies and strategies, enactment of appropriate legislation, raising awareness among the general population, health impacts, education, and rescue and rehabilitation.
- Other ministries and departments are also involved in antitrafficking activities. The **police** have been actively increasing their capacities to combat trafficking through law enforcement. The **Ministry of Law and Justice** has been involved in legislative

reforms, and the **Ministry of Foreign Affairs** is implicated in efforts to improve bilateral and international agreements, especially concerning rescue and repatriation of survivors. The **Ministry of Labor** has been less directly involved, but also sits on the 16-member **National Coordinating Committee** set up under the NPA to encourage crossministerial responses to combat trafficking.

- A task force was established under the NPA to act as the supreme coordinating body responsible for executing the plan and policies in combating trafficking. At the institutional level, the Task Force is designed to acquire political support from the local self-governance level and is also mandated to accumulate support from all stakeholders, including the civil society organizations. However, several factors have mitigated against its effective operation:
 - high rate of turnover among staff within government agencies (increased skills and awareness are lost);
 - lack of resources available for programming, and this situation has worsened with the reallocation of resources within government to address security needs;
 - uneven commitment among members, particularly between national and local-level layers of the committee structures (for example, at local levels, meetings are ad hoc and regularization is hampered by civil unrest);
 - the intended district plans of action have not been formulated;
 - information gaps regarding respective roles and responsibilities;
 - decisions appear to be politically biased; and
 - the frequent transfer of the Women Development Officer, who is the member secretary of the Task Force, causes difficulties in sharing decisions and in implementing the program itself.

However, it is important to recognize the formation of this Task Force as an important step forward to a more coordinated approach to addressing trafficking concerns. It provides a common platform and is a legitimate body that has the capacity to facilitate smoother and more effective implementation of the wide range of programming currently taking place in Nepal.

5.3 NGO Stakeholders and Networks of NGOs

NGOs provide a wide range of services and are highly active in advocating to limit trafficking and resolve some of the bottlenecks in the current programming. These NGOs tend to be specialized in addressing trafficking (with only a few broader-based NGOs mainstreaming these concerns into their ongoing poverty reduction or community mobilization programming). Their activities include awareness-raising (through mass information campaigns, rallies, street theater, workshops, seminars, education and communication materials, peer education in the workplace, education during other social mobilization activities in the village); community empowerment to prevent vulnerability to being trafficked; social mobilization through group formation with capacity building and community support systems for people in difficult circumstances; improvement of livelihood opportunities through income generation, vocational training, microcredit, cooperatives; and safe migration initiatives through information, support, and health assistance for migrants. Other programs focus on rescue and repatriation of trafficked persons, followed by reintegration (either into their original community or other locations).

Networks of NGOs have developed within each country and collaborate on specific issues, particularly concerning advocacy for policy and legislative change. These include **ATSEC** (active in India, Bangladesh, and Nepal), Network Against Commercial Exploitation and Trafficking (**NACSET**) (started in India), South Asia Federation Against Human Trafficking (**SAFAHT**) (supported through the UNIFEM regional project), and **SAARC People's Forum**. The National Network Against Girl Trafficking (**NNAGT**) (in Nepal) and ATSEC (in Bangladesh) have also developed a resource center with reports, data, and other materials available to any stakeholder. There are several constraints on networking effectively including disparate and insular functioning; lack of coordinated activity and duplication of work; ideological divisions; ad hoc programming; limited strategic interventions; and a lack of conceptual clarity, particularly between trafficking and migration. However, the crossborder nature of trafficking requires collaboration among civil society organizations from different countries, and the signing of the SAARC Convention should foster an environment more conducive to networking rather than competition for scarce government and donor resources.

Within each country there are also many organizations working on issues such as gender equality and women's empowerment that have

made contributions to combating trafficking even though they do not identify themselves as undertaking specific anti-trafficking initiatives. Similarly, community-based organizations involved in social mobilization and legal and human rights awareness make contributions to combating trafficking. Many of these organizations are involved in social mobilization as a component of larger poverty reduction programs or infrastructure development, and indirectly make it easier for antitrafficking NGOs to work in the same districts. Any assessment of activities that have contributed to combating trafficking in a specific district or village would have to take into account this whole of range of programming.

As in many areas of development work, there are differing responses to the circumstances trafficked persons find themselves in from organizations working from diverse ideological foundations. For example, some organizations working on rescue and rehabilitation activities consider that CSW of any kind is harmful and at any cost women should be removed and protected from returning to work of this kind. In some cases this has meant they have restricted the movement of rescued trafficked persons within the shelters, and they are treated as children whose opinions and behavior needs to be “changed.” Others take a rights-based approach that recognizes that any adult has the right to choose to be a CSW. This does not mean that these organizations condone the harm that is done to many survivors, or deny that prostitution represents an extreme form of exploitation of women as sexual objects. These different approaches are obviously reflected in the types of programming used for rehabilitation and integration.

5.4 Other Stakeholders

5.4.1 Researchers

Several organizations are combining research with programming (e.g., Cooperative for Assistance and Relief Everywhere [CARE]–Bangladesh, Centre for Women and Children Studies (CWCS), and the ActionAid network). In **India**, government agencies (such as the National Human Rights Commission [NHRC]) and several university departments have ongoing research projects.

NGOs have also sought to fill knowledge gaps, for example **Jaggory** in **India** is looking at the use of trafficked labour (particularly women) in certain industry sectors.

CARE-Bangladesh is currently undertaking an in-depth ethnographic study focusing on a sample of 50 sex workers from both sides of the border. This study is an effort to explore details of lifestyle patterns and the experiences of women who are engaged in sex work. Detailed research is being conducted to analyze individual and family circumstances that contribute to the causes of trafficking. CARE is also documenting case profiles of women and girls affected by trafficking for the purposes of education and advocacy.

5.4.2 International NGOs and Bilateral and Multilateral Donors

Growing numbers of international NGOs and bilateral and multilateral donors are responding to the increased attention given to trafficking issues both within and from outside South Asia. Generally, the scope of programs currently in place is relatively limited (with a few exceptions such as USAID, ILO/IPEC, NORAD in Bangladesh) as most funders are supporting small initiatives and have yet to mainstream trafficking into related activities. However, Oxfam GB and UK Government DFID are examples of exceptions as they integrate trafficking concerns into other programming.

Institutions have been providing both technical and financial support to governments and NGOs to address the problem. These organizations include Redd Barna, Plan International, ActionAid, Asia Foundation, Oxfam, Save the Children Alliance, ILO/IPEC, UNICEF, UNIFEM, USAID, World Bank, IOM, NORAD, CIDA, etc. The programs undertaken by these agencies range from awareness raising, rescue and rehabilitation, and developing training packages on human and child rights to convening workshops for judges, public prosecutors, and lawyers in enforcement of legislation. Key elements include protection and prevention of children at risk, dissemination of information on CRC and CEDAW, and support for government and nongovernment organizations to step up antitrafficking initiatives. These agencies also promote women's rights issues through capacity building programs; production of information, education, and communication (IEC) materials; and support for transit homes for children.

In **Nepal** an Informal International Agency Group is increasing the flow of information between these stakeholders and improving coordination of activities. For example, it has developed a list of activities funded by funding agencies and international NGOs. The Group provides a regular opportunity to discuss issues and inform people of upcoming events and activities. However, similar loosely based networking groups

among funding agencies and international NGOs in other countries in South Asia have not been as successful as in Nepal.

5.4.3 Regional Programs

Several funding agencies are supporting regional programs, including:

- **UNIFEM South Asia Regional Strategy to Combat Trafficking in Women and Children.** UNIFEM is implementing this Strategy (funded by USAID since 2000) through local NGOs in India, Nepal, Bangladesh, and Sri Lanka. Programs include data collection on the magnitude and exact nature of the trafficking problem within and between South Asian countries, support for shelters, repatriation, education and awareness campaigns, vocational training, and health care. UNIFEM is also promoting regional dialogue among governments concerning trafficking of women and children and has recently signed an MOU with the SAARC Secretariat to promote these efforts in several areas.
- **Bangladesh, Nepal, and Sri Lanka – South Asia Sub-Regional Program to Combat the Trafficking of Children for Exploitative Employment.** This ILO program on elimination of the child labor, with funding from the US Department of Labor, seeks to address the trafficking of children for purposes of prostitution, domestic work, bonded labor, sex tourism and entertainment, pornography, begging, criminal activities, marriages, and false adoption. The Program aims to rescue and provide rehabilitative services to 650 children and help prevent an additional 13,000 children from being trafficked. In addition, the Program seeks to enhance the capacity of government and governmental organizations to address this problem and to increase subregional cooperation and joint action on this issue between the SAARC countries.
- **UNDP Regional Initiative: Addressing the Problem of HIV/AIDS and Trafficking.** The UNDP HIV and Development Program for South and Southwest Asia is one of the UN agencies promoting responses and partnering with NGOs and CBOs in pilot projects.

Underlying premises include that:

- minors have to be rescued, rehabilitated, and repatriated with their families;

- older women must have choices in decisions regarding their lives and livelihoods;
- both HIV/AIDS and trafficking are issues that need to be dealt with at the structural level;
- women and girls should be empowered to protect themselves; and
- migration is a livelihood alternative and the right of women to mobility has to be respected.

The common aim of the six pilot projects is to combat trafficking and reduce vulnerability to HIV infection. Most of the projects are also involved in research work, analyzing linkages between trafficking and the increased vulnerability to HIV/AIDS.¹⁴⁹ The UNDP Project on HIV partners in the six pilot projects are Stop Trafficking, Prostitution and Oppression of Children and Women India; SHDS-India; WOREC-Nepal; OPSE-Sri Lanka; Maiti-Nepal; and CARE-Bangladesh.

- **Save the Children Alliance** has undertaken a regional study that supports civil-society organizations in each country to review existing laws and gaps in legislation.
- **ActionAid** does not exclusively focus on the trafficking in children, but deals with the constituency of children as it comes across trafficked persons who are less than 18 years of age. It assists ECPAT and Save the Children worldwide to combat child trafficking by bringing value added to their efforts. In Bangladesh, India, Nepal, and Pakistan detailed Situation Analyses were carried out in 1999. The country programs are now in a position to draw up their own plans of action—in the areas of prevention, mitigation, and rehabilitation. The country programs also identify the importance of understanding internal trafficking, and other sites of trafficking beyond brothels (such as the garment industry, fish-processing industry, and domestic work in Bangladesh).

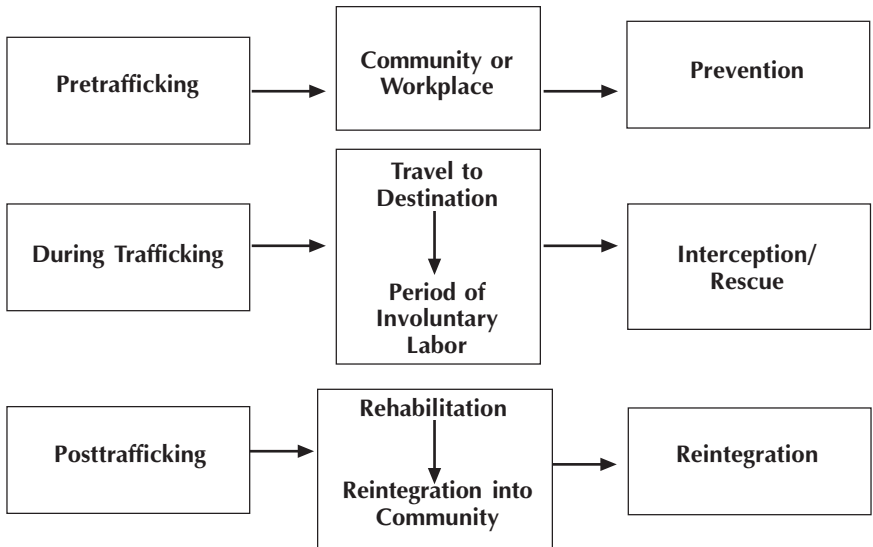
5.5 Antitrafficking Programs

The analysis of programs undertaken by the full range of stakeholders and activists involved in combating trafficking in the RETA country papers

¹⁴⁹ UNDP, October 2001.

is built around the framework in Figure 3. Antitrafficking programs can be roughly categorized into three areas: prevention, interception/rescue, and reintegration.

Figure 3: Trafficking Programming Framework



5.5.1 Prevention Programs

Community-based poverty reduction programming plays an important role in **trafficking prevention**, particularly if those already identified as at risk are included. Increasing the livelihood options for those with few resources (particularly women) is vital to ensure those most vulnerable withstand shocks such as natural disasters, forced resettlement, etc. However, addressing economic issues alone is not sufficient to prevent trafficking. It is also important to strengthen social capital and build social protection and resistance to withstand the temptations offered by traffickers and “easy” income from commercial sexual exploitation. Many women’s thrift and credit groups established under the thousands of poverty reduction programs in **India** not only build resistance but also provide savings to cope with crises, and minimize overheads/risks and transition costs for both microfinance institutions and poor women. Social capital formation is also facilitated by linkages with other institutions, and agencies or networks among themselves. Programs

building on partnerships between civil society and state agencies provide multidimensional approaches to trafficking prevention programs. Finally, factors that lead to social disintegration of families and communities also need to be addressed. Awareness raising, education, and programming to increase the status of women and girls and address other discriminatory traditions can all help build collective efforts to combat trafficking. Awareness-raising programs are aimed at vulnerable groups, parents, teachers, community leaders, employers, lawyers, police, public officials, law enforcement agencies, and the general public on issues of trafficking, gender discrimination, women and child rights, victim's support, and impunity.

Many programs include support for formal schooling or enrolment in special non-formal education classes, as well as vocational training or skill building, microcredit, income-generation programs, etc. Some of the common activities include credit to buy cattle, chicken, or sewing machines, training on sewing/tailoring, and bee keeping, etc. This holistic approach (taken by larger NGOs with greater resources) attempts to address the multiple factors causing trafficking.

For example, efforts to collaborate among NGOs and coordinate activities led NNAGT to prepare a tentative mapping of NGOs working in different districts and disciplines. The number of NGOs and their scope, mandate, and activities dramatically increased and diversified after the mapping was exercise was carried out. "The mapping is an excellent beginning but it does not reflect the representative picture of all stakeholders," says Dr. Madhavi Singh, NNAGT Coordinator.

The following section describes some programs available through government and civil society organizations in Bangladesh, India (particularly focusing on source area programming), and Nepal.

(a-i) Bangladesh – Government Activities

Initially several Dhaka-based NGOs implemented preventative activities (rallies, consultation meetings, village-level meetings, workshops, brochures and posters, roadside dramas, songs, and advertisements through radio and TV, etc.). Gradually they expanded their activities as their understanding of community needs evolved. They started working in the border and trafficking-prone areas through networks of NGOs and grassroots-level organizations. The preventative approach concentrated on raising the awareness of different stakeholders (both government and civil society) about the existence and harms of trafficking of humans and the scope of the problem in Bangladesh. Until the Government had

recognized trafficking as a problem, it was very difficult for NGOs to work on this issue under the umbrella supervision of NGO Affairs Bureau of the Government of Bangladesh.

- **Ministry of Women and Children Affairs.** As noted above, MWCA is implementing one large-scale project, CPCCT, the main objective of which is to conduct motivational activities and to support the efforts of organizations working in the areas of prevention, rescue, repatriation, and reintegration of survivors of trafficking. It should be noted that this government project only focuses on children and does not include women. This tendency to focus on children has been reinforced through the adoption of the NPA to implement commitments made at the Yokohama Conference in December 2001, again to counter the commercial sexual exploitation of children only. There is a great need to undertake a comprehensive antitrafficking program for all trafficked persons: women, children, and men. There are many instances of men being trafficked while migrating either irregularly or legally.

MWCA is also implementing a project titled “Empowerment and Protection of Children and Women” which was started in 2001 with support from UNICEF. The project addresses children in especially difficult circumstances, including street children and trafficked children. The Ministry received support for preparing an assessment of progress on NPA since the Stockholm Declaration for the Yokohama Conference. These activities included the preparation of some best practices as well as the draft NPA, which has since been approved by the Cabinet and is now in the early stages of implementation.

MWCA is implementing 28 other projects with direct links to poverty reduction, gender mainstreaming, microcredit policy, empowerment of women, capacity building, etc. in rural areas. As identified by the joint secretary in her presentation to the RETA Regional Workshop, these projects also contribute to preventing trafficking, and MWCA welcomes ADB’s proposed approach to more explicitly incorporate trafficking concerns into its poverty reduction programs.

- **Ministry of Home Affairs.** As noted above, MHA has established an internal structure to address trafficking concerns. Training has been delivered on a relatively ad hoc basis to build awareness among the Ministry’s mandated staff. IOM recently completed a

1-year pilot project, "Capacity Building of Law Enforcement Officials to Prevent Trafficking of Women and Children," in 2001 funded by CIDA. For example, one component dealt with improving the investigation and interview skills of officials. Training and building awareness of how best to receive and process trafficked persons is a key as these enforcement officers play vital roles in combating trafficking of women and children.

- **Ministry of Information.** The Ministry of Information (in cooperation with the project CPCCT under MWCA) has produced material for electronic and print media to raise awareness and build resistance to trafficking. Some 20 awareness-raising programs have been developed to be telecast on all the TV channels. Short 5-minute films have also been developed to play in 1,000 cinema halls through the country. In addition, 48 radio programs will be broadcast under the project.

(a-ii) Bangladesh – NGO Activities

The following sections present some activities of leading NGOs. Many hundreds (perhaps thousands) of CBOs are incorporating antitrafficking and prevention messages in their work. Larger NGOs work with these CBOs to develop and disseminate materials. Action Against Trafficking Sexual Exploitation of Children maintains a list of NGOs/CBOs working in this area.

Salma is the fourth among her five sisters. Salma did not go to school. She was a helping hand in the household activities and used to carry food for her father in the field. As she was growing a local [man] targeted her. He convinced her father to send Salma to India. The trafficker assured him that she will be arranged a nice job there. Salma was given a job in a Beedi factory in Maldah district in India. She was assigned to prepare 1,000 pieces of tobacco sticks a day. Her failure ... appropriated ... severe beating. She had to work 15 hours a day and many a times she was not given food. Salma cried in vain and many of her attempts to escape failed. After 3 months she was transferred to another factory but the treatment was the same.

When the Association for Community Development (ACD) started awareness raising programme in the area Salma's father realized that his daughter had been trafficked and they contacted the ACD Area Office to help Salma return to Bangladesh. ACD with the trafficker finally brought Salma back. She is now living at an ACD shelter home.

Source: ACD. 2001. *Annual Report*, page 19.

- **ACD**, based in Rajshahi, is involved in building awareness, community vigilance, and informal contacts and referral systems

to prevent children from being trafficked. ACD stands out from other NGOs for having built a positive working relationship with the police, encouraging them to bring lost and rescued children to the ACD shelter home. ACD has also developed positive relationships in the district with the local elected members of the union parishads and other leading community members. ACD trains peer educators in their groups for adolescent girls, boys, and young men; organizes training, workshops, seminars, rallies, and courtyard meetings; and distributes leaflets, booklets, and posters.

- **BNWLA** is a legal aid organization that has been implementing its antitrafficking projects since 1993. It conducts meetings with community members, social leaders, and law-enforcement agencies to prevent trafficking in children and women; provides support for investigation of specific incidents; and maintains liaison with police stations, jails, courts, and journalists. BNWLA has published booklets, fact sheets, and posters on antitrafficking issues and is updating a database on trafficked persons.
- **Rights Jessore** has been implementing a mass information campaign in the Jessore district (a border community) to mobilize different professionals to combat human trafficking. Recently Rights Jessore organized a 2-day dialogue session between the NGOs of the Bangladesh border area and West Bengal. During these sessions, the need for a bilateral treaty with smoother mechanisms for repatriation was frequently identified. The organization builds the capacity of local government representatives in combating trafficking of women and children, and organizes rallies, meetings, and mikings at the local *hats*.¹⁵⁰
- **CWCS** has been working to raise mass awareness about trafficking since 1997. Currently, the Centre is working in eight northern districts to create awareness through campaigns, workshops, and dialogues with members of the community, professionals, local leaders, law-enforcing agencies, and local administration at the district, upazila, and village levels.
- **Dhaka Ahsania Mission** has a Children and Women Trafficking Prevention program to raise awareness regarding different aspects of trafficking. DAM has produced different types of educational

¹⁵⁰ Marketplaces or bazaars.

materials on the trafficking issue based on community-level consultations.

- **ATSEC**, a network of 15 NGOs, has been implementing prevention projects in partnership with NGOs to raise awareness of trafficking of children among vulnerable populations, particularly rural women and border region communities. ATSEC has also developed a resource center to provide culturally sensitive information about countertrafficking issues and is producing IEC materials for a comprehensive antitrafficking campaign nationwide. This project also seeks to strengthen the capacity of NGOs to build antitrafficking initiatives into their overall programming.
- **Breaking the Silence**, an organization working on the issue of noncommercial sexual abuse of children, has developed groups of adolescent girls (15 volunteers) and boys (10 volunteers) who impart messages about child sexual abuse through a child-to-child approach, informing their classmates and arranging discussions with adults.
- **INCIDIN Bangladesh**, a research and services NGO, has been implementing a project, “Misplaced Childhood” aimed at providing drop-in center support services in Dhaka City.
- **Karmojibi Kalyan Sangstha**, in Rajbari, had been supporting a primary school outside a Daulotdia brothel for children of sex workers and other local children.

(b-i) India – Government Activities

Certain public expenditure schemes have pro-women allocations, though they are not exclusively targeted to women. For instance, there are several schemes for poverty reduction and employment generation that include women components. Similarly, public provision of drinking water supply and sanitation, fuel, housing, and improved energy resources like biogas are of immense benefit to women.

DWCD provided a recent gender analysis of the 2001/02 and 2002/03 budgets, revealing that:

- The budgetary allocation for women-specific schemes increased Rs3,260 crores¹⁵¹ in 2001/02 to Rs3,358 crores in 2002/03 (representing an increase of 3%).

¹⁵¹ One crore is equivalent to 10,000,000.

- Pro-women schemes have seen enhanced financial support from Rs13,036 crores in 2002/03, an increase over 2001/02 of 23% and specific increases are noted for girls' elementary education. Women and children participation in the Integrated Child Development Services (ICDS) program has increased.

In spite of the significant pronouncements on gender in the Union Budget for the first time in India, coupled with the priority already set in the Ninth Five-Year Plan,¹⁵² by and large this year's budget shows no change from the usual procedure of monitoring input rather than outcome and proliferation of too many programs with too little money. Apart from the women-specific programs (all of which are ongoing), no action has been initiated to identify girl- and women-related provisions in the composite programs and schemes.

ICDS is the largest poverty reduction scheme available from the Government of India that can build upon prevention of trafficking. It has been implemented widely in several states in red-light areas or source areas, and is the principal means of organizing children, adolescents, and mothers from below-poverty line families. Several innovations are tied to the ICDS at the state level, and it is a crucial program for identifying beneficiaries for schemes related to trafficking. The ICDS program is to be universalized by the first year of the Tenth Five-Year Plan. DWCD aims to extend the ICDS to 5,000 administrative blocks from the present 4,388 blocks by the end of the next year. Recommendations have also been made for mobilizing community support and participation in the ICDS program, over and above ensuring availability of quality infrastructure.

The Swarn Jayanthi Swa Rozgar Yojana is another major poverty reduction program in the Government of India (the prologue to the Integrated Rural Development Program (IRDP), Department of Women and Child Rural Agency (DWACRA), and other rural development programs for self-employment) and is a vital scheme for development of trafficking source areas. It provides an opportunity for NGOs/self-help groups/women's groups to support local-level livelihood activities linked to decentralized government structures. For example, in Madhya Pradesh and Kerala states these schemes have been well converged with Panchayati Raj Institution (PRI). Other DWCD programs include the Support to Training and Employment Program (STEP), setting up of training-cum-production centers (supported by NORAD), and the Socio-Economic Program.

¹⁵² This section has been cited from *Gender Budgeting National Institute of Public Finance and Policy*, August 2001.

DWCD (in collaboration with UNICEF) is developing a national media strategy through consultation with NGO stakeholders. The media strategy will cover print and electronic media at the national and regional levels so as to achieve the widest outreach possible for anti-trafficking awareness.

(b-ii) India – NGO Activities

Examples of programming activities carried out by NGOs at source areas include:

- **Samskar**, a rural-based NGO in Andhra Pradesh (Nizamabad) works with the Jogin community. Using an integrated strategy, it has access to land and community mobilization. For example, it has prevented Jogins from dancing at funerals (as traditionally practiced) or being sexually exploited in Nizamabad district. The Jogins are empowered thanks to awareness, literacy, leadership building, and child development programs, as well as rehabilitation, shelter homes, and other sustained community interventions.
- **STHREE** from Anantpur (a drought-prone area in Andhra Pradesh) works on livelihood issues with communities including self-help/housing, SC/ST/caste entitlements, free education, housing, and bonded labor programs.
- **Prajwala** of Hyderabad works with HIV-positive children from the community, runs transitory schools for 800 children of CSWs, and provides skill training.
- **Help** (Ongole), **Rise** (Tirupathi), and **Odanadi** (Karnataka) deliver preventative measures to children (many are children of CSWs or from high-risk communities).
- In Karnataka, the **Mahila Samakya Program** (a government-sponsored program), **Working Women's Forum, India** and **Joint Women's Programme (JWP)** work with Devadasis through strategies such as empowerment, education, livelihood options, and advocacy/consciousness.
- The **STHREE Adhra Kendra** in Pune enhances community participation by organizing and raising awareness, administers women's help centers in three cities of Maharashtra, and runs trauma counseling centers.
- **Prerna** in Maharashtra has been at the forefront of raising

awareness and runs highly acclaimed centers for children in high-risk areas. National/regional campaigns have been undertaken to create awareness of prevention of trafficking within the larger community, as well encouraging the flow of information and advocacy from the grassroots to policymakers (through rallies, IEC materials, etc.).

- In Calcutta **Sanlaap** has organized public-awareness activities and promoted community participation to address the problem of trafficking. Sanlaap's special programs include rehabilitation of cross-border victims, counseling, and drop-in centers.
- The **Sonagachi** project works with CSWs of Calcutta. It has attempted preventative strategies such as establishing self-regulatory boards, taking a stand against child and forced trafficking, and setting up women's collectives (as a beginning in this area).
- The **JWP** started a service center in red-light areas of several metropolis, set up crèche/*balwadi* programs for children of victims, and founded women's clubs or *mahila mandals* that could provide other services. It has established grassroots alliances with NGOs, government functionaries, and other key stakeholders at the village level.
- Programs for sensitizing the police, judiciary, and media have also been taken up by several NGOs (SAK, Pune, JWP Delhi, etc.).

Antitrafficking work in urban areas presently is only carried out by a few NGOs in Mumbai, Delhi, and Calcutta. But source-area prevention and rehabilitation models have been implemented effectively in South India in the high-supply states of Andhra Pradesh, Tamilnadu, and Karnataka. These programs take a proactive, community-based approach, bringing the most vulnerable members of a community to center stage through empowerment strategies (including social mobilization).

A community-based approach is being used to deliver HIV/AIDS programming effectively in the southern states. At present, these programs are more narrowly focused on condom distribution, but it is possible that such programs could be strengthened to mobilize the community from within against trafficking. Illustrations of how these approaches can also be used to address a broader range of trafficking concerns in the context of poverty reduction or road sub-sector projects based on experiences of activities in India are provided in the Appendix.

The effectiveness of prevention programming within poor communities, however, is not clear as there is limited monitoring of activities. Monitoring prevention activities through data collection and situational analysis to analyze trends as a basis for programming is vital. For example, ActionAid in western Orissa noted that approximately one lakh¹⁵³ workers migrate each year to the brick kilns of Hyderabad. The micro study of migration from Bolangir identified several trends including socioeconomic background of migrant families, food security issues, patterns of migration, and situation in destination workplaces. It identified lean season periods when livelihood options are unavailable that lead to migration. It is expected that DFID/ActionAid will undertake a longer-term source area prevention program during those periods so as to stem the phenomenon of distress migration—and hence vulnerability to trafficking.

The work of STHREE in Andhra Pradesh covers 120 kilometers of highway where CSWs are sought out by drivers and transport passengers. Cultural means (such as theater) are used to generate awareness in the community to strengthen the capacity to stem the trafficking of girl-children from the surrounding communities, apprehend traffickers, and obstruct highway prostitution. Thanks to links with law enforcement and community leadership, traffickers know that they will be at risk if they continue to operate in the community.

(c-i) Nepal – Government Activities

- **MWCSW.** In 1998, MWCSW with support from the ILO-IPEC program in Nepal developed a comprehensive, 13-point strategy for the prevention of trafficking. MWCSW has hosted several consultative workshops on trafficking and provided a forum for NGOs, government organizations, CBOs, policymakers, women’s groups, international NGOs, and members of civil society. Meanwhile, the Ministry has developed various antitrafficking IEC materials to raise greater awareness among the public. Under the revised NPA, income-generation programming is also linked to the Ministry of Local Development. The Government has established a policy of raising the status of children from marginalized groups guided by a governmental commission (Janajati Parishad) under the Ministry of Local Development. Since 1997, it has been organizing training skills and offering scholarships.

¹⁵³ One lakh is equivalent to 100,000.

The Government has demonstrated its commitment to address child labor issues by ratifying the ILO Convention 182 and 29 with a view to combating the worst form of child labor and two Optional Protocols to the Convention of the Rights of the Child regarding the involvement of children in armed conflict and the sale of children, child prostitution, and child pornography. A special bench for children has been created in all the 75 district courts. Nepal police have also been vigorously involved in the campaign against girl trafficking. In addition to the formation of a national task force, a special unit—a women’s cell—has been established within the police force with the financial support of UNICEF.

(c-ii) Nepal – NGO Activities

The following are some examples of activities currently underway:

- **Alliance Against Trafficking in Women and Children in Nepal** is a coalition of 17 organizations focusing on networking and campaigning, advocacy, and lobbying activities. It is conducting awareness programs and workshops, and orientation programs for the media on trafficking issues. It has also encouraged debate and discussion on the SAARC trafficking convention.
- **Maiti Nepal** also plays a lead role in advocacy and awareness campaigns to highlight the issue of trafficking of children. It has deputed its volunteers for aggressive interception at 14 different crossing points on the Indo-Nepal border, bringing the issue of crossborder trafficking to the public’s attention. Maiti Nepal has established formal partnerships with various organizations in India and other countries for tracing trafficked persons and perpetrators, information sharing, advocacy, and lobbying.
- **Oxfam GB Nepal** has launched a program called “Women in Decision Making” with the theme of political empowerment. The prime objective of the program is to combat violence against women (in which trafficking is a major component), but it includes a component to build confidence and greater bargaining capacity among elected women to address issues such as trafficking. The elected women at the VDC level are encouraged, among other issues, to take leadership in support of those returning from trafficking experiences, or to build community resistance to traffickers operating within their communities. This approach has been adopted rather than stand-alone antitrafficking activities,

and adopts a mainstream approach to build community resistance.¹⁵⁴

- **CeLRRD** conducts research activities on sociolegal issues and extensive paralegal and general legal-awareness programs at the community level. It also lobbies for appropriate and adequate legislation. CeLRRD is expanding and strengthening local surveillance groups and forming a similar national structure in collaboration with Nepal police and other stakeholders.
- **WOREC** is playing an active role in advocacy and awareness campaigns. It is working in 10 districts directly and reaching 500,000 women indirectly. Mass rallies are organized, while books, comics, and posters are distributed for raising antitrafficking awareness in affected communities. WOREC is also taking a lead role in enhancing the campaign for safe migration and ensuring freedom of movement of women and men. It advocates for mandatory predeparture training by employment agencies and the establishment of migration counseling centers in each VDC of Nepal.
- **ABC Nepal** organizes training sessions on women's leadership and skill development along with awareness-raising programs. One of the pioneer organizations in combating trafficking of women, its programs include special education for dropout girls, along with counseling and rehabilitation for rescued girls in prone areas.
- **HimRights and International Institute for Human Rights, Environment and Development (INHURED) International** (supported by Plan International) are working together on a pilot project on trafficking prevention in the districts of Makwanpur, Bara, and Rautahat. They have produced IEC materials and recently conducted an exposure trip for community stakeholders to Mumbai, India to study various aspects of trafficking at the demand side and establish new bilateral partnership for action. The organizations have lobbied for legislative change at the national level and assisted in preparing an alternative draft to the SAARC trafficking convention.
- **South Asia Partnership Nepal** (supported by UNICEF) has worked with Badis children and has prepared a national position paper on commercial sexual exploitation of children for the Yokohama conference.

¹⁵⁴ Interview with Oxfam GB Nepal staff, RETA Team, April 2002.

- **LACC** runs a women’s rights help line to provide legal advice and referrals, offers free legal representation and mediation, and hosts training workshops on legal awareness.
- **Shakti Samuha** (“empowered group”) is working in carpet factories to raise awareness among women and children through peer education, street theaters, drama, and counseling.
- **Asmita** is working in the field of media monitoring on gender justice with a particular focus on trafficking. It has developed specific guidelines on media monitoring.

A girl from Udayapur district in Nepal, who had left school in grade 4, attended a 6-month village women’s leadership program run by an NGO, Navjyoti. She is working with one of the organizations in Kathmandu as a nonformal education facilitator. She said that she is now economically independent and confident and her brother, who is studying for a diploma, is very dependent on her. Since she has received training, a qualification, and work experience, she is sure that she will not be jobless. The job gives her cash, confidence, and respect.

Source: Navjyoti report, case study.

(d) Findings from Prevention Programs

For those women and children compelled to migrate or move from their communities to meet basic needs, **community-based poverty reduction programming** can play an important role in trafficking prevention as migration and promises of better jobs can be resisted if other options are available at home. Traffickers take advantage of the desperation of others. Increasing the livelihood options for those with few resources is vital. Programs seeking to increase incomes for women as well as households as a whole will also help the most vulnerable withstand shocks such as natural disasters and forced resettlement. However, addressing economic issues alone is not sufficient to combat trafficking.

Factors that lead to social marginalization, gender gaps, and family and community disintegration also need to be addressed. **Awareness-raising**, education, and programming to increase the status of women and girls and address other discriminatory traditions help build collective efforts to combat trafficking. Safe migration messages are now being included in awareness messages by some organizations in recognition that many women and adolescent girls wish to migrate anyway, especially if they have been attending school and are aware of other options available

outside their communities for their self-realization. The combination of approaches needs to be incorporated into any prevention programming, while recognizing that some people will always want to move away.

Legal awareness is also important so that those most at risk understand their entitlements to protection from criminal acts, and the community as a whole is aware of the criminal nature of trafficking and supports individuals who seek to take punitive measures against perpetrators. This kind of awareness has changed the culture of impunity within which the traffickers operate in some areas of Nepal. **Law enforcement and community leadership** also play a role within the community to prosecute traffickers, demonstrating that they will be at risk if they continue to operate in their community. Community surveillance has also raised awareness among a broader group of who might be at risk. However, care must be taken not to equate women leaving the village with trafficking. Similarly care must be taken not to abuse the system, so that it does not become a mechanism for controlling women and girls.

The **effectiveness of prevention programming** within communities is not clear, as there is limited monitoring of existing activities. More documentation of monitoring is urgently needed to help assess the relative effectiveness of different kinds of interventions.¹⁵⁵ In some communities, informants claim strongly that following prevention activities trafficking is reduced or eliminated, but traffickers may have simply moved to other communities rather than actually stopped their activities. New trends are also emerging as traffickers increase their activities in urban areas and educated girls are being trafficked through fake marriages or offers for better opportunities. These types of changes need to be tracked and programming adjusted accordingly.

Furthermore, **appropriate indicators** have not been identified even for shorter-term outputs from community development-based programming, let alone those required for longer-term assessment of factors such as community behaviors and attitudes towards traffickers and trafficked persons; or whether reductions in actual incidents of trafficking mean only that traffickers have moved to another area. There is interest from the Population Council to take the lead in encouraging a group of stakeholders in the region to develop indicators and to build monitoring and evaluation capacities among activists and service-delivery organizations.

¹⁵⁵ The Asia Foundation/Population Council/Horizons, Dr. Catrin Evans and Pankaja Bhattarai: A Comparative Analysis of Anti-Trafficking Intervention Approaches in Nepal, December 2000, p. 18.

It is important to promote enabling environments within government to facilitate **interdepartmental and multisectoral cooperation** to mainstream trafficking concerns into poverty reduction programs. ADB operations can be used to promote antitrafficking approaches which reach into sectors and related ministries which have yet to be sensitized to the potential for poverty programming to combat trafficking (e.g., the highways sector, railways).

Prevention activities can be considerably strengthened if the **demand for trafficked labor is reduced**. Labor standards legislation and regulation can be improved, with more effective enforcement encouraged through capacity building with appropriate government agencies. Some HIV/AIDS prevention programming has also limited demand for commercial sex workers as risky behaviors (such as using multiple sex partners) have been discouraged.

The SAARC Trafficking Convention in Article VIII, Clause 7, states:

The State parties to the Convention shall endeavor to focus preventive and development efforts on areas, which are known to be source areas for trafficking.

There are extensive examples and good practices now available in South Asia. However, there is little monitoring of these activities, hence it is difficult to understand what aspects of a particular initiative are effective and why. Mechanisms for exchanging these good practices can also be established through existing NGO networks (such as the UNIFEM South Asia Federation Against Human Trafficking) and among governments and NGOs through the SAARC Trafficking Convention framework.

Some also argue that improved, enlarged, and new legal labor migration channels can substitute for the trafficking of children and women into exploitative situations. Not all stakeholders agree, but the incorporation of these alternatives into policy dialogue can bring clearer understanding of the potential for safe migration to contribute to other prevention activities.¹⁵⁶

¹⁵⁶ ILO TIA Series. 2001, *Legal labor migration and labor markets*, Bangkok.

5.5.2 Interception/Rescue Programs

(a-i) Bangladesh – Government Activities

- **MWCA.** The CPCCT project of Women Affairs Department under MWCA provides for temporary shelters in 25 upazilas and one rehabilitation center for rescued children. However, at the time of writing it is not clear if this component will be continued once the revised project proforma is in place. The project has encountered difficulties in locating suitable premises, and there is concern about the capacity of the agencies to provide adequate standards of care. As identified above, there is an ongoing need to rethink how temporary shelter is provided to children, and the potential to adopt more innovative ways of caring for trafficked persons without inflicting more harm or stigmatization. These are difficult issues to address given MWCA's funding constraints.
- **Home Ministry.** The actual operation of rescuing trafficked children falls within the mandate of the Home Ministry, while MWCA undertakes programs and activities for prevention and rehabilitation. The main activities are in training, communication, management of information systems, repatriation, providing temporary shelter, and rehabilitation of rescued children. In addition, the Home Ministry is responsible for providing awareness training to journalists, lawyers, teachers, youths, health and family planning workers, and the employees of the Department of Women Affairs.
- **Local Government Division.** Under the Ministry of Local Government Rural Development and Cooperative, the Division has attempted to enforce registration of all births, deaths, and marriages. The efforts are designed to strengthen the registration system, collect and analyze sex-disaggregated vital statistics, establish the right to identity of children including girl children, and facilitate the protection of the rights of married women. Target groups are women and girls.

As the Local Government Act is now in the process of being drafted, one of the major responsibilities of the union parishad (UP) is enforcement of registrations of birth, death, and marriage, by simplifying the registration procedure and taking it closer to the people (i.e., by preparing simple messages for the general public on the importance of birth, death, and marriage

registration). There are also provisions for orienting UP members, local NGOs, women's organizations, and government functionaries to the importance of this legislation. The Local Government Division plans to undertake public education programs (seminars, workshops, drama, folk song, etc.) and use the media to create public awareness on vital registration. While the main objective of these programs is to reduce child labor and early marriage, NGOs like the Aga Khan Foundation and the Association for Community Development in Rajshahi have been organizing training courses for the empowerment of local government elected female members of UPs to introduce antitrafficking messages into these birth and marriage registration campaigns.

Oxfam GB has argued¹⁵⁷ that elected officials—particularly women—in local government should be encouraged to take leadership on trafficking issues and assist trafficked persons in taking out cases against traffickers. Elected women have the potential to assist trafficked victims in seeking justice through the local *Salish* systems, as this lowest level of government is the most accessible form of justice to most poor community members. Oxfam is focusing much of its antitrafficking efforts on awareness raising and capacity building at this level of government.

(a-ii) Bangladesh – NGO Activities

- **BNWLA** is the pioneer national NGO that started its work rescuing trafficked victims and providing them with legal assistance. It now initiates legal action against traffickers and works with its counterparts in India to help trafficked victims return to Bangladesh. It currently runs one of the largest shelter homes in Bangladesh. After identifying victims of internal trafficking through extensive investigation in brothels and police stations by its field officers and investigators, BNWLA rescues and releases survivors of trafficking from various confinements with the assistance of law-enforcing agencies. For crossborder trafficking cases it organizes repatriation of survivors with the assistance of partner organizations and government departments concerned of both Bangladesh and India.¹⁵⁸ BNWLA's comprehensive

¹⁵⁷ Interview with RETA team.

¹⁵⁸ BNWLA Special Bulletin 2001.

recovery program for trafficked persons includes providing safe shelter, medical treatment, psychosocial counseling support, formal and nonformal education, and recreational and vocational training on various trades.

- **ACD**, with the financial support from Save the Children Denmark and NORAD, has been implementing interception projects in the northern part of Bangladesh. It also runs a shelter home for the children of trafficked victims or sexually abused children. It receives rescued children from police custody and keeps them in a child-friendly environment.
- The **Dhaka Ahsania Mission (DAM)** provides support services in communities for awareness raising, rescue, repatriation, rehabilitation, or reintegration of the victims of trafficking. It holds courtyard meetings with the village community and has a shelter in one of the border areas for rescued victims.
- **INCIDIN Bangladesh** works with boys and girls engaged in street-based prostitution in Dhaka to improve their health (both physical and psychological), and provides opportunities for alternative forms of employment. It seeks to link up with other NGO and government interventions for improved service provision to children, better coordination, and rapport building.
- **Aparajeyo Bangladesh** offers drop-in centers for street children. It recognizes that integrated efforts are required to combat children's lack of trust, low self-esteem, and shame (particularly if they have been sexually abused and/or exploited). Some children are extremely traumatized and may require more psychosocial care and services than others to help them recover.

(b) India – Interceptions and Rescue Activities

If victims are rescued before they have been exploited too severely, the probability of being accepted back into their communities is much higher—if that is the choice of the victim. This tactic also means the traffickers can be identified and cases pursued immediately. **Stop Trafficking**, Prostitution and Oppression of Women and Children (**STOP**) in New Delhi, **Odanadi** in Mysore, and **Sanlaap** in Kolkata provide instances that due to the covert/dangerous clandestine nature of operations, the sooner the victim is rescued, the better the possibilities are possible for reintegration from a psychological point of view.

The government has an extensive network of short-stay homes and homes set up under the Juvenile Justice Act for protection and rehabilitation of the victims of prostitution. **DWCD**, under section 21 of the Prevention of Immoral Trafficking Act, has established protective homes for girls and women detained under this Act. Currently there are 80 such homes that provide custodial care, education, vocational training, and rehabilitation including arranging marriages for the inmates. A network of short-stay homes is also in place under the sponsorship of DWCD (state and central level). Juvenile homes (360) under the Juvenile Justice Act have been established for the protection and rehabilitation of victims, where medical services and counseling are made available. The **Central Social Welfare Board** also provides financial assistance to NGOs to run development and care centers for the children of victims of commercial sexual exploitation who are extremely vulnerable to sexual exploitation.

The quality of these rescue homes is a crucial and very significant factor, which determines the effectiveness of the strategy, yet there have been few efforts to monitor their quality. For instance, the Mumbai High Court has set up a special committee of voluntary-sector representatives, scholars, and human rights lawyers to supervise the functioning of all state-run residential institutions for children in the state of Maharashtra. This is said to have made a great difference in the management of the institutions.¹⁵⁹

NGOs have played a significant role in the rehabilitation of trafficking victims. However, the biggest challenge is timing and the mechanisms by which victims can be returned to their family (if appropriate) while avoiding further victimization. NGOs realize that unless there are adequate back-up systems, simply rescuing the victims through raids by the police can actually drive the victims further into bondage or discrimination. **STOP** (New Delhi) has undertaken direct rescue, repatriation, and rehabilitation of trafficked women and children for several years with great success, often in collaboration with **Maiti Nepal** and **BNWLA/ATSEC** networks in Bangladesh. **Sanlaap (Calcutta)** has also been actively involved in rescue and repatriation. Figures in the case of rescue of women and children from Nepal and Bangladesh by STOP and Sanlaap have been recorded in the crossborder section. The Department of Budget and Management of Calcutta is involved with rehabilitation of organized

¹⁵⁹ Prerna, 2002. op. cit.

sex workers and preventing entry and facilitating exit of minor girls. Network Against Commercial Sexual Exploitation and Trafficking (**NACSET**) has started residential institutions for the children of CSWs in the districts of Ahmednagar, Latur, Pune, and Solapur in Maharashtra.

The Joint Women's Programme (**JWP**) is preparing a draft rescue and repatriation policy (cross-border/internal) to be submitted to the Government of India. The main objective is to develop a common policy for rescue and repatriation so that a holistic perception of victim rehabilitation is taken into account for programming. Three aspects are being tackled:

- To facilitate a process with stakeholders, as certain NGOs are dealing with new entrants from Nepal to India while other NGOs are repatriating them. They need to focus effectively on appropriate geographic areas and issues involved.
- To link police and NGOs on borders to stakeholders in source areas. This would help a holistic program evolve wherein the rescued victim would have to be accountably rehabilitated at source area or otherwise by the state government (with NGO support). Otherwise transitory measures would have to be found in the interim period.
- To prevent police from being part of the trafficking nexus. This would involve a review of the Police Act to improve their functioning and mandates, and implementation of the National Police Committee recommendations to improve working conditions.

(c-i) Nepal – Government Activities

MWCSW: The NPA, through its crossborder, regional, and international initiatives, aims to strengthen antitrafficking efforts at the bilateral, regional, and international levels, and includes activities such as initiation of bilateral talks and development of an agenda for antitrafficking measures. Apart from this, the establishment of a network system to coordinate antitrafficking operations at the bilateral and regional level and the enforcement of an extradition treaty are also identified as key elements to strengthen the Government's response to rescue and repatriation concerns. The NPA also pointed to the need for compensation for the trafficked persons, a regional court for legal action, and a database system for sharing information at the regional and international levels.

Little concrete progress has been made in these areas. However, the impetus of the signing of the SAARC Convention on Prevention and Combating the Crime Trafficking in Women and Children for Prostitution in January 2002 may push this process forward as commitment to carry out many of these activities is included in the Convention.

The activities aimed at rescuing trafficked people also include setting up crossborder patrols and spot checks, developing strong networks with NGOs, and establishing a registration and counseling system for girls and boys at the entry/exit points. However, implementing these plans effectively has been dogged by poor allocation of resources to programming.

The effectiveness of legal frameworks in each country is outlined in Chapter 4 above.

(c-ii) Nepal – NGO Activities

Major NGO activities related to rescue, rehabilitation, and reintegration are community surveillance systems, crossborder intervention (taking those suspected of being trafficked off buses or trucks), awareness programs for border guards and police and other stakeholders, training and counseling, tracing parents and guardians, medical services, family counseling, seed money, and support for reintegration. Ms. Anuradha Koirala of **Maiti Nepal** informed the ADB team that one of the major objectives of her organization is to rescue the potential victims of trafficking. The percentage of minors rescued is just 20% and there is a need to give more priority to rescuing minors.

Community surveillance is a feature of most community-based interventions and allows communities to become more directly involved in protecting and intercepting those most vulnerable from within their own communities. This raises awareness within the community of what is going on and provides opportunities to change attitudes regarding the harm caused to trafficked persons.

For example, the Community Surveillance System Against Trafficking of **CeLRRD** assumes that the community is often the best medium to deliver a system to address social problems. Primary-phase activities include paralegal training for women and men, CRC and CEDAW training for school teachers, and leadership training for local elected representatives. Secondary-phase activities aim at developing additional community resources through the establishment of hotlines and rescue systems, community outreach in the legal profession, etc.

Border-based rescue attempts to intercept girls and women at border points between India and Nepal. NGOs, in collaboration with the police, intercept women and children whom they suspect of being in the control of traffickers. However, it has been reported that this process is somewhat complicated as no legal document is necessary for a person entering India from Nepal.¹⁶⁰ Such interventions call for careful analysis of the situation as actions taken may encroach upon an individual's right to mobility. At present, no data is available on the accuracy of methods used for identifying trafficked persons or the proportion of intercepted women and children who are trafficked again later.

Maiti Nepal has established transit homes and patrols at sensitive exit points along the India-Nepal border to prevent girl trafficking and a border surveillance campaign to identify pimps attempting to traffic girls/women before they enter India. The NGO sends intercepted girls to their transit homes and then tries to return them home. The local police administration, businesspeople, industrialists, political party workers, representatives of local organizations, and local conscientious citizens also assist in this effort. Maiti Nepal posts female staff at the border to patrol the area and identify girls who are being trafficked and pimps. Returned trafficked girls are also posted at the border, to assist the NGO workers to understand the deception and modus operandi of the pimps. This way about 1,000 girls have been apprehended at the border by the organization.

Source: Maiti Nepal. 2001. An Interaction Workshop Report on Common Political Commitment Against Girls Trafficking, 8 September 2001.

A district-level network group against girl trafficking was established at Biratnagar in 1998. This organization consists of 40 members belonging to different organizations and disciplines. This network is a branch office of **ABC Nepal**, established to carry out several activities for the prevention of girl trafficking. Since its inception, it has been organizing community awareness programs on girl trafficking crimes; managing street rallies, street drama, and video films demonstration; conducting advocacy seminars with district-level authorities, CBOs and businesspeople; providing legal advice and counseling to the trafficked persons/returnees; conducting awareness programs on HIV/AIDS and STDs; organizing seminars/workshop on girl trafficking; and providing skill development training for unprivileged girls who are at high risk of being trafficked.

¹⁶⁰ The Asia Foundation and Population Council Horizons. February 2001. op. cit.

(d) Findings from Interception/Rescue

Strategies to improve the rate of interception and rescue of trafficked persons and prosecution of perpetrators involve a wide range of actors that reach across different government ministries and international borders. There are certain activities that, if carried out at a regional level, offer opportunities to build collaborative approaches including:

- **implementation of the SAARC Trafficking Convention**, including review of existing structures and operational obstacles to safe and rapid rescue and repatriation of trafficked persons;
- strengthening of government and NGO **institutional base and technical capacities** required to ensure that rescue and repatriation activities adopt a rights-based approach that ensures the needs of the trafficked person are paramount;
- creation of **standards and codes of conduct** in the operation and management of rescue and repatriation measures;
- establishing **monitoring mechanisms** to ensure codes of conduct are implemented and quality of services maintained; and
- building collaboration and cooperation among governments and between governments and NGOs from across the region.

Rescue programs require a very complicated series of activities, especially when working with governments of other countries where regulations may be different and enforced in an unpredictable manner. There are complicated issues of identity and nationalities when minors without papers or proof of nationality are involved. **Birth registration campaigns** could go a long way to simplifying some of these issues, as a child's identity could be officially verified. Absence of papers and proof of nationality often cause delays for repatriation, and in many cases, as trafficked persons are held in prisons or substandard shelters, delays cause more harm. It is often asserted by some stakeholders that after a "rescue" operation, trafficked persons are detained and treated under conditions worse than those experienced in brothels or domestic work.

The rights of those wishing to remain should also be respected. However, this is challenging for several NGOs. There is an increasing number of cases documented of Bangladeshi and Nepali women who would prefer to remain in Indian brothels or to find alternative income sources and live in India. All Nepali adults under the Friendship Treaty have the right to take up residence in India, but few are offered this

alternative and especially not during the police-led raids, when they are routinely sent back to Nepal without being consulted.

Standards have been developed by GAATW for the handling and process of nonnationals under these circumstances, but there are challenges for enforcement agencies to comply with these standards. Linkages with NGO networks have helped police and border officials to revise legislation and regulations. International treaties and conventions are helpful but can only go so far when implementation is restricted by lack of awareness and resources on the government side.

Government agencies and NGOs in GMS have been seeking improved mechanisms for humane repatriation of trafficked persons. Procedures and responsibilities have been set out in a series of MOUs in Thailand (between government organizations, between government and NGOs, and among NGOs) and a draft bilateral MOU between Cambodia and Thailand is now on the point of being signed. The RETA sponsored an exposure visit for representatives from government and NGOs from all three South Asian countries to learn more about this process and the lessons learned from both Cambodian and Thai stakeholders.¹⁶¹

There is potential for these kinds of regional initiatives to be carried out under the auspices of the SAARC Trafficking Convention. However, there is concern from many stakeholders that the Convention also requires **additional amendments and revisions** to ensure that a broad enough scope is incorporated to address more effectively complex trafficking issues. Steps are needed to improve understanding of the changes that effective implementation of this Convention will require by signatory governments. For example, interministerial bodies in each country could be formed to address as a high priority how to regularize existing legislation and manage

In January 1999 GAATW published a set of human rights standards for the treatment of trafficked persons. These guidelines provide a definition of trafficked persons and outline the responsibilities of the state regarding trafficked persons, including respecting the principle of non-discrimination; providing access to justice and to private action and reparations against traffickers and others who may have exploited or abused them, irrespective of their immigration status; providing adequate resident status prior to repatriation to ensure such criminal or civil cases can be taken out; and providing health and other services (shelter, counseling).

Source: GAATW Web site: www.gaatw.org

¹⁶¹ At the RETA Regional Workshop, representatives of all three RETA governments met to discuss next steps in implementing these aspects of the SAARC Trafficking Convention based on the experiences of the Exposure Visit. Meetings to disseminate these findings were held in Dhaka in June and July 2002 led by Government of Bangladesh Ministry of Women and Child Affairs and Foreign Ministry.

development of new legislation under the new commitments to the SAARC Convention and UN Protocols. This process would strengthen the governance processes, and could be supported through many channels within South Asia.¹⁶² Liaison among counterpart agencies in the SAARC region would be required to ensure exchange and coordination as the process goes forward.

Promoting safe migration across the region has potential to curb trafficking as well as ensuring that migration outcomes are positive and contribute to national poverty reduction and development objectives. Safe migration messages need to take into account the potential risks of crossborder as well as internal trafficking, and hence collaboration among South Asian stakeholders (government and NGO) to maintain updated information about shifts in modus operandi of traffickers and demands for trafficked labor would be important.

Capacity building with law-enforcement agencies should also incorporate safe migration messages, to assist in identifying voluntary migrants and ensure that those at risk are provided with options other than simply returning home. There is evidence in all three RETA countries of police and border patrol officer complicity in trafficking. Recommendations were made at the RETA Regional Workshop that the creation of special task forces to combat trafficking could break these relationships, especially when new structures are provided with adequate funds and technical expertise to be effective. There is also strong endorsement from all countries that any capacity or institution building of law enforcement mechanisms should incorporate gender aspects and understanding of child rights and protection issues.

In an interview with the Nepal RETA team, Shri Krishna Subedi of HimRights-INHURED, who has been monitoring interception activities along the India/Nepal border for the last 2 years, stated that the border patrol have poor capacities and motivation to intercept traffickers and their victims. The police are not trained to scrutinize the motives behind individual's decision to migrate or the psychology of travelers. Countless people and goods move across the border between Birgunj and Raxaul every day and night for a variety of reasons making close monitoring almost impossible. The border police actually only intervene on referral cases from NGOs, thereby entirely depending on them for the source of information. "The credibility question is always there concerning competence and credibility of interception," says Dr. Chandra Kumar Sen, District Program Coordinator of Rautaht-Bara program of Plan International. "We simply browse goods not people," says Mr. Shri Krishna Prasai, customs officer at Bhairahawa-Sunauli border, another major exit point.

¹⁶² Ibid.

Interception at the border areas has been relatively successful in some countries (e.g., Nepal); however, such interventions require careful analysis of each situation to avoid encroaching upon an individual's right to mobility. This process is further complicated as no legal document is necessary for an adult person entering India from Nepal, so opportunity for immigration officers to monitor activities is not possible as it is across other international borders. NGO groups that have built a network of connections between other NGOs active in India and Nepal are in a position to undertake surveillance. They are also developing closer relationships with police and other government officials to assist in looking for missing persons.

However, in **Nepal**, where there is very limited registration of birth, many of the children and young women have no way to be officially identified, limiting the actions of the police. Pilot programs have been initiated that facilitate the registration of children in communities with high incidence of trafficking as a first step towards creating a scientific database system to retrieve, verify, crosscheck, and disseminate statistics on trafficking persons and other missing persons rapidly at border points. Many NGOs stress the importance of these kinds of actions to improve the probabilities of successful rescue and repatriation, and are seeking support to initiate nationwide birth registration campaigns.

Gender sensitization training for law-enforcement agents, especially those working at the border areas and police stations, is essential. In this regard, programs are underway to provide a forum where the police and the members of the community can have an open dialogue to deal with sensitive cases. At the same time, law enforcement mechanisms could be strengthened to penalize offenders, procurers, traffickers, and other illegal service providers such as travel agents and manpower brokers. A network between police, departments of justice, government agencies, and NGOs in sending and receiving countries should be established and existing networks strengthened to rescue and repatriate victims of trafficking. Community accountability is important in improving law enforcement, and can be strengthened through many different types of social mobilization activities.

Although the ministries responsible for women and children's affairs in each RETA country are mandated to lead government efforts to combat trafficking (as so many victims are women and children) they each have little scope to address rescue, repatriation, and recovery issues. Other ministries such as Ministry of Home Affairs and Ministry of Foreign Affairs are mandated with responsibilities associated with rescue and repatriation.

Home Affairs is responsible for police and immigration officials, while any repatriation must also involve Foreign Affairs officials.

Local initiatives, through the direct and meaningful participation of the target community, can enhance all stages of surveillance. Locally based knowledge is vital and social punishment for the perpetrators is harsher than the legal one. Care has to be taken, however, that the right to mobility of those choosing to leave a community is respected, and those in danger from their own families are not forced to remain in harmful situations by community sanction. Shelter homes or safe houses for abused children or women, for example, would be required to provide alternatives to flight from insecure situations if community surveillance is to be effective in addressing the root causes of the need to move to safety in the first place. These vigilance programs should also resist singling out newcomers to communities, or be used to further marginalize those already under suspicion for other reasons.

If trafficked persons are rescued before they have been harmed too severely, the probability of being accepted back into their communities is much higher. This also means the traffickers can be identified and cases pursued immediately. (Often though, the traffickers involved in the transportation of trafficked persons are small players in networks and are unaware of who is brokering the process at the destination point.)

Another method of interception is to enter the places where trafficked labor is being used. This has been done in brothels in **India**—famously in 1996 where 28 young Nepali women were taken from a brothel in Mumbai and returned to Kathmandu. These kinds of operations require coordination between networks of NGOs so that links can be established between the workplace and the point where the survivor is returned. NGOs and government in Nepal learned many lessons through the experiences in 1996. For example, at that time little attention was paid to the rights of the survivors to anonymity as they were identified in the press and by police as “prostitutes,” revictimizing them through stereotyping them as “bad” women. Adult women were also denied their right to remain in India.

5.5.3 Reintegration Programs

(a-i) Bangladesh – Government Activities

The Bangladesh Government does not have any specific program or project responsible for integration of trafficked children and women.

Under MWCA, two shelter homes have been established (Nari Nirjatan Protirodh center and One Stop Crisis Centre). These two shelters are mainly dealing with women victims of violence. There are some facilities for building skills that mostly concentrate on traditional trades. The vocational and skill development activities are for poor vulnerable women but not specifically for trafficked victims. The main constraint in this sector is that government does not have any mechanism to rescue the trafficked children, therefore no records or comparative studies on the effectiveness of different approaches for integration of women and children are available. The CPCCT project, under MWCA, has the provision to strengthen the integration of trafficked victim children, but there is no report on activities to date.

(a-ii) Bangladesh - NGO Activities

BNWLA, ACD, Dhaka Ahsania Mission, and Ain o Salish Kendra have worked in the field integrating the trafficked children and women they have assisted to return to Bangladesh. It appears from their work that personal influence, community acceptance, and high regard for the NGO are critical for ensuring community acceptance and trust to encourage integration.

The main trend of integrating trafficked children and women is to engage them in nonformal or formal education systems, and organize special vocational training for developing skills. Vocational skill training is also a feature of many NGO interventions for children who have been sexually abused and exploited or who are at risk of being sexually exploited.

Some NGOs admit they need to do more to challenge gender stereotypes and encourage girls to explore other skills. For example, girls living in the BNWLA shelter home learn embroidery, painting, and tailoring. Recently BNWLA has started providing computer literacy training to 12 semi-literate girls. The Institute of Digital Technology, a local computer institution, has designed the 6-month training package, taking into consideration the trainees' understanding and ability. BNWLA has also organized some four marriages for the adolescent survivors, as part of the integration approach. Some children have been returned to their parents. BNWLA also encouraged other NGOs to open nonexploitative job options for trafficked children and women. They have sent some girls to different NGO offices. Thirty children have received skill training on different trades. Twenty-five children have been provided an education

by establishing a school where a special curriculum is being followed. A further 77 children have been integrated under different projects of BNWLA.

In the Adolescent Girls' Hostel of **Aparajeyo Bangladesh**, several girls who did not pursue higher studies are garment workers. The girls working in the garment industry may not earn much, but none are compelled to go back to the street or sex work. The efforts to build street children's awareness, pride, and confidence in themselves means that many girls want to forget their past life.

(b) India – Reintegration Activities

In terms of rehabilitation and reintegration programming in India, the picture is currently mixed. Source-area prevention seems to have a lion's share of resources (one source estimates 80% of resources). Sustainable rehabilitation seems very difficult and scarce, especially economic alternatives on a viable and large-scale basis.

Once victims of trafficking have been rescued, they are faced with a new set of challenges. In many cases return to their places of origin is difficult, if not impossible. Social stigma from their families and communities is enormous, especially for CSWs. Many survivors chose to leave their communities anyway, and have little desire to return unless the causes for their exclusion or estrangement have been resolved (for example, abuse within the home, conditions of poverty with no livelihood choices). The **Gudia program** in Uttar Pradesh has innovative strategies utilizing cultural medium and tools to integrate victims in the mainstream. Initiatives such as these aim at sensitizing the general public and thereby creating an enabling environment for the rehabilitation of CSWs.

The work of those organizations involved in assisting survivors to reintegrate (or integrate) into a different way of life is complex. There are immediate short-term issues that need to be addressed as well as creating a longer-term view of life for the survivor with greater choices and little or no temptation to return to the place where they were exploited. Despite living under extremely exploitative circumstances, some survivors, after assessing their options, still choose to return. This appears to be especially the case for women who have been working in brothels who find the option of a restricted married life—even if that is available to them—too confining. Once they became used to their working and living conditions in the brothel, some find these circumstances more empowering and tolerable. Similarly when survivors experience extreme stigmatization,

their options for survival are very limited and the psychological burden very strong, and hence they choose to return to their previous work. Several case studies by **APAC** in Tamilnadu state indicate that after several years of being trafficked, women did not want to take back the responsibility of running homes, paying electricity bills or school fees, or other routine responsibilities. They could have short-term gains in terms of a more luxurious life style of eating biriyani, drinking liquor, and frequenting movies ... buying luxuries not always possible in their prior poverty circumstances.

There are differing responses to these circumstances from organizations working from different ideological foundations. Some organizations consider that commercial sex work of any kind is immoral and at any cost women should be protected from returning. Others take a rights-based approach that recognizes that any individual has the right to choose to be a commercial sex worker. (This does not mean that these organizations condone the harm that is done to many survivors.)

- **STHREE** (Ananthpur) runs ad hoc rehabilitation homes that became a necessity, as many victims need a transitory space to cope, to be counseled, to be protected, and to start the integration process.
- **Abhaya** in Trivandrum has also provided shelter homes for rehabilitation and skills in a complex outside Trivandrum.
- **Ashramalayas** in Sagar (Madhya Pradesh) provide Bhedia children an opportunity for rehabilitation.
- **Samaskar** in Nizamabad, **Help** in Ongole, and **Rise** in Tirupathi (all Andhra Pradesh State) provide vibrant examples of NGO initiatives in setting up rehabilitation homes. The new scheme of DWCD, Swadhar, would seem the ideal model for such rehabilitation processes too.

Success of rehabilitation strategies varies for example between trafficked CSWs and those with traditional sanctions (such as Devadasis, Joginis). The traditional CSW (i.e., the Devadasis) often conclude practice around 35 years of age as they have a community of their peers with arrangements for a semblance of reintegration into the community. In the other CSW cases, relapse is very high as sustainable livelihood programming is neither available on a large-scale nor is accessible to them. One reason could be the comparative levels of earnings between these categories of victims. The highway victims, however, are the most difficult to rehabilitate.

(c-i) Nepal – Government Activities

- **MWCSW.** Rescue and reintegration programming is also covered under the NPA. Establishment of transit homes, shelter houses, and training centers, counseling programs, nonformal education, vocational skill training, and community-based rehabilitation centers are some of core activities identified. MWCSW is running a Women’s Self-Reliance and Rehabilitation Center where women are selected for training from 26 trafficking-prone districts and later return to their communities to work on awareness raising, surveillance, and imparting their training skills to others. Recently the Government established a home for prison children. The ILO/IPEC program is also supporting government efforts to build the capacity of counselors in Nepal and the quality of care in shelter homes.

- **HIV/AIDS.** The Health Minister heads a committee coordinating nongovernment and government efforts to address HIV/AIDS, while the secretary of the Ministry of Health heads a coordination committee to implement policy. Committees have also been formed at the district level to assist local coordination and effective implementation of policy. HMG has adopted a multisector approach under the Ninth Five-Year Plan (1998–2003). The approach focuses on raising awareness of HIV/AIDS to a predominantly illiterate population via popular media such as street drama and home videos. Safe sex messages on the use of condoms are also being broadcast over the state-owned radio and television in 12 local languages. However, there is no specific mention of programs or initiatives to assist CSWs, trafficking survivors, or other high-risk groups such as street children.

(c-ii) Nepal – NGO Activities

The reintegration programs undertaken by NGOs target trafficking survivors, their families, their communities, and health workers. The process generally involves handing over the returnees to the family and assuring that they are not revictimized. Most NGOs first undertake a process of medical checks (some requiring HIV/AIDS testing) and counseling for the returnees. An effort is made to contact the family members and, depending upon the willingness of both parties, they are either sent home or provided shelter.

To date Maiti Nepal has repatriated a total of 280 girls under 18 and out of them 200 were kept in the rehabilitation centers. Some 220 girls were subsequently reunited with their families. ABC Nepal has rescued a total of 53 trafficked persons (girl children). Of them 39 were kept in its rehabilitation center and two were reintegrated with their family. NAWAJOTI rescued altogether 14 girls and all were kept in

its rehabilitation center for a period of 12 months; 13 were reintegrated after that.¹⁶³

Activities also include training and counseling, tracing parents and guardians, medical services, family counseling, and seed money for income-generating activities. The interventions adopted by the NGOs can be classified according to their approach. Some NGOs adopt a welfare approach in which girls and families are given prescriptive advice about future options and a return to the status quo is advocated. Others aim to empower trafficking survivors and engage in a dialogue with women and girls about their futures. Rehabilitation centers have been started by some of the NGOs where the returnees are not only provided shelter but also counseling, vocational training, legal advice, nonformal education, etc.

Several rights advocates, including Shakti Samuha (an NGO founded and managed by trafficking survivors) have challenged the notion of the conventional rehabilitation scheme. The prison-like condition of rehabilitation centers and the provision for traditional skill development programs like knitting and sewing are not enough to help them survive as independent, empowered, and enlightened members of society. It is generally accepted by stakeholders that reintegration approaches and quality of services need to be strengthened, but the lack of resources limits most attempts to enhance these programs. Based on a recent regional study, UNIFEM has identified the need for a regional training program for counseling and more effective coordination between the various stakeholders for repatriation and reintegration outcomes to be more positive. In an interview, Ms. Alka Rajauria Rijal of Joint Initiative Against Trafficking in the New Millennium stressed that community empowerment programs such as mediation and other indigenously designed and operated social actions are required for a “durable and just solution to combating trafficking.”

Out of 238 girls rescued from the Bombay brothel in February 1996, 128 were brought back to Nepal and placed under the care and support of different social organizations (Table 12).

No long-term follow up has been undertaken to understand either the outcomes of the efforts to reintegrate these trafficked persons into Nepali communities nor their individual experiences. Comparative information on the relative effectiveness of each approach taken by the organizations involved would provide great insight into the services needed by trafficked persons to facilitate their choices for reintegration—or safer return to India, if this is ultimately the outcome they prefer.

¹⁶³ SAP Nepal. 2001. op. cit.

Table 12: Trafficked Persons Repatriated by NGOs in 1996

Organization	No. of Girls
CWIN	24
ABC	28
WOREC	12
Maiti Nepal	28
Stri Shakti	10
Shanti Punarsthapana	12
Nawajyoti	14

Source: Pradhan, Gauri, 1997. Back Home from Brothels, CWIN November 1997.

(d) Findings for Reintegration Programs

Generally, in all three RETA countries, there are very limited resources available for this type of programming. There are few facilities available that can serve as shelters or temporary homes. There are persistent problems with the quality of care provided, especially in long-term homes where many children might end up being institutionalized for years. Alternatives to this kind of care need to be urgently tested and funded, as well as the development of professional standards among caregivers. While there are only limited and often substandard facilities available, many trafficked persons will prefer the option of remaining in exploitative or abusive living conditions under the control of traffickers, or returning to life on the streets.

It was clearly identified by many stakeholders that there are difficulties in accessing development resources from mainstream poverty reduction programming for individuals or groups of returned trafficked persons. Encouraging projects to incorporate trafficked persons as a target group was recommended. This approach requires sensitivity, however, to ensure that survivors are not further stigmatized by mechanisms that single them out.

Reintegration of women and adolescent girls into their own community is very complex and challenging. Welfare-based approaches to rehabilitation with traditional vocational training schemes have not proved effective in offering sustainable alternatives for a sustained livelihood. The counseling methods adopted by some NGOs offer little respect for the rights and dignity of the trafficked persons.

Short-term needs to support survivors include **immediate shelter and protection, reproductive and general health care, psychosocial counseling, and care for trauma.** **Skill training** is usually offered to provide different livelihood options, as well as literacy and, for children, education

It has been widely observed that traditional rehabilitation methods as adopted by several organizations have not resulted in sustainable social reintegration for many trafficked persons. There is little professional counseling available in Nepal, and many transit homes resemble detention centers. Abrupt interception at border crossings and inflexible approaches to rehabilitation have been criticized by some as violating fundamental rights of freedom of mobility and migration. According to Dr. Arjoo Deuba of Samanta, a leading research institute in Kathmandu, many rescue stories tend to reflect heroism of NGOs and activists while neglecting the true plight of the survivors. Ms. Pooja Mijar of Shakti Samuha maintained that “it is not enough to give victims a place to live and eat, they need to be empowered in order to struggle and live in society.”

opportunities. There is increasing concern that some of the counseling services provided in the shelters are of poor quality, and that the types and levels of psychological harm done to survivors are not well understood. Efforts are being made to professionalize these services, and create standards of care to ensure that there is no further abuse of survivors in the shelter system. CPCCT in Bangladesh, ILO in Nepal and its regional programming, and the UNIFEM Regional Project have started this process by supporting assessments of the current situation and developing pilot activities. Alternatives to institutionalized care also need to be explored, especially for children.

There has also been some criticism that the skill training in some cases is not appropriate to the types of employment available to survivors, or to create their own income-generating activities. Women and girls are offered stereotypical skills. While many of the activities are planned with the best of intentions, it is suggested that careful follow-up and monitoring of survivors once they leave the shelters would provide valuable information to the NGOs on what worked and what did not. Programming could then be adjusted accordingly and more appropriate skills identified.

Longer term needs and interests of survivors include programming that is built on the intended outcome of **increasing life options**, rather than simply returning the survivors to their original home or family. Options need to be considered for longer-term integration (return to home environment, different community, remain with fellow survivors in community living situations, etc.). Support to the survivor should be continued as she or he makes his or her own choice. Working with children in this regard is more challenging, but again the causes for the children’s vulnerability to trafficking in the first place need to be considered as their future is planned, as they may have no desire to return to their families.

Awareness raising is also required in the communities where survivors settle to ensure that revictimization does not occur. Assisting families of

survivors to link with economic development programs available in their community, or literacy programming for girls and women, might provide greater stability to the family, and increase the probability of acceptance of the survivors especially if they return with some economically viable skills themselves. It is also necessary to monitor posttraumatic stress symptoms. Clinical experience has demonstrated that the trauma many of the survivors have suffered causes long-term psychological and physical harm, and few services are available in the mainstream health services for these effects of trafficking.

Combined approaches to provide income-generating skills and other **self-esteem building opportunities**, as well as counseling to overcome posttraumatic mental health problems, are required. One approach to address livelihood issues would be to encourage poverty reduction programs to offer groups of trafficking persons access to development resources through mainstream project activities. This approach requires sensitivity, however, to ensure that survivors are not further stigmatized by mechanisms that single them out.

More consideration should also be given to **reintegration of migrants into development activities in general**. For example, services for returning women migrants to assist in rebuilding family cohesion, especially if they have been absent from their children for long periods. Programs for reinvestment of remittances in more sustainable income-generating activities, or building these savings into other microfinance programs can assist in building more sustainable livelihoods for the whole community, and spreading the benefits of migration more effectively.

Community awareness regarding the specific circumstances and needs of migrant women can also help reintegration and foster empowering project outcomes. Trafficked persons can also be incorporated into these programs, but without the label of “victims.” They could become part of the mainstream of returning migrants without further stress on their circumstances that leads to further stigmatization. These kinds of programs could be built into existing development activities, such as community-based microfinance activities.

Again, exchange of good practices among organizations and government departments implementing such programs would increase understanding of the circumstances from which some migrants may be returning.

The **effectiveness** of reintegration activities is not clear as there is limited monitoring of existing activities. More documentation of monitoring is urgently needed to help assess the relative effectiveness of

different kinds of intervention. More information and feedback into program design and implementation is required through improved monitoring mechanisms. Furthermore, appropriate indicators have not been identified even for shorter-term outputs from community development-based programming, let alone those required for longer-term assessment of factors such as community behaviors and attitudes towards traffickers and trafficked persons. There is interest from the Population Council¹⁶⁴ to take the lead in encouraging a group of stakeholders in the region to develop indicators and to build monitoring and evaluation capacities among activists and service-delivery organizations

Urban and rural development programs of ADB need to build in targeting for these groups in their programs (for example, the Kerala Sustainable Urban Development and Poverty Reduction Program could build in a livelihood programming linking the Women's Development Corporation, Kudumbshree program through self help groups as part of the vulnerable group component).

5.6 Overall Findings

Poverty in combination with other factors appears to be a major motivation for many women and children from all countries to seek alternative means for survival, some of which involve movement away from their communities, putting them at risk of being entangled in trafficking episodes. These risks, common to many regions of the world, are compounded in South Asia by large gender gaps and limited child protection creating vulnerabilities that traffickers of many kinds (including other family members) can exploit.

There are many similarities in dynamics of trafficking of women and children across the region, and stakeholders have built on these similarities to successfully establish networks to facilitate their operations. Differences do exist, however, in approaches to addressing the issues within the region, some based on specifics of the country, and some on political or historical differences.

Some NGOs already work across borders when involved with rescue and repatriation; however, only recently, through programs such as SAFAHT supported by UNIFEM, the People's Forum that was organized

¹⁶⁴ RETA team interview with the Population Council Regional Office in Delhi, India.

around the negotiations for the SAARC Trafficking Convention, networks are now building around other objectives (exchanges of good practices for all types of programming, advocacy strategies to promote implementation of SAARC Trafficking Convention, etc.)

A theme that emerged from the RETA research, which was strongly endorsed through the consultations with stakeholders, is the need for clarity and caution when developing operational steps to address aspects of trafficking. Challenges exist when developing programming in many areas, for example:

- Migrants need protection through policies and programs to facilitate safe migration, but such activities have been used to exclude women from migration opportunities or to limit the inflow of migrants, thus stagnating the important role of migration in development. New immigration policies might also create new niches for opportunistic traffickers to exploit.
- Communities need to be made aware of the harm traffickers cause when they arrive in their midst, but without causing suspicion of newcomers or marginalizing those already considered “different.”
- Labor standards must be addressed to curb the demand for trafficked labor, but this is very challenging in the informal sector and can create suspicion from within the formal sectors as measures by developed countries to limit trade from economies with cheap labor.
- Targeting the vulnerable and source areas is difficult as the modus operandi of traffickers is flexible (to fill demand niches as they emerge and to change their routes or source areas to evade prosecution).

There is some agreement among stakeholders about areas that require further attention. For example **data collection and analysis** (informed by migration trends, policies, and outcomes in the region), and monitoring of antitrafficking activities, as little is known about what has worked and why.

There is little work done in the region regarding the **demand side of the trafficking process**, except some research and micro studies in the commercial sex sector. The demand for trafficked labor now reaches beyond the region into the Middle East, some countries of South East Asia, and perhaps farther still. Traditional assumptions about the demand

side need to be challenged and a better understanding of the links with trade, migration, and globalization needs to be established. ILO has been exploring how to stem the demand for child labor in several sectors, but more concerted efforts to understand this side of the dynamic of trafficking is important (for example regarding the trafficking of women into domestic work, particularly in the Middle East, and how to address exploitation of migrant labor in these countries).

Migration policies in more developed regions of the world are limiting the flow of migrants from regions such as South Asia, especially unskilled migrants. This will have a significant impact on the dynamics of trafficking as illegal and irregular channels are sought by those still seeking to migrate. Unskilled and low-paid employment opportunities are already concentrating in regions where slack labor standards can be exploited—again having impacts on the demand for trafficked labor.

Governments are starting to work together to address trafficking problems, for example the commitments made by SAARC member countries in signing the SAARC Trafficking Convention despite considerable political tensions in the region. These newly opening channels provide scope to build collaborative approaches to addressing trafficking and to improve mutual understanding of the impacts of the process on different parts of the region.

The RETA also suggests that ADB and other development agencies can play a constructive role in supporting some or all of the following antitrafficking initiatives associated with supporting the strengthening of legal frameworks at a subregional or national level:

- Support for improved monitoring of complaints, prosecutions, convictions, and sentences relating to trafficking offences to identify enforcement patterns and gaps;
- Support for development of a bilateral or regional database on trafficked persons, and bilateral arrangements to facilitate exchange of information and repatriation;
- Support for a regional study, perhaps by a technical expert group under the *SAARC Trafficking Convention*, to make recommendations for harmonizing national laws relating to trafficking, in order to facilitate regional cooperation in investigating and extraditing traffickers and providing assistance to trafficked persons;
- Support for NGOs working on legal literacy/empowerment of women, including paralegal training;
- Support for capacity-building of local government officials,

- especially elected women, to promote community awareness and monitoring of trafficking;
- Support for training of police investigators, magistrates, prosecutors, and judges on trafficking and women's/children's rights;
 - Support for establishment of effective birth and marriage registration systems; and
 - Support for monitoring and enforcement of labor standards in workplaces, including the development of codes of conduct by private sector industry associations and enterprises.

5.7 Recommendations

5.7.1 Government

The governments included in the RETA study are reaching across borders to address trafficking issues as demonstrated by their continued commitment to implement the SAARC Trafficking Convention. There is a need to involve more **government agencies beyond the trafficking focal points to build their capacities** to address trafficking and related concerns (e.g., women's empowerment, safe migration, poverty reduction interventions) with regional dynamics in mind. Ministries such as those responsible for labor, social welfare, as well as expatriate and overseas workers, home and foreign affairs are all implicated in implementation of the SAARC Trafficking Convention. The RETA supported one initiative in this area through the Exposure Visit to Thailand to explore experience in the Great Mekong Subregion where a broad range of stakeholders are seeking to address trafficking from a regional perspective. Other avenues for collaboration in South Asia can also be explored in partnership with ADB, for example development of regional road corridors and the impact on movement of people as well as goods, trade, and migration policies.

New mechanisms can be developed under the framework of the SAARC Trafficking Convention. For example, Article VIII of the SAARC Trafficking Convention provides several pointers for measures to prevent and interdict trafficking in women and children. In 1987, the first SAARC Technical Committee on Women and Development was set up and adopted **a common framework** for developing a guidebook of Women in Development in the SAARC region. This meant evolving a general

format and methodology acceptable to all member countries. Subsequently through frequent consultation, common variables were accepted. A similar exercise is required on the issue of collection of standardized data about the extent and scope of trafficking of women and children for prostitution, as a starting point for collaborations. This could be taken up by the focal points in the three countries through the mechanisms of the Regional Task Force mandated in the SAARC Trafficking Convention.

Improved data collection concerning crossborder flows (through strengthening of national crime data systems) will increase accountability and capacity to monitor crossborder flows. All South Asian governments should also reach consensus on standardized format for collection and sharing of data among countries, which will not only improve the understanding of nature and magnitudes of trafficking but also facilitate tracking of missing persons, implementing effective rescue and repatriation procedures, and increasing prosecution of perpetrators.

Several gaps have already been identified in the SAARC Trafficking Convention and there is interest among some signatories to review and identify suitable amendments. It is important that NGOs partner with their governments in this process as their participation is required for effective implementation of the Convention.

It is important that there be increased recognition of the **vital role NGOs play** in combating trafficking. NGOs are not only involved in delivering services to many trafficked persons, but are also able to bring alternative voices to the table, for example those of trafficked persons. Governments in the region already work very closely with civil society organizations, but levels of consultation could be increased, for example regarding amendments or revisions to the SAARC Trafficking Convention. NGO direct involvement in any task force or committee set up to implement SAARC Trafficking Convention is vital.

The appointment of a **Special Rapporteur on Trafficking** is being considered by some stakeholders and multilateral agencies, both for individual countries and within the context of the region and the implementation of the SAARC Trafficking Convention. If broad-based support for this approach is achieved, it would be important that this person be given a relatively broad mandate and scope to look beyond legal and human rights mechanisms; for example, that she/he have the potential to explore and build opportunities for positive migration outcomes, especially for women, and that the protection of human rights encompass the right to freedom of movement.

Governments within South Asia should also consider the benefits of collaborating to protect **rights of migrants** from South Asia in receiving countries e.g., Middle East, South East Asia. As identified in the RETA, migrants, women in particular, face high risks of being trafficked as both irregular and legal migrants to these countries. Sending governments have a role in providing some support and protection to these migrants, but so do the receiving countries. If SAARC countries were to work together to advocate for enforcement of international commitments concerning issues such as child labor, protection of migrant rights and enforcement of core labor standards, the impact would be greater.

5.7.2 NGOs

Several individual and networks of NGOs are already **linked across borders** to cooperate on rescue and repatriation. A UNIFEM project is now also providing a forum for different types of networking. If more support can be provided for these efforts, exchanges on good practices in all areas of programming can be effective. For example the area of advocacy for issues such as implementation and revision of the SAARC Trafficking Convention, innovative and alternative bilateral mechanisms can be disseminated to provide safe migration channels, and standards and procedures for quick and humane repatriation.

In the context of bringing a **broader base of funds and expertise** to address trafficking concerns within mainstream poverty reduction programming, specialized NGOs will have to link with other civil society organizations and networks that offer this wider scope of expertise and funding. For example, the implementation of microfinance initiatives that empower women and successfully mobilize communities to take on issues such as trafficking requires highly specialized technical expertise that is not necessarily available among those organizations specializing in combating trafficking.

5.7.3 ADB and Possibly Other Donors

(a) Prevention Strategies

The impact of overall efforts can be increased if large poverty reduction and pro-poor programs **target more effectively** those most at risk to being trafficked. Targeting needs to incorporate factors such as agro-climatic zones prone to natural disasters (floods, cyclones) and

periods of low productivity (drought, hilly areas, etc.), social stresses such as civil conflict leading to social disintegration, conflict associated with competition over scarce resources, etc.

It is feasible for agencies such as ADB to **create space in their projects** for links with antitrafficking stakeholders without providing additional large scale investments. Initial design features can seek out entry points for NGO partners to identify who is most at risk for trafficking and ensure that the most vulnerable participate in the benefits of the project. Platforms from which antitrafficking activities can take place can also be identified and used by specialized NGOs, for example in urban infrastructure development projects, during social mobilization activities, trafficking awareness sessions and information on safe migration can be incorporated.

ADB could undertake more careful analysis of the **impact of the construction** phases of their projects. For example, as the arrival of large labor gangs can increase trafficking cases in the area, building codes of conduct into contracting procedures with contractors can address issues such as the nonuse of child labor, including child CSWs. To address the links between increased road traffic and the demand for CSWs along the road can build upon projects combating HIV/AIDS among truck drivers (e.g., Healthy Highways) and encourage these programs to incorporate antitrafficking messages and mechanisms such as surveillance groups, help lines, shelters, and day care for children.

Overall targeting of pro-poor programming of government and agencies such as ADB should build in a greater understanding of the links between **poverty and migration and vulnerabilities** to trafficking.

At the regional and subregional level there is potential to integrate trafficking concerns into projects that are implemented in more than one country in the same key ways. These efforts could be supported considerably through the establishment of a **working group on social development** for South Asia subregional activities including outcomes of the South Asia Subregional Economic Cooperation (SASEC) RETA. This working group could draw on experiences of GMS where trafficking has been identified as a key element of crossborder movements. At the country and project levels the RETA also identifies types of projects with links to trafficking, as well as specific risk factors associated with these sectors of activity and potential entry points.

(b) Interception/Rescue Strategies

For multilateral financial institutions such as ADB, *direct* interventions in this area may not be an option. However, there are various *indirect* supports that it can provide:

- Support to the implementation of the **SAARC Convention**, including review of existing structures and operational obstacles to safe and rapid rescue and repatriation of victims; strengthening of government and NGO institutional base required to effectively rescue and repatriate victims; and creation of standards and codes of conduct in the operation and management of rescue and repatriation measures.
- Along with other **social awareness and social vigilance efforts**, provide support to **inform migrants** and those already mobile of dangers of trafficking and provide institutional arrangements necessary to support vulnerable migrants and trafficked victims at points such as border crossings (this would also assist in prevention).
- Strengthen **capacity of police and other enforcement agencies** in border districts and high- supply areas to limit trafficking activities.

(c) Reintegration/Rehabilitation Strategies

- A primary requirement for long-term rehabilitation, and to prevent re-entry into CSW, is to have an alternative source of income along with acquisition of skills and basic capacity building (education). As financial institutions and other organizations providing microfinance and other livelihood supports do not usually target trafficking survivors, information and frameworks to assist this type of targeting need to be developed and passed on to these institutions so they may facilitate more effective reintegration. For example, providing seed money to initiate enterprises with trafficking survivors.
- Urban development projects often cover areas where trafficking survivors are part of the targeted vulnerable group. The specific needs of these survivors must to be incorporated into projects to ensure they benefit.

As stated in the closing remarks of the Director General, South Asia Department at the RETA Regional Workshop, ADB is committed to addressing trafficking concerns. Since the adoption of the Poverty Reduction Strategy there is greater rationale and potential to incorporate such concerns and new sources of funding are now available. ADB's mandate also directly includes the promotion of regional cooperation. Trafficking is a serious limit on the positive forces of development, and bringing additional resources from broad based poverty reduction projects to address the root causes of vulnerabilities and risks must be encouraged. ADB will continue the commitment expressed through the RETA and now seek other opportunities and means to combat trafficking in all its operations.