United Nations Inter-Agency Project on Human Trafficking (UNIAP)

Phase III [2007-2013]

All photos in this report are taken and publicly shown in compliance
with the 2008 UNIAP Guiding Principles on Ethics and Human Rights
in Counter-Trafficking[1].

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[1] United Nations Inter-Agency Project on Human Trafficking (2008). *Guide to Ethics and Human Rights in Counter-Trafficking*. Bangkok.

Contents

List of acronyms and abbreviations

AAT	Alliance Anti-Traffic
ACRA	Association of Cambodian Recruitment Agencies
ADB	Asian Development Bank
AFESIP	Agir pour les Femmes en Situation Précaire
AMK	Angkor Mikroheranhvatho Kampuchea
AHTD	Anti-Human Trafficking Division
ARTIP	Asia Regional Trafficking in Persons Project
ATTF	Anti-Trafficking Task Force
AusAID	Australian Agency for International Development
BCATIP	Border Cooperation Against Trafficking in Persons
BLO	Border Liaison Office
CBO	Community-based organization
CCPCR	Cambodian Center for the Protection of Children's Rights
CIDA	Canadian International Development Agency
CMM	Case management meeting
COMMIT	Coordinated Mekong Ministerial Initiative against Trafficking
CPO	Country Project Office
CSAGA	Center for Studies and Applied Sciences in Gender, Family, Women, and Adolescents
CSO	Civil Society Organization
DFID	Department for International Development (of the UK government)
DSI	Department of Special Investigations
DSW	Department of Social Welfare
ECPAT	End Child Prostitution, Child Pornography and Trafficking in Children for Exploitation
FFW	Friends for Women
GMS	Greater Mekong Sub-region
HRDF	Human Rights Development Foundation
IAWG	Inter-agency working group
IDC	Immigration detention centre
ILO	International Labour Organization
ILO-TICW	ILO Trafficking in Children and Women Project
ILO-TRIANGLE	ILO Tripartite Action to Protect Migrants within the GMS from Labour Exploitation
IO	International Organization
IOM	International Organization for Migration
JTIP	U.S. State Department Office to Monitor and Combat Trafficking in Persons
IPEC	International Programme on the Elimination of Child Labour
KWCD	Khmer Women's Center for Development
LICADHO	Cambodian League for the Promotion and Defense of Human Rights
LPN	Labour Rights Promotion Network
LSCW	Legal Support for Children and Women
M&E	Monitoring and evaluation
MAT	Myanmar Association of Thailand
MCA	Ministry of Civil Affairs

MLSW	Ministry of Labour and Social Welfare
MMEA	Malaysia Maritime Enforcement Agency
MoFA	Ministry of Foreign Affairs
MoHA	Ministry of Home Affairs
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoLISA	Ministry of Labour, Invalids, and Social Affairs
MoLVT	Ministry of Labour and Vocational Training
MoSAVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
MOU	Memorandum of Understanding
MoWA	Ministry of Women's Affairs
MPS	Ministry of Public Security
MTV EXIT	Music Television – End Exploitation and Trafficking
NPA	National Plan of Action
NTP	National Training Programme
NZAID	New Zealand Agency for International Development
RMO	Regional Management Office
RTP	Regional Training Programme
SADIA	Sarawak Dayak Iban Association
Sida	Swedish International Development Agency
SIREN	Strategic Information Response Network
SOP	Standard Operating Procedure
SPA	Sub-regional Plan of Action
SSI	Shelter self-improvement
TCCC	Transnational Crime Cooperation Centre
TNA	Training needs assessment
TOT	Training of trainers
TPO	Transcultural Psychosocial Organization
UNDP	United Nations Development Programme
UNESCO	UN Economic, Social and Cultural Organization
UNIAP	United Nations Inter-Agency Project on Human Trafficking
UNICEF	UN Children's Fund
UNIFEM	UN Women's Fund
UNODC	UN Office on Drugs and Crime
UNOHCHR	UN Office of the High Commissioner for Human Rights
USAID	United States Agency for International Development

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Introduction

The United Nations Inter-Agency Project on Human Trafficking (UNIAP) was a three-phase anti-human trafficking project in the Greater Mekong Sub-region (GMS), which ran from 2000-2013. The project was housed within the United Nations, but was inter-agency in a broad sense, with active engagement of government, civil society, and other partners in addition to UN agencies and projects. It was comprehensive, in the sense that it addressed all "4Ps "of the anti-human trafficking paradigm: Policy, Prevention, Protection, and Prosecution. UNIAP was managed by offices and staff in a regional office as well as six country project offices in Cambodia, China, Lao PDR, Myanmar, Thailand, and Viet Nam. The principal aim of the project was to work with partners towards a more harmonized and effective response to the ever-evolving crime of human trafficking in the GMS.

Over the course of the 13 years of UNIAP, over $25 million dollars were invested into the project to fund and/or implement trainings, coordination meetings, workshops, campaigns, research, and a host of other anti-trafficking initiatives – some implemented solely by UNIAP, but most carried out in partnership with the GMS governments and other partners. While UNIAP had been ongoing for many years, the staff of the project had never engaged in any deep self-reflective analysis of what worked well, what did not work so well, and why. This report is an attempt to capture some of these findings.

Given that this self-reflective exercise is being undertaken in 2013, the bulk of the reflections and analytical lenses applied are of UNIAP Phase III staff, very few of whom worked with the project during Phase II and none of whom were present during Phase I. Thus, these lessons learned analyses will focus primarily on UNIAP Phase III (2007-2013), a seven-year, $17 million phase. Of course, assessment of signs of impact requires much more than the perspectives of staff and partners, and so a number of sources of data are drawn upon, including independently collected programme evaluation data, and feedback from trafficked persons.

The report is organized into four key themes, i.e. 'capacity building and setting standards'; 'promoting evidence-based programming and policy making'; 'coordination, collaboration, and engaging new partners'; and 'highlighting emerging issues, and identifying and filling gaps'. Each chapter concludes with a number of findings for consideration by the broader anti-trafficking community for future programming in the GMS post-2013.

SUMMARY OF KEY THEMES AND FINDINGS

FROM UNIAP PHASE III

Theme 1. Capacity building and setting standards

- **Finding 1:** Anti-trafficking capacity building must be part of a broad strategy aimed at organizational change and targeted at institutions rather than individuals. Capacity building approaches should also evolve over time, in line with shifting needs.

- **Finding 2:** Raising and upholding ethical standards in anti-human trafficking is an ongoing process that requires continuous support and monitoring across the sector, including of interventions by government, NGOs, UN, and academia.

Theme 2. Promoting evidence-based programming and policy making

- **Finding 3.** Dissemination strategies of research findings must be conceived in the early stages of research planning to ensure that the results reach intended audiences and are put to most effective use.

Theme 3. Coordination, collaboration, and engaging new partners

- **Finding 4.** An ongoing coordination role in counter-human trafficking requires agreement and formalized commitment from key counter-trafficking stakeholders to: a) agreed end goals; and b) the accepted level of coordination to be provided.

Theme 4. Highlighting emerging issues, and identifying and filling gaps

- **Finding 5.** Civil society plays a crucial role in the fight against human trafficking that must be recognized and supported by governments, donors and other stakeholders.

- **Finding 6.** Anti-trafficking hotlines require established referral networks with the necessary resources and capacities to respond.

- **Finding 7.** Trafficking into labour sectors requires new approaches with new partners.

Human Trafficking in the Greater Mekong Sub-Region. Human trafficking is essentially the act of recruitment, transport, receipt, and harbouring of people, by means of threat or use of force, fraud, coercion, deception, debt bondage, or abuse of power, for the purpose of sexual or labour exploitation. For children, means such as force, fraud, or coercion are not necessary to constitute human trafficking. At the core of this crime is the purpose of exploitation of men, women, boys and girls, involving serious violations of human rights, and physical and psychological abuse.

Human trafficking affects nearly all parts of the world. The International Labour Organization (ILO) has estimated that there are 20.9 million victims of labour trafficking/forced labour in the world, with more than half of these in Asia – 11.5

million[2]. Human trafficking in the Greater Mekong Sub-region (GMS) is widely known for sexual exploitation, but there is increasing evidence that trafficking for labour exploitation may be just as prevalent, or potentially even greater. Migration flows are linked to generally poorer areas with less economic opportunities and sometimes political instability or other social issues. Economic disparity is often a significant factor in this movement between and within countries in the GMS, but the illegal operations of brokers, exploitative employers, and those who collaborate with them are at the essence of the crime of human trafficking.

Sectors at high risk of using trafficked labour include agriculture, construction, fisheries, and manufacturing industries reliant on low-skilled labour, such as food processing, garments, and electronics; the domestic sector and some aspects of the sex industry can also be of concern. Victims in the GMS can get into trafficking situations through both formal recruitment channels as well as informal broker networks, through debt bondage, withholding of documents, and other means of control. In addition, while a significant portion of human trafficking is recognized to begin with a voluntary migration out of the home area, trafficking that starts with pure deception and sometimes even kidnapping still occurs in the GMS as well[3].

The anti-trafficking response in the GMS has developed, as in other regions of the world, around the "4P" framework mentioned above. Laws and policies to protect trafficked persons and prosecute traffickers at all levels are critical. The engagement of government and non-government partners in preventing human trafficking, protecting victims, and working to prosecute offenders vary across the six GMS countries. For example, there are dozens of anti-trafficking NGOs operating in Cambodia alongside relevant government ministries, while in China or Viet Nam there are few civil society organisations operating in the anti-trafficking sphere.

With regard to United Nations agencies and projects, some agencies have implemented ongoing anti-trafficking programmes at the national and regional levels[4], while others such have had regional human trafficking focal points but no ongoing anti-human trafficking programming at the national or regional levels. In addition, some agencies' operations came and went over the 2007-2013 timeframe, depending on funding, for example IOM's support to return and reintegration programmes.

All of these factors – the differences in human trafficking patterns and priorities in different parts of the GMS, as well as the different partners and resources available to address the issue – provide the context in which UNIAP, as an inter-agency project, has implemented activities.

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[2] ILO (2012) Global Estimate of Forced Labour, SAP-FL
[3] For example, see UNIAP (2011) Human trafficking sentinel surveillance: Vietnam-China Border. Bangkok: UNIAP.
[4] e.g. ILO's TICW and TRIANGLE projects

UNIAP Phase III: Overview of project structure and approach.

UNIAP was established in 2000 to facilitate a stronger and more coordinated response to human trafficking in the GMS. UNIAP was managed by a regional management office (RMO) in Bangkok, with country project offices (CPOs) in the capitals of Cambodia, China, Lao PDR, Myanmar, Thailand and Viet Nam. The seven UNIAP offices had a combined staff of approximately 35 throughout the course of Phase III, a significant increase from previous phases due to the development of in-house counter-trafficking expertise at the regional and country levels. The project was administered by UNDP and had a 2007-2013 budget of US$17.4 million (or just under US$3 million per year through most of Phase III).

To date, UNIAP has had three phases:

UNIAP Phase I (2000-2003): This phase concentrated on creating linkages between the different organizations involved in combating trafficking, using a broad and responsive mandate to address emerging issues and supporting new small-scale pilot counter trafficking initiatives. At the time, the project had a staff of less than 20, 8 of whom were government staff who carried out UNIAP work in complement to their own work. Phase I's budget was $2.9 million for the entire phase, provided primarily by the UN Foundation, with a contribution from AusAID.

UNIAP Phase II (2003-2006): During this phase UNIAP facilitated the development of the COMMIT Memorandum of Understanding – the Coordinated Mekong Ministerial Initiative Against Human Trafficking (COMMIT) – a regional agreement to combat human trafficking between the six governments of the GMS. The COMMIT Process provides a multi-sectorial framework for counter trafficking work at the regional level, which UNIAP served as the Secretariat.

UNIAP Phase III (2007-2013): Phase III focused on increasing UNIAP's technical service provider role to the counter-trafficking sector, as well as combining overall policy development with counter-trafficking action on the ground. Key functions of UNIAP in Phase III can be summarized as:

- Inter-agency strategic and operational coordination, at the regional and country levels;
- Information sharing and analysis on trafficking patterns, trends and programmes;
- Training and technical assistance in various counter-trafficking interventions; and
- Support to the development and piloting of innovative responses to new and emerging issues.

UNIAP's *modus operandi* during Phase III was to remain service-oriented and responsive to identified gaps, needs, and development opportunities within the human trafficking sector, as in previous Phases. The goal was to make *a tangible and sustained impact on human trafficking in the Greater Mekong Sub-region through continued advancement of a more cohesive, strategic and incisive response*. The four main objectives of UNIAP's Phase III, like in previous Phases, were oriented towards key constituencies:

- **Objective 1: Services to governments:** To support governments in the institutionalization of effective multi-sectoral approaches to combat trafficking, primarily through support to the COMMIT Process in the role of Secretariat;

- **Objective 2: Services to UN partners:** To maximize the UN's contribution to the overall counter-trafficking response, including the COMMIT Process;

- **Objective 3: Services to the broader counter-trafficking sector, including donors:** To facilitate optimal allocation and targeting of counter-trafficking resources, particularly through information and data collection, analysis, and dissemination; and

- **Objective 4: Services to the broader counter-trafficking sector, including donors (continued):** To play a catalytic role in the counter-trafficking response by identifying and supporting special projects to address new and emerging issues in human trafficking.

To achieve these objectives during Phase III, UNIAP focused on six key initiatives in service to the anti-trafficking community in the Mekong Region:

1. **Coordinated Mekong Ministerial Initiative Against Trafficking (COMMIT) Process:** The COMMIT Process is an alliance of six Governments (Cambodia, China, Laos PDR, Myanmar, Thailand and Viet Nam) that are committed to strengthened anti-human trafficking cooperation and action through a COMMIT Memorandum of Understanding (MOU). This Process, which was established to sustain cross-border cooperation and collaboration in addressing human trafficking in the Mekong Region, is governed by a task force of senior government officials from various ministries in each country. These officials meet on a regular basis to coordinate anti-trafficking policies and interventions both nationally and regionally. The objectives of the COMMIT Process are to:

   - Promote and strengthen systems and arrangements of inter-country and regional cooperation against human trafficking;
   - Establish a holistic regional response, covering all aspects of the human trafficking problem and ensuring that concern for the victim is at the centre of all interventions;
   - Identify and adapt successful models in one country to be shared with others as appropriate; and
   - Enhance national capacities to address human trafficking in order to facilitate each country's engagement at the sub-regional level, building on existing strengths in each country.

   As Secretariat to the COMMIT Process, UNIAP provided on-going technical and financial assistance. The project also supported the monitoring and implementation of programmes and activities under the COMMIT Sub-regional Plans of Action (COMMIT SPAs), working closely with UN and civil society partners to align additional technical and financial resources.

2. **Strategic Information Response Network (SIREN):** The Strategic Information Response Network (SIREN) was designed to deliver high quality, responsive and

up-to date data and analysis on emerging issues within the human trafficking sector, primarily in the GMS. SIREN conveyed information to the counter-trafficking sector in a variety of different forms including briefing reports, analytical field reports, case studies, maps, data sheets, and discussion forums and events. Research, validation, and analysis were conducted in the field, by community-based organizations, national and international agencies, and/or UNIAP itself. The intention was to bring knowledge and context on priority issues from the grassroots to the national and regional levels, and vice versa, thus strengthening the formation of response networks through information sharing. Through SIREN, UNIAP aimed to provide a forum, technical assistance, and networking and dissemination mechanisms for organizations to share knowledge, connect, and initiate and improve action.

3. **Support to Under-served Victim Populations:** Working closely with grassroots organizations through the provision of financial and technical support as well as cross-border networking, UNIAP mobilized assistance for under-served victims of cross-border trafficking (e.g. Cambodian men and boys trafficked onto Thai fishing boats). The key modality of this special project was grants to CSOs, as well as technical support, training, and networking assistance. Over the course of Phase III, empirical evidence from UNIAP, government, and non-government data all suggested that the size of some under-served victim populations was quite significant[5], reinforcing the sense that CSOs and others providing support to these vulnerable populations required significantly more resources and assistance than previously considered.

4. **Worst Offenders Project:** UNIAP and its partners (primarily police and selected NGOs) had identified and tracked some of the worst human trafficking offenders, exploiters, employers and brokers in the GMS, to assist law enforcement with investigating trafficking cases, developing cases for successful prosecution in the courts, and securing compensation for victims. UNIAP's main data sources for the Worst Offenders Project were the Burmese-language anti-trafficking hotline in Thailand and requests for assistance from CSO partners. It was envisaged that UNIAP's COMMIT linkages with law enforcement would facilitate more efficient handling of cases and allow to draw from the political will that existed at more central levels, if not at the local levels.

5. **Shelter Self-Improvement Project:** With a host of government and non-government partners, UNIAP provided technical, financial, and networking

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[5] For example, see Johns Hopkins University and Labour Rights Promotion Network (2011). *Estimating Labor Trafficking: A Study of Burmese Migrant Workers in Samut Sakhon, Thailand.* Bangkok: UNIAP, which estimated that 33.6% of the 200,000-300,000 Burmese just in the shrimp industry and just in one province had ever been trafficked, or approximately 67,000-100,000. In addition, UNIAP (2010). Human Trafficking Sentinel Surveillance: Poipet 2009-2010. Bangkok: UNIAP estimated that 23% of deported Cambodians were actually unidentified trafficking victims. It is not clear how the patterns of deportation of Burmese versus Cambodians differ with regard to lack of screening for trafficking victims, but given anecdotal evidence from cases and the Thai National Health Commission's estimate of 4 million Burmese migrants in Thailand at http://en.nationalhealth.or.th/node/294, it can be assumed that the number of trafficked Burmese in Thailand is clearly in the hundreds of thousands, since a conservative estimate of 300,000 trafficked would only be 7.5%, and other research suggests that this percentage might be substantially higher.

assistance to build the capacity of shelter managers, counselors, and other personnel in Viet Nam, China, Lao PDR, Myanmar, and Cambodia, helping them strengthen service referral networks and improve the conditions of shelters and transit centres for victims of human trafficking. It is noteworthy that the Shelter Self-Improvement Project began as a UNIAP project in most countries, but then became integrated by the COMMIT Governments into their COMMIT work plans.

6. **Ethics and Human Rights in Counter-Trafficking:** In September 2008, UNIAP launched a *Guide to Ethics and Human Rights in Counter-Trafficking* and associated training packages in English as well as in the six Mekong languages. This was done in response to the need to raise the ethical standards of anti-trafficking responders in the GMS. Since then, ethics trainings have been provided to police, journalists, victims service providers, researchers, and programmers across the region to help them integrate ethical practices into their day-to-day human trafficking research and programming. Over 15,000 *Guides* were disseminated in the seven languages, with electronic versions of the *Guide* in the seven languages being downloaded on a regular basis[6].

The first three initiatives listed above – COMMIT, SIREN, and Support to Under-served Victim Populations, were UNIAP's three main programmes and constituted over 80 per cent of UNIAP's total programme efforts. They were designed to support and feed into each other as illustrated in Figure 1.

Policy informed by victim experiences and the grassroots groups supporting them. Government support provided through COMMIT.

Policy informed by reliable data, research, analysis.

Financial and technical support to NGOs supporting victims strengthens and expands SIREN network.

SIREN research helps discover under-served victim groups.
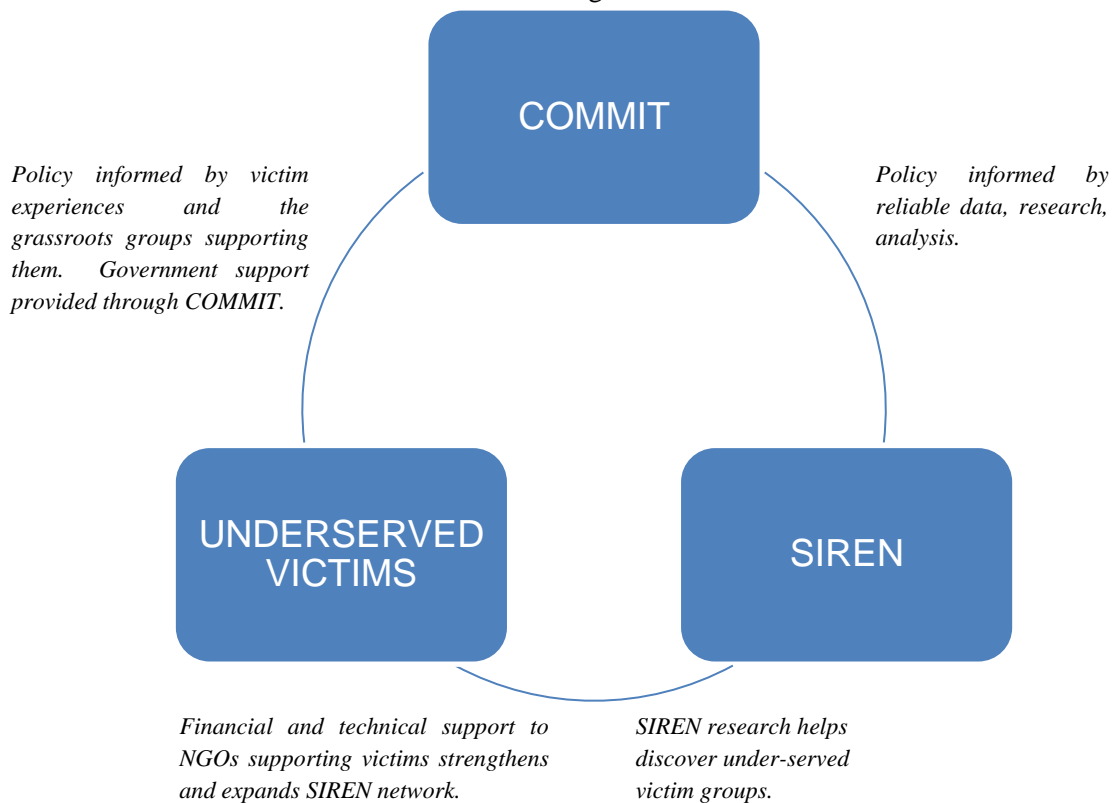
Figure 1. Inter-relationship between UNIAP's key initiative

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[6] Rende Taylor, LM and M Sullivan (2012). Raising the standard of ethics and human rights among anti-human trafficking responders in the Mekong region. *Human Rights Education in Asia Pacific*, Vol. 3, pp. 55-69.

Interviewing child labour trafficking victims;
Hue, Viet Nam, September 2010.

Training police; Yangon, Myanmar, August 2010.

CAPACITY BUILDING AND SETTING STANDARDS

A major component of UNIAP Phase III's work was comprised of capacity building and as a UN project and COMMIT Secretariat, setting standards for victim protection, criminal justice responses to human trafficking, and evaluation of the effectiveness of anti-trafficking programming. Under COMMIT, there were large-scale regional and national trainings, targeted cross-border trainings, and smaller-scale and less structured capacity building through government policy advocacy and ongoing guidance and technical support. There were specialised trainings under the Ethics and Human Rights in Counter-Trafficking and the Shelter Self-Improvement Project initiatives, as well as capacity building through more day-to-day support to NGOs through the Support to Under-Served Victims Project.

Training Lao shelter managers and staff; Vientiane, Lao PDR, August 2012.

Capacity building through regional trainings: COMMIT Regional Training Programme

The COMMIT Regional Training Programme (RTP) was launched in 2006, near the end of UNIAP Phase II. It evolved out of recognition amongst key agencies working on human trafficking that there was a need for a comprehensive regional curriculum or training programme. This included government agencies as well as NGOs who faced various challenges in being tasked with the responsibility to address human trafficking while often having insufficient exposure to the issue. Some of the identified needs included: a) a training programme, which would lead on to establishing mutual understanding of the issue of trafficking across all sectors and all countries in the GMS; b) standardized in-house training programmes on trafficking; c) a training programme which would not only inform participants' knowledge about trafficking, but also provide them with analytical skills that enable them to critically reflect existing initiatives from their own countries as well as assumptions underlying these initiatives.

Overview of the COMMIT RTP. The RTP brought together government (and, for the 9th-12th RTPs, non-government) anti-trafficking policy makers and programmers from the six GMS countries for a five-day comprehensive training covering the "4Ps" as well as monitoring and evaluation. Participants had to meet three key criteria: (1) having significant anti-trafficking work in their portfolio; (2) being in a position to use the knowledge gained, upon return to their job; and (3) being proficient in English. Training was conducted in English by regional inter-agency trainers from UNIAP, the ARTIP Project (covering law enforcement investigations and prosecution); Save the Children, IOM, UNICEF, and the NEXUS Institute (alternating in coverage of victim protection); and ILO or MTV EXIT (sometimes covering prevention). From 2006 through August 2011, 12 RTPs were conducted in Thailand, training an average of 6-8 participants per country group, or 45-50 people on average per training. Target participants were primarily senior policymakers, though over time including more operational and technical government officers, as the cadre of senior policymakers had for the most part all been trained. Participants were nominated by COMMIT Taskforces.

Prior to the 8th RTP in February 2008, the UNIAP Phase III team conducted an evaluation of the effectiveness of the RTPs using training test scores; data collected on a random sampling of 20% of all government officials ever trained (n=191) and 100% of UNIAP staff ever trained (n=42); observation of the 8th RTP; and a content evaluation with inter-agency partners. From this process, weaknesses were identified and addressed as illustrated in Figure 2 below.

The COMMIT RTP after the 2008 changes. The 9th to 12th RTPs were markedly different from the first 8 RTPs since they included a revamped curriculum with improved exercises; better trainer coordination and capacity; local language support; and inclusion of NGO, UN, and academic participants. Still, while many of the learning targets were met or exceeded according to course exam scores and course evaluations, achievement of longer-term behavioural change and measurable

improvement in the anti-trafficking actions of government and NGO responders was mixed, as indicated by a 2013 survey of previous training participants as well as a cross-checking of victim feedback. Challenges to achieving behaviour changes of trainees with a mandate to protect, prevent, or prosecute human trafficking are outlined below.

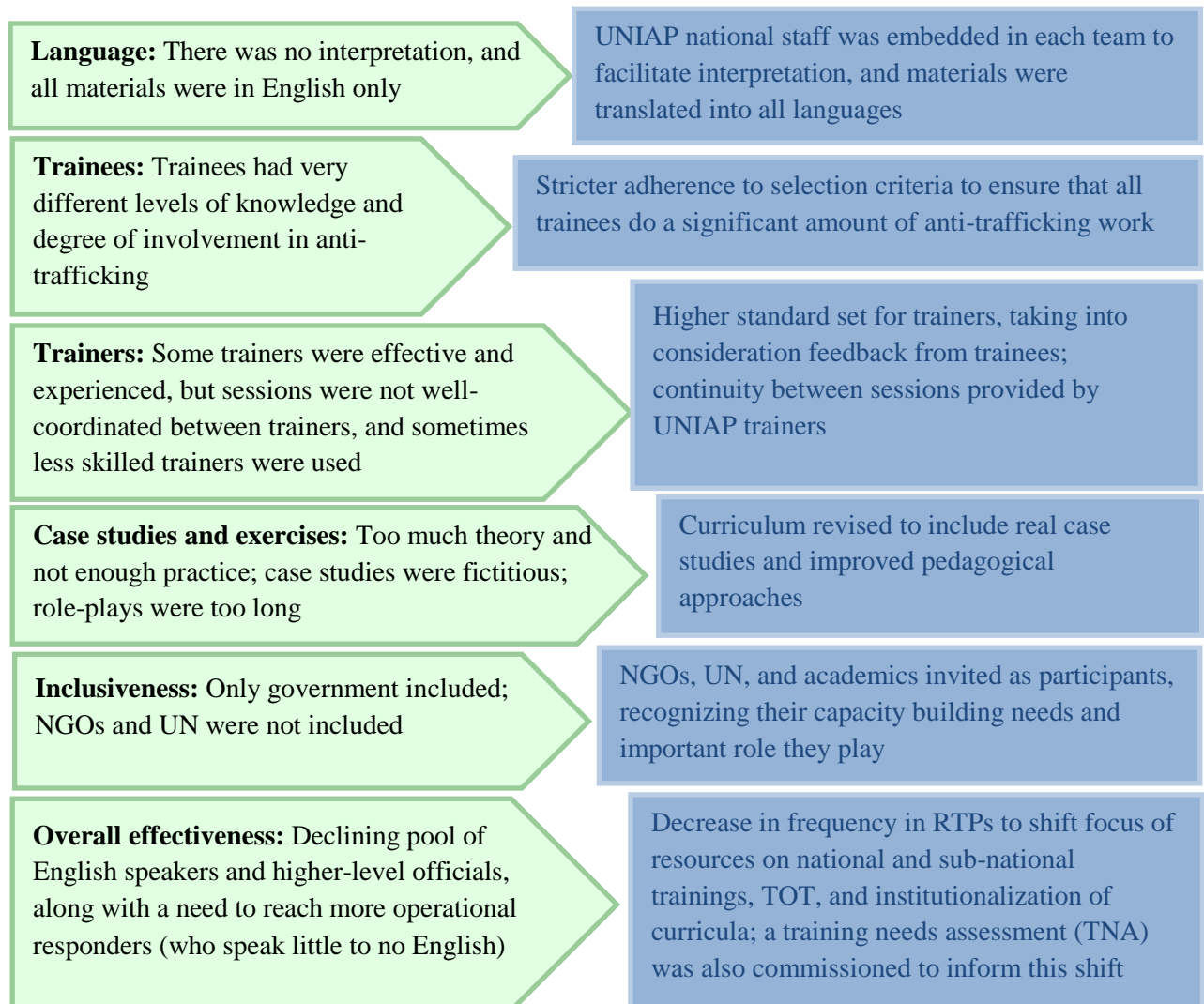| WEAKNESSES IDENTIFIED [RTPs 1-8]	RESPONSES [RTPs 9-12]
Language: There was no interpretation, and all materials were in English only	UNIAP national staff was embedded in each team to facilitate interpretation, and materials were translated into all languages
Trainees: Trainees had very different levels of knowledge and degree of involvement in anti-trafficking	Stricter adherence to selection criteria to ensure that all trainees do a significant amount of anti-trafficking work
Trainers: Some trainers were effective and experienced, but sessions were not well-coordinated between trainers, and sometimes less skilled trainers were used	Higher standard set for trainers, taking into consideration feedback from trainees; continuity between sessions provided by UNIAP trainers
Case studies and exercises: Too much theory and not enough practice; case studies were fictitious; role-plays were too long	Curriculum revised to include real case studies and improved pedagogical approaches
Inclusiveness: Only government included; NGOs and UN were not included	NGOs, UN, and academics invited as participants, recognizing their capacity building needs and important role they play
Overall effectiveness: Declining pool of English speakers and higher-level officials, along with a need to reach more operational responders (who speak little to no English)	Decrease in frequency in RTPs to shift focus of resources on national and sub-national trainings, TOT, and institutionalization of curricula; a training needs assessment (TNA) was also commissioned to inform this shift

Figure 2: Weaknesses identified and addressed after the 8th COMMIT Regional Training Programme in 2008.

One problem was that a number of trainees had moved on from their anti-trafficking position, and thus the opportunity for training knowledge and skills to be translated into action and impact in anti-trafficking was lost. For the sample of 120 randomly selected former training participants followed up with in April-May 2013, over one-third were no longer in their anti-trafficking position, with high attrition across many ministries, from police to labour to women's or social affairs. This is an especially significant challenge when capacity building efforts are focused on individuals and not institutions.

Moreover, even with the adaptations made after RTP 8, ensuring that all training curriculum materials were translated into local languages and with UNIAP national

staff embedded in each national training group to facilitate learning, language barriers presented a serious challenge to knowledge and skill uptake. Language barriers limited the amount that trainers could run mixed-country small group exercises (for example, breaking groups out by function – police working with police, social workers working with social workers, etc.), due to the inability of some trainees to comfortably interact with each other without an interpreter. Thus, the majority of small group exercises were done in country groups and had difficulty in encouraging direct exchange of good practice and lessons learned between participants from different countries.

Additionally, while many participants left the RTP having scored high marks on their exams and scoring the RTP highly in their course evaluations, follow-up with trainees found that it was still a challenge for some to change their daily work practices, as illustrated in the quotes below:

> *"I think that the RTP was beneficial to the participants personally in terms of being more aware of the multiple aspects of human trafficking. However, I think the knowledge and the skills obtained through the training were not solid enough to be transferred to participants effectively, accurately, systematically, and professionally."*
>
> - Vietnamese participant, 12th RTP, 2011

> *"Training may help people to have a somewhat better understanding about certain issues but may not be the solution to all problems."*
>
> - Thai participant, 10th RTP, 2009

In earlier years, the COMMIT RTP filled the important function to increase cross-country networking and trust building among senior policymakers of the COMMIT governments. In some cases, this also led to very concrete discussions on trafficking cases between the concerned countries' delegations. Over time, as many senior policymakers had been trained and participants came from more diverse backgrounds, the training became less effective in this respect. There was for example little need for a labour inspector from one country to network with an education officer from another country. Increasing specialization of participants over time also meant that, with the curriculum being based on the 4Ps, some aspects of the curriculum were clearly relevant for some specialized jobs, while others were clearly less so.

In 2009, a Training Needs Assessment (TNA)[7] was commissioned for the COMMIT countries, with the purpose to provide a comprehensive inventory of trainings delivered and existing training manuals throughout the Mekong region, as well as analysis of training gaps and needs. It evolved out of recognition that, beyond the COMMIT RTP, many other human trafficking-related trainings had been delivered in the GMS over the years, targeted at various participants and with differing levels of expertise. Carried out by different organizations, there had been little coordination or strategy to ensure that this capacity building was reaching those who required it; was providing the knowledge and skills they needed to perform their counter-trafficking

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[7] Cunnington, Paul and Lily Phan (2009). *Counter-trafficking training needs assessment.* Bangkok: UNIAP.

job functions better; and that the trainings were not duplicating efforts already undertaken.

The recommendations were by country and targeted at future planning and conduct of trainings. Towards the end of UNIAP Phase III, however, they had not regularly been drawn upon in national COMMIT frameworks, in parts probably due to a lack of pro-active advocacy in this direction. Many opportunities still remain for future capacity building initiatives to target appropriate participants and training needs on the basis of the TNA. Most of these are at the national and sub-national level, however, not the regional level. Moreover, the COMMIT Training Needs Assessment found that, with many ministries and functions across the region, capacity building is required beyond what is provided in the classroom – for example, there was wide agreement by TNA respondents that government capacity had improved more noticeably when close mentoring by development partners had been involved, as opposed to just attendance at training events.

Capacity building through national-level trainings

National-level trainings took many forms, from the COMMIT National Training Programme implemented widely throughout Cambodia, using a localized curriculum adapted from the Regional Training Programme curriculum, to focused grassroots-level training, such as the training conducted in Myanmar, providing specific training on how to conduct effective community-based awareness raising about human trafficking, and how to report cases. Many national-level trainings conducted under COMMIT were relatively brief and more introductory in nature, for example two-day trainings of provincial-level officers introducing them to human trafficking as defined under national laws, or one-day trainings on ethics and human rights in anti-trafficking.

Most of these workshops were one-off capacity building efforts with little to no follow-through to measure improvements in anti-trafficking function at the provincial level or to integrate training materials into existing trainings, academies, or processes. Still, a significant amount of UNIAP effort at the country level was invested in such training workshops, and there are indications that they achieved some effectiveness, though with some challenges as well, as described in greater detail in the following sections.

COMMIT National Training Programmes
Under the COMMIT Sub-regional Plan of Action II (2008-10), a key development from the RTP outlined under the 'PPC1: Training and Capacity Building' was national level trainings. This was a result of the member governments' request that the RTP 'be translated and adapted to the national context to allow wider coverage

and participation of non-English speakers'[8]. The Cambodia COMMIT National Training Programme (NTP) was initiated in 2008, with 16 trainings of 40-60 participants each carried out between March 2008 and September 2011, reaching a total of 824 provincial anti-trafficking responders in total by late 2011. Trainings at the provincial level were carried out by a cadre of national trainers comprised of senior government officials (including the Chair and Vice-Chair of the Cambodia COMMIT Taskforce), technical government officials, UNIAP staff, and other UN and NGO partners, focusing on high-priority trafficking source and destination provinces. Training participants were multi-disciplinary in nature, including provincial-level police, women's affairs, social affairs, and education.

The effectiveness of the Cambodia COMMIT NTP was independently evaluated in 2012[9], and found some similar key findings and lessons learned to the COMMIT RTP. The COMMIT NTP was found to have achieved or exceeded all of its standard performance indicators and outputs, and former participants reported,

> *"...an increase in confidence, knowledge and skills and importantly, see their work differently after the course....The training provid[ed] the opportunity to enhance analytical...skills on identifying victims of human trafficking and improving participants' skills who are commanders, prosecutors, service providers, and social workers. The training opened the eyes of participants to look at emerging issues in the local community in addition to what existed in the institution/organization's project plan."*

At the same time, the training was not able to keep up with assessing changing training needs over time, in order to ensure that training remained well-targeted and effective. Feedback from training participants also noted that the training would have been more effective if participants had received more support for implementing new or different anti-trafficking approaches in their jobs after the training. This mirrors the feedback received from the RTP participants and highlights the larger question of: What exactly are the capacity building needs of operational anti-trafficking responders on the ground, and what is the best way to build this capacity? The issue of requiring ongoing support or mentoring to build confidence in changing behaviour or systems appears frequently in feedback from former training participants at the operational level, especially those coming from trainings where their entire department was not trained. This echoes the findings of the COMMIT Training Needs Assessment as well.

COMMIT Training of Trainers (TOTs). One approach that was seen as promising to help satisfy this need was through regional- and national-level training of trainers (TOTs), whereby national-level trainers in different key agencies – both governmental and non-governmental – would be trained to provide more high-quality ongoing support to responders at the provincial and lower levels. A regional TOT was held with future trainers from all six countries in May 2012, with the training manual

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[8] COMMIT Sub-Regional Plan of Action II 2008-2010 (SPA II), agreed at COMMIT SOM 5/ IMM2
[9] Yim, KimChhean (2012). External evaluation report for *The National Training Program on Strategies for Combating Human Trafficking*. Phnom Penh, Cambodia.

having drawn on the RTP curriculum. In addition, Cambodia, Myanmar and Viet Nam carried out national-level COMMIT Training of Trainer.

The TOT trainings received positive responses, as illustrated by the feedback from this grassroots civil society worker in Chin State, Myanmar:

> *"Before I attended the training, I did not even know the true definition of human trafficking so I was not able to identify human traffickers or victims, even though human trafficking cases were happening around me. After the training, my skills and knowledge were enhanced and I felt committed to participate in combating human trafficking in my country and also the world. There have since been cases which I participated in or facilitated by supporting the identification of victims and prosecution of brokers, and providing assistance to victims. Now I am also leading the awareness raising programmes for the grassroots people."*

However, feedback from some of the trained Vietnamese trainees showed how, even after a couple of years had passed, some had not gone on to deliver any trainings. Further, it seemed that the TOT was not quite able to raise some trainees to the level where they were confident to apply their new skills, or carry out their trainings. Feedback from some Viet Nam TOT participants who were in a position and confident enough to be able to go on to successfully run trainings of their own noted a number of areas in which UNIAP could work to strengthen these shortcomings. One such response from a governmental official suggested,

> *"To improve the quality of [future TOT] trainings….participants should be specialized and responsible in the field of anti-trafficking and it is their long-term task. They should have background/rational understanding on counter human trafficking before attending any [TOT] training course done by UNIAP or any other organisations. Second, the training should spend more time in supporting/guiding trainees to develop their training curriculum and practicing as well as feedback on their practices. Finally, the training should be followed by activities such as: training curriculum development, organization of training courses for trained people to practice what they have gained, and organization of intensive trainings for trained people."*

Targeted, specialized local and cross-border trainings. UNIAP provided a number of other more specialized local trainings, typically one to three days in duration, for example:

- Cross-border case handling trainings for police on the Myanmar-Thai and Myanmar-China borders
- Ethics and victim identification trainings for provincial level police and other local departments, Lao PDR
- Human trafficking and child sex tourism trainings for personnel in the hotel and tourism sector, Myanmar
- Human trafficking awareness raising for overseas employment agencies, Myanmar
- Anti-trafficking capacity building for NGOs in China and Viet Nam
- Anti-trafficking capacity building for labour inspectors in selected provinces in the north and south of Viet Nam

- Training on behaviour change communication for trafficking prevention, Cambodia and Viet Nam
- Training on human trafficking and ethics for media, all countries.

The training agendas for many of these workshops included up to a half-day orientation to the definition of human trafficking and the COMMIT Process, followed by a number of sessions on the focus topic. Some included exercises and breakout groups, while others were lecture-based. In general, such trainings were well-received; however, there were indications that while many participants received a "taste" of human trafficking that was beneficial, they would have benefited from further mentoring or field support, as expressed below:

> *"Apart from training, if possible we need support from ATD to supervise or work/practice with us at the grassroots level because we would learn how to determine suspected cases…in order to prevent human trafficking…"*
> - District-level police chief, Lao PDR

> *"For the knowledge and skills provided by the training to reach people who need it, the knowledge and skills should be imparted without fail to disaster-affected places, refugee camps, and [those working with] poor people with low social status."*
> - ATTF police officer, Myanmar

> *"More front line service providers [need] training on relevant practical skills such as interviewing techniques, using data forms, and how to deal with stress and burnout."*
> - Provincial-level shelter staff, China

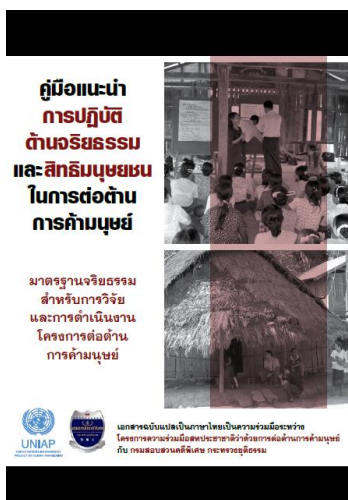Ethics in anti-trafficking journalism training. China, November 2012.

Raising ethical and quality of care standards for anti-trafficking work including victim protection

The Ethics and Human Rights in Counter-Trafficking initiative [10] **.** UNIAP developed a critical review process based on seven guiding principles on ethics for counter-trafficking work, which was modelled after the Institutional Review Boards (IRBs) of academia. In peer reviewing these guiding principles and forms with inter-agency colleagues working on human rights and anti-trafficking globally, there was a call to develop a comprehensive resource providing practical, step-by-step guidance on how to make anti-trafficking interventions more rights-respecting. The aim was to make these available for specific use by the anti-trafficking community.

Thus, in September 2008, the UNIAP *Guide to Ethics and Human Rights in Counter-Trafficking: Ethical Standards for Counter-Trafficking Research and Programming[11]* was launched in English, then soon after in the six Mekong languages. By the end of UNIAP Phase III, over 15,000 guides had been printed and disseminated in the seven languages, with electronic versions of the Guide available in English and the Mekong languages on the Internet[12]. The Guide itself is 50-60 pages long (varies by language) and includes checklists, case studies, "do's and don'ts", and templates for key forms such as ethics reviews and informed consent statements.

UNIAP Ethics Guide in Thai, whose re-printing was co-sponsored by the Department of Special Investigations.

Based on these guidelines, UNIAP created training curricula in all Mekong languages for training groups such as senior policy officials; operational government officials from police, justice, social work and other ministries; NGO workers and journalists; and mixed, multi-disciplinary settings. National-level trainings were launched in all countries, and UNIAP also integrated ethics and human rights training modules into the COMMIT RTP and RP TOT curricula. In addition, UNIAP and partners acted opportunistically to integrate ethics training modules into other relevant national and sub-national trainings, for example trafficking victim screening trainings for police and border guards, and shelter management and counselling trainings for shelter staff. While the trainings varied by participant group, they were all generally based on real case examples illustrating each guiding principle, with extensive group work, discussion, and sharing about how to handle difficult ethical dilemmas common to anti-trafficking research and programming.

By 2011, many national UNIAP staff and inter-agency partners had gained significant experience in ethics training, which, over time, increased the localization and spread

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[10] More extensive documentation of the effectiveness of the Ethics and Human Rights in Counter-Trafficking initiative can be found in Rende Taylor, LM and MK Sullivan (2012). Raising the standard of ethics and human rights among anti-human trafficking responders in the Mekong Region. *Human Rights Education in Asia-Pacific* Vol. 3.

[11] UNIAP (2008). *Guide to Ethics and Human Rights in Counter-Trafficking: Ethical Standards for Counter-Trafficking Research and Programming.* Bangkok: UNIAP.

[12] http://www.no-trafficking.org/init_ethics.html.

of ethics training at the national and sub-national levels. Table 1 provides some examples of behaviour change following from ethics trainings.

Table 1. Evidence of behaviour change and improvements following UNIAP ethics trainings

Police interview procedure reformed to uphold principles of do no harm and to enable referral

"Practically, I learned a lot from the training, particularly human rights base in interviewing. As a result, we reformed the team and the way to handle cases and we created a proper place to interview victims after raid and rescue [which had] not existed before I was trained. We have our behaviour changed in treating the interviewees based on their rights, for example, we provide them food and water if they are in need, translator if they are foreigners and they have right to answer or decline. Moreover, we would refer them to our partners for further intervention [when this was requested]."

– Senior official of Anti-Trafficking and Juvenile Protection of Royal Gendarmerie, Cambodia

Journalist reporting techniques changed to reflect ethical principle of confidentiality and anonymity

"The Ethical Standards for Counter-Trafficking is very useful to me…It has been a good improvement for my profession in interviewing, particularly the sensitive cases of trafficking and abuses. In my report, instead of giving the real name, I make up a different one so that the identity of the victim has been protected. I see it is important to have this type of training is conducted. It helps updating and refreshing our career to move onto the right path. I suggest that the training should continue in wider scale."

– Journalist for Cambodia Weekly

Social worker ensuring that consent is obtained, staff are trained and victims are interviewed by appropriate staff

"Before the training our team worked based on belief and habit. Consequently, interviews could happen at any time and any place. We sometimes had male staff carry on interviewing a shivering girl who had been abused. However, after being introduced to the guidelines and rights-based interviewing, we had our behaviuor changed. For instance, we arranged a proper interview environment, asked for consent, maintained anonymity and confidentiality. We also share our knowledge, experience to our team and counterparts on the issue."

– Social Worker for a local NGO, Cambodia

Policy maker disseminating ethics information to relevant officers

"I have not directly applied what I have learned from the training to my work as our unit does not work directly with the victims. However, the training was very informative and where possible these information are always disseminated to related officers."

– Mid-level officer, National Operation Centre on Prevention and Suppression of Human Trafficking, Thailand

NGO case workers improving how they interview trafficked persons in the field

"After attending UNIAP's ethics training, I applied what I have learned to provide assistance to victims of trafficking while interviewing them. The principles upheld were: Be friendly…getting to know the victim…there will be snacks, fruit, water, drinks provided. I allow the victim to speak without any interruptions…. During the interview, I try to reduce the tension in the environment [and] encourage and support the victim…[and] maintain eye contact. I allow the victim [to] finish his/her story [and] remain neutral…"

– Case officer, international NGO, Thailand

Shelter managers applying ethical principles to improve shelter conditions and management systems

"Except the 5th principles…I have applied thoroughly six of seven ethical guidelines developed by UNIAP. The principal which is applied very effectively in our shelter is the 4th one referring to assurance of anonymity and confidentiality. When there are more than two victims returning, we work one by one with collecting information. Case documents are encoded by the first letter of their names, locked in a filing cabinet and managed by a staff. Sharing information is only upon decision of the director…[The] seven principles developed by UNIAP were not new to me since I had applied them in my work. However, UNIAP gathered and compiled the seven principles in an easy to remember, easy to understand manner so they can be more engraved in my memory. They now become guidelines to my work when I communicate with victims."

–Director of a Vietnam Women's Union shelter, Vietnam

Despite the behaviour changes reported above, there remains a significant need for improvement in ethical conduct among victim service providers, journalists, police, and others. For example, from the COMMIT region-wide (re)integration study interviewing 252 trafficked persons across the GMS, it was determined that:

> *"Existing procedures also pose potential risks to trafficked persons if they are not accompanied by codes of conduct for relevant staff and ethical protocols such as confidentiality, anonymity, privacy and best interests of the victim, especially when a child. For example, if officials and authorities are not bound by a duty of confidentiality in handling cases, they may share ta information that could "out" trafficked persons in their families and communities without their consent, leading to discrimination and stigmatization. One woman in Myanmar described how her village chief referred to the mother of her friend (with whom she had been exploited) as "the trafficking victim's mother." There is a need to develop ethical protocols for the handling of all cases throughout the various stages of (re)integration including the return to the community."*[13]

Photos submitted by partners demonstrating their application of ethical principles learned from UNIAP ethics training.

Top: NGO staff applies UNIAP ethical principles in victim interviews.

Bottom: Viet Nam Women's Union applies UNIAP ethical principles in the secure storage of case files (previously in glass-front cabinets without locks), and the provision of individual lockers for clients in shelters for the storage of their belongings (previously not private or locked).

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[13] Surtees, R (2013). *After trafficking: Experiences and challenges in the (re)integration of trafficked persons in the GMS.* Bangkok: NEXUS Institute and UNIAP.

Shelter self-improvement (SSI) project. Shelter-based educational and recovery programmes form an important part of (re)integration services in the GMS. The SSI project was developed to support the improvement of the quality of different forms of shelter facilities, including the capacity of staff to provide better services, and the referral mechanisms between the shelters. The project thus sought to jump-start several longer-term processes of developing and implementing procedures for comprehensive victim protection by governmental and non-governmental partners under COMMIT through an innovative, time-bound approach.

Over the course of one to three years – three in Viet Nam, two in China, and one in Cambodia, Lao PDR, and Myanmar – government and NGO shelter managers, counselors, and victim service providers from many[14] shelters in the countries were trained on how to conduct shelter inspections, and how to train others to do shelter inspections, using a scoring sheet that rated various aspects of shelters according to international standards (facilities, services, case management systems, etc.).

The national SSI group divided into teams and conducted group cross-assessment visits to each other's' shelters. After the shelter visits and based on the scores and the identified areas that required the most improvement in each of the shelters, the national SSI group determined the best way to allocate funding among the shelters for immediate improvements, whether physical changes or improvements to the system, capacity, or case management. Over the course of several months, the shelter improvements were made, and common capacity needs (such as trauma counseling, development of reintegration plans, etc.) were addressed by specialized group trainings. Other outstanding needs were also addressed by specialized meetings and trainings, such as building more effective referral mechanisms and developing common intake, needs assessment, and other forms.

The national SSI teams reconvened to conduct follow-up cross-assessments to document the improvements in each of the shelters. A strategy workshop reconvened the SSI group along with other victim service provider NGOs and relevant central government officials to discuss next steps, policy improvements, and sustainability – longer term plans for continued shelter improvement, strengthening referral networks, strengthening reach to victims not served by the system, for example self-returns, etc.

Policy was made – for example integration of the shelter assessment checklist into Cambodia's *Minimum Standards on Residential Care for Victims of Trafficking and Sexual Exploitation* by the Ministry of Social Affairs (MoSAVY), and the China Ministry of Civil Affairs (MCA) making UNIAP's *SSI Operational Guide for MCA Shelters Serving Trafficked Persons* into national policy and disseminating it to the 1,500 shelters in the country.

Thus, the SSI Project was an intensive capacity building and standards-raising initiative based alternately in the classroom and in the actual participating shelters. It also served as an introduction to other more systematic issues such as policy

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[14] Or, in the case of China, selected shelters, since China has nearly 1,500 shelters.

challenges (for example, compulsory shelter stays or under-resourcing of social welfare ministries) or systems challenges (lack of functioning national and cross-border referral mechanisms).

Table 2 summarizes some of the fundamental improvements observed by both experts and participants engaged in the capacity building effort towards the end of UNIAP Phase III.

Table 2. Signs of impact. Changes in attitude and treatment of victims of trafficking in SSI shelters
Q. Have you seen any changes in service provider attitudes among Vietnamese shelter managers and staff, since starting the shelter self-improvement project in 2008?
Ms Nguyen Thi Tong Hoa, psychosocial counselor, Viet Nam, September 2010: *"There have been a lot of changes between the first and second shelter assessments. For example, in Lao Cai, when the center was first established, there were a lot of basic perceptions about victims being criminals or selling sex services and being very bad for the community. So there was a lot of stigma and discrimination toward the victims when they returned and stayed in the shelter. But after the second assessment in 2010, we saw a lot of changes, in particular the managers started to sympathize with the victims, and we can see on their intake and case management forms that they no longer called victims "prostitutes" or "illegal migrants," but instead "survivors" or "vulnerable women." So there were a lot of changes.* *In some of the shelters, they got to learn with each other the approaches of how to work with the victims, how to communicate with them, to not shout at them, to not tell them their experience was bad, and not retraumatizing them. At the beginning, some of the shelters were very protective, treating the victims like children. But after this programme they started to learn that they should improve and enhance victim capacity and empower them.* *But some of the centers used to threaten the victim, saying "you have to do this, you have to do that," everything pointing [their finger]. But after being involved in this programme, they became more encouraging and sympathetic…"*
Mr Nguyen Ngoc Anh, UNIAP National Project Coordinator and social worker, Viet Nam, May 2013: *"Prior to the involvement in the Shelter Self-Improvement Project, many shelters managers had never met each other. They were not aware of the services they each offered, and did not have the chance to see how things worked in other custodial facilities. Though there were a small number of shelters, the network of personnel doing the same kind of work never existed. Consequently there were no referrals between shelters that were thousands kilometers away. Most shelter managers and staff members had never thought about standards but they tried their best. In different shelters, things operated differently.* *Over the years, the project has observed significant improvements in staff's capacity, and an impressive change in staff members' attitudes. Service provided by staff was enhanced due to their increased professionalism, facilities and conditions in the shelters were improved, and there were more and more victims being supported. Staff have also improved their counseling and listening skills to build stronger, trusting relationships with victims of trafficking.* *Examples include: Peace House in Hanoi had all the case management files coded alocked, to ensure confidentiality instead of having victims' names identified; Can Tho shelter revised their regulations to make it more positive, educational and constructive taking the views of the victim clients into consideration; and active referral between short-term reception centers in Lang Son, Lao Cai and Quang Ninh and long-term shelters in Hanoi, Ho Chi Minh and Can Tho. For Peace House in Hanoi alone, the number of intakes during 6 months after engagement in the network doubled from the 17 months after its opening."*
Q. Have you seen any changes in service provider attitudes among Lao shelter managers and staff, since starting the shelter self-improvement project in late 2011?
Ms Malayvanh Khamhoung, UNIAP Cross-Border Case Coordinator, Lao PDR, May 2013: *"I can definitely see some changes in the attitudes of shelter staff since attending our cross-assessments and trainings in the past months. I think the shelter staff understand more about their responsibility and also feel*

more confident to share their opinion with shelter managers about cases. And the manager listens to them more. Also, before, the manager always made the plans to go to the field, for example for family visits, family assessments, reintegration and so on, but now the shelter social workers can share their ideas especially on what they really need to know from the victim's communities and for the reintegration plan.

They also have more Case Management Meetings between shelter staff. Also, shelter staff would like more training to improve their skills but they never had the chance, now the managers understand why they need it and allow them to receive more trainings.

The managers and social workers also now understand that they cannot provide every type of help to the victims especially when victims have mental problems, and so now they refer or transfer to other more qualified professionals."

Q. How have you applied the knowledge and skills gained from shelter self-improvement project trainings in 2011-2012?

Social worker, Guangzhou Minor Protection Center, China, May 2013:

"Thanks to the trainings of the shelter project, our centre initiated a series of improvement endeavours on various aspects such as rearranging the facilities and environment to create a more friendly atmosphere, protecting the privacy of children, and producing trafficking victim ID swiftcards, flyers and poster to improve the understanding of human trafficking by everybody. We have sought opportunities to find life skills and vocational trainings for children to help them integrate into society. In terms of case management, the shelter self-assessment tool has been adopted by the project team, to monitor and guide facility operations and to provide more targeted services and pay more attention to the empowerment of our clients."

SIREN Raids, Rescues, Resolution: setting standards for police raid operations and encouraging proactive anti-trafficking policing. One aspect of direct counter-trafficking interventions is operations to remove victims in exploitative environments. Such operations (often termed 'raids') have been contentious due to their sensitive nature and the potential risk for further harm to trafficking victim(s), if not conducted on the basis of cautious preparations.

As a result, UNIAP convened an expert consultation with partners ARTIP and ILO, along with the participation of other counter-trafficking partners with relevant expertise in August 2008. The consultation sought an agreement on minimum standards for police raid operations, and concluded that such operations should be meticulously planned, based on proactive investigations of trafficking networks and exploitative workplaces, and only executed with urgency if there was risk to life. Furthermore, intelligence-based investigations should identify when the least harm would occur in securing victims and suspects, and seek to generate sufficient evidence to conduct prosecutions without the victim's testimony being the primary source of evidence, as is often the case in human trafficking trials.

3 objectives of a trafficking raid / rescue operation

Objective 1. **To arrest** those suspected of committing crimes related to human trafficking

Objective 2. **To seize** evidence of the crimes

Objective 3. **To rescue** victims of trafficking and exploitation

Figure 3: SIREN report UK-01: Raids, Rescues, Resolution, 2008

In order to disseminate the findings with a view to set new standards, the outcomes of this initiative were detailed in a SIREN report[15] and integrated into the COMMIT RTP curriculum.

Finding 1: Anti-trafficking capacity building must be part of a broad strategy aimed at organizational change and should be targeted at institutions rather than individuals. Capacity building approaches should also evolve over time, in line with shifting needs.

The earlier COMMIT Regional Training Programmes served a critical function in raising the bar on basic knowledge of senior policymakers on the issue of human trafficking during UNIAP Phase II. Language barriers may have limited the amount that participants learned and retained, and a number of trainees ended up rotating out of anti-trafficking positions, which limited the impact of such training. In addition, the networking and trust-building opportunities offered by such regional trainings initially had considerable value, but over time was seen to decline as the anti-trafficking response matured in the region, and capacity building need tapered off at the policy level while expanding at the operational level. This, along with the continuing challenge of turnover in many countries and departments, made the shift to bilateral, national, and sub-national level trainings and TOTs more effective, whether with regional expert trainers or local expert trainers or both.

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[15] UNIAP (2008). GMS-06: Raids, rescues, resolution: Removing victims from sex and labor exploitation. Bangkok: UNIAP.

Finding 2: Raising and upholding ethical standards in anti-human trafficking is an ongoing process that requires continuous support and monitoring across the sector, including of interventions by government, NGOs, UN, and academia.

Victim protection, whether in a shelter, a source community, or a courtroom, puts service providers in ethically complicated situations every day. Raising ethical standards for victim protection cannot be done overnight and rarely can it be done successfully in a classroom, since service providers regularly encounter new ethical dilemmas and hence would greatly benefit from situation-specific coaching. Sustained, intensive efforts by qualified trainers are required to raise the ethical standards of victim protection and handling on the ground. Considerable feedback was received indicating that such coaching and mentoring for front line responders would be welcome, not only by the front line responders themselves, but also by provincial and central-level officials who appreciate the difficulty of their anti-trafficking tasks. Some front line responders expressed a desire to receive more mentoring from international and national experts, while others were interested in more supervision and coaching from the provincial and central-level specialist anti-trafficking units, to minimize the harm being (often inadvertently) done to victims in the name of anti-trafficking.

PROMOTING EVIDENCE-BASED PROGRAMMING AND POLICY MAKING

Over the course of Phase III, and particularly with the introduction of the 3rd COMMIT Sub-regional Plan of Action (COMMIT SPA III, 2011-2013), UNIAP advocated for strengthened data systems that collect and analyse human trafficking-related data, with the aim of strengthening the empirical basis for anti-trafficking measures. Anti-trafficking policy and programming relating to prevention, protection, and prosecution would all benefit from an improved knowledge base relating to three key categories of anti-trafficking data:

1. Data on victims of trafficking, their vulnerability factors, and their needs;
2. Data on criminals, their networks, and their *modus operandi*; and
3. Data on the effectiveness of laws, policies, and measures.

There are many possible approaches to expanding the evidence base, and one of the innovations of the COMMIT SPA III was inclusion of an entire area dedicated to data systems, creating space for anti-trafficking partners to conduct research and expand the evidence base in a way that could be seen as contributing to the COMMIT governments' commitment to "ensure that anti-trafficking strategies are based on accurate and current research, experience, and analysis," as per Article 29 of the COMMIT MOU.

UNIAP Phase III supported the GMS's first locality-specific and labour sector-based estimates of human trafficking prevalence, to serve as critical references for measuring the impact of anti-trafficking efforts. This was done through SIREN Sentinel Surveillance as well as the SIREN Trafficking Estimates Initiative. UNIAP-led research also provided policy makers and other key stakeholders with a better understanding of the causal factors for human trafficking through findings on vulnerabilities beyond the often-quoted poverty or lack of education, with the aim to assist in more strategic trafficking prevention and safe migration efforts. This was achieved through the above-mentioned SIREN Sentinel Surveillance, as well as through vulnerability targeting fieldwork in Cambodia, Lao PDR, and Myanmar. UNIAP also conducted or supported research to examine the effectiveness of anti-trafficking policies and programming, e.g. through a study on recruitment agency mechanisms and Cambodian maids in Malaysia, a study of Vietnamese returnees to inform amendments to the new law, or a region-wide study on the effectiveness of (re)integration services under COMMIT.

Sentinel Surveillance

Sentinel surveillance approach and methodology. Sentinel surveillance is a research approach drawn from epidemiology, typically applied toward studies of infectious disease, which can estimate prevalence as well as risk factors. Applied to the subject of human trafficking, these research studies sampled from populations of deportees contributed towards a better understanding of the proportion of those deportees who were actually unidentified trafficking victims (i.e. estimating trafficking prevalence). From in-depth interviews followed by statistical modelling, sentinel surveillance also allowed for exploring risk factors through comparing trafficked versus non-trafficked deportees. Additionally, GIS technical support from partner agency UNESCO generated high-quality maps visualizing data such as locations and industries of exploitation and trafficking, migration routes, and origin communities of trafficked persons. Sentinel surveillance data collection was piloted at the Thai-Cambodia international checkpoint in 2008, and three further rounds of sentinel surveillance were then carried out in 2009, 2011, and 2012. In addition, research was conducted in Vietnam in 2010, on multiple border checkpoints on the China border, and in southern Lao PDR on the Lao-Thai border in 2013.

Sentinel surveillance outcomes and impacts. At the time of writing this review, two Cambodia-Thai reports and one Viet Nam-China report had been published; the latest two rounds of data collection in Cambodia had not been published as of yet. As these research initiatives were the first of their kind in the region on human trafficking, the data produced new insights into trafficking-related patterns, broker networks, vulnerability factors and more. The depth of information and analysis made a key contribution to the knowledge base on human trafficking in the sub-region and more globally. Progress on the recommendations in the sentinel surveillance reports are summarized in Table 4. Analysis is limited to the Cambodia-Thai research, due to the lack of dissemination of the Vietnam-China report (discussed below).
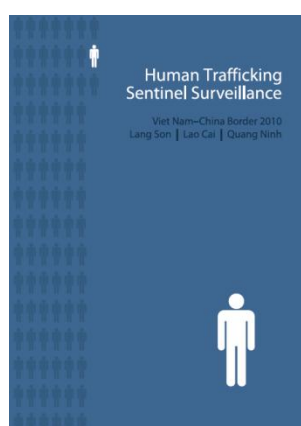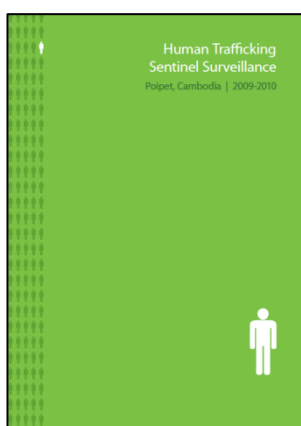
|	**Table 3. 10 key recommendations from UNIAP human trafficking sentinel surveillance research (Cambodia-Thai 2010), and progress to date on those recommendations**	
1	Educate Cambodian and Thai front-line responders about their role in identifying and assisting foreign victims of labour trafficking, including men.	**Progress:** Some, on the Cambodian side. However, it is notable that while Cambodian police have stepped up efforts to investigate and prosecute cross-border traffickers, border officials are often not very aware of these issues, in part due to high turnover.
2	Make legal labour migration channels more affordable, efficient and accessible to prospective migrants.	**Progress:** Limited. While this is a common advocacy point for many agencies to the relevant governments, little work has been done to improve Thai-Cambodia formal recruitment channels since 2010. This may be in part due to diplomatic tensions related to non-trafficking issues. It is notable that Cambodia does not permit formal recruitment of Cambodian labour into the Thai fishing industry, due to their awareness of the risks of abuse in this industry, which in part can be attributed to this research.
3	Educate anti-trafficking responders and policymakers about the realities of gender, vulnerability and human trafficking.	**Progress:** Some. In Cambodia, this research is often quoted as proof of the inaccuracy of gender stereotypes relating to trafficking vulnerability, and significantly more attention has been given to the issue of trafficking of men since 2010. These issues are commonly discussed in detail in high-level government meetings and stakeholder meetings alike, due to the efforts of many development partners.
4	Refine and make more specific the content of safe migration awareness raising, particularly to males in hotspot source areas.	**Progress:** Measurable. The report has been used as a reference to organizations such as MTV-EXIT, World Vision, ILO, the Big C government-NGO cross-border coalition, and the Cambodian government is refining the content of safe migration awareness-raising, particularly to and about males.
5	Develop Khmer-language outreach, assistance and mechanisms to report exploitation cases for Cambodian migrant workers in Thailand.	**Progress:** Limited. UNIAP attempted to launch a Khmer-language hotline in Thailand similar to its Burmese-language hotline, but was not able to do so. The Oxfam-supported CAHT network attempted to link Thai and Cambodian NGOs working on such labour exploitation cases, but language barriers as well as funding shortages limited their success.
6	Investigate and disrupt broker-trafficker networks involved in human trafficking, starting with the destination exploitation hotspots and labour sectors identified in the maps.	**Progress:** Measurable, on the Cambodian side. Cambodian police have used this report and networks with local NGOs to pursue cross-border traffickers.
7	Engage relevant Thai business and industry associations to address exploitation and trafficking that occurs in their industries.	**Progress:** Limited but increasing, particularly after civil society labour rights groups started highlighting labour trafficking cases to the international press in 2012. However, little of this could be attributed to the recommendations from this report in 2010.
8	Improve the quality and comprehensiveness of victim identification screenings, starting in the hotspots where victims are likely to be found, and also include on-going screening of Cambodian deportees at the border in Khmer language to identify victims and help address gaps in the system.	**Progress:** Limited on the Thai side; on the Cambodian side this occurs for children and has increased in general, but remains limited for adults besides the UNIAP's sentinel surveillance.
9	Provide social, economic and legal services and information immediately upon arrival in Poipet for deportees who may be victims of labour trafficking or exploitation.	**Progress:** Improved but dependent on support from civil society; for example, Poipet Transit Centre, run by MoSAVY, now can provide immediate shelter and referral for male victims of trafficking, but only with non-government support.
10	Increase practical collaboration	**Progress:** Limited.

In Cambodia, the report was summarized in Khmer and presented to the Cambodian National Assembly, COMMIT Task Force, and government and NGO partners attending the quarterly anti-trafficking stakeholder meetings, as well as disseminated through the UNIAP email news digest, with a distribution list of over 400 recipients. The report led Cambodian anti-trafficking police to investigate further into broker/trafficker networks (with some financial and technical support from UNIAP), which led to a number of arrests, although some concerns remained regarding the extent of suspects' involvement in the trafficking process [16]. Asia Foundation designed a study looking into patterns of male trafficking in Koh Kong with a methodology partly inspired by UNIAP sentinel surveillance. Winrock and CARE International drew on the findings for their baselines and programme targets, and the Big C coalition of government and NGO partners operating on the Thai-Cambodia border used the report to inform their awareness campaigns for potential migrants on labour trafficking in Thailand. National awareness-raising messaging was adjusted with more specific information regarding risks of trafficking onto fishing boats, and trafficking of men more generally. There was also engagement with the National Assembly, which committed to discussing the report's conclusions and recommendations with the country's provincial governors (although it remains unclear at this stage if this ever materialized).

Deportees arrive in Poipet in a Thai immigration truck (top left); a sentinel surveillance researcher speaks with a returned young woman (top right); the 2009 sentinel surveillance field team (bottom right). Poipet, August 2009. UNIAP technical staff work out emergency referral networks with local NGOs KWCD, LSCW, and TPO (bottom left). Poipet, September 2010.

SIREN Trafficking Estimates Initiative
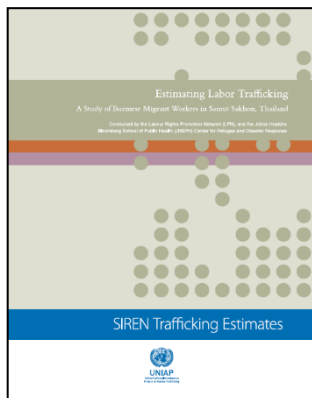
SIREN Trafficking Estimates Initiative approach and methodology. The absence of reliable research on the prevalence of the human trafficking problem has been widely acknowledged to be hindering the anti-trafficking sector's understanding of the true depth of the problem, as well as its ability to monitor its effectiveness. With this in mind, the goal of the SIREN Trafficking Estimates Initiative was to cultivate innovative yet feasible approaches for measuring trafficking prevalence by creating a global competition with research seed grant money as an award.

The competition in 2007 attracted dozens of innovative research proposals from around the world[17]. The top six research designers were invited to Bangkok to take part in a presentation and judging process, and the top three research proposals were awarded research grants to pilot their proposed methodology. These studies were respectively on sex trafficking in Cambodia[18], labour trafficking in Thailand[19], and cross-border trafficking from Viet Nam to Cambodia[20]. After over a year of research and many lessons learned, three pioneering research studies were produced and disseminated, each piloting very different approaches to measuring prevalence of human trafficking within a particular industry and/or locality.

SIREN Trafficking Estimates Initiative outcomes and impacts. There were many positive aspects to the SIREN Trafficking Estimates Initiative, as well as a few shortcomings related to the need for greater advocacy and communications follow-through. The initiative contributed to:

1. The generation of feasible, replicable research methodologies for estimating trafficking prevalence in diverse environments, relevant to other regions of the world in addition to Southeast Asia;
2. Support for innovative collaborations between world-class quantitative researchers and local researchers or grassroots groups, as well as for lesser-known but high-quality local academic institutions; and
3. Support for the advocacy of numerous NGO organizations attempting to raise awareness of trafficking trends, which to this point had been based primarily on anecdotal or limited case-based evidence.

The findings of each study yielded very interesting results, which challenged many commonly held assumptions about human trafficking. The study on sex trafficking in Cambodia found indications that estimates of trafficking for sexual exploitation in Cambodia might be significantly lower than previously thought. The study on labour

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[17] UNIAP (2008). SIREN report GMS-03: Statistical methods for estimating numbers of trafficking victims. Bangkok: UNIAP.
[18] Steinfatt, TM (2011). Measuring the extent of sex trafficking in Cambodia – 2008. Bangkok: UNIAP.
[19] Johns Hopkins School of Public Health and Labour Rights Promotion Network (2011). Estimating labor trafficking: A study of Burmese migrant workers in Samut Sakhon, Thailand. Bangkok: UNIAP.
[20] An Giang University (2011). A quantitative analysis of human trafficking: The case of An Giang, Viet Nam. Bangkok: UNIAP.

trafficking in Thailand found that labour trafficking of Myanmar people in the Thai shrimp industry was alarmingly high. All three of the research studies went far in advancing attempts to introduce a sounder empirical base in anti-trafficking policy and programming. To date it seems that none of the methodologies have been tested or replicated in other parts of the world, nor have they been joined by any other new prevalence methodologies from other parts of the world beyond the ILO 'Estimates of Forced Labour' in 2012[21]. This may be in part due to a lack of investment in such a focus but may have also benefited from more strategic dissemination of the reports.

COMMIT Cambodian recruitment agency study

Recruitment agency study approach and methodology. Human trafficking in the Greater Mekong Sub-region commonly involves the movement of persons from one location to another through informal channels including criminal syndicates, brokers and social or familial networks. However, migrants enlisting formal recruitment channels to seek jobs have also found themselves in situations of labour exploitation and abuse, although they have paid premiums for labour contracts, legal travel documentation, training, and assurances of assistance if needed. Such risks derive from the lack of standardized recruitment processes, terms of labour contracts and in-country working conditions. Concerns of this kind arose in Cambodia when increasing numbers of women and girls migrated to Malaysia through recruitment agencies, and stories of exploitation in these channels started emerging at the same time.

In response, UNIAP, in partnership with the Cambodian COMMIT Task Force, sought to learn more about the outcomes and experiences of Cambodian former maids in Malaysia. A study was designed in 2009, which began with a literature review of relevant laws, current policies and case studies, followed by interviews with the Ministry of Labour and Vocational Training, the Association of Cambodian Recruitment Agencies (ACRA), a number of relevant NGOs, the directors of three Cambodian recruitment agencies, and several recruitment agency staff. Two Cambodian recruitment agency training facilities were visited, and further research was conducted in relation to Malaysian recruitment agencies via telephone interviews and correspondence with companies present in both Cambodia and Malaysia. Following this, 120 returned migrants were interviewed in or near their home villages, 77 of whom were former domestic workers who had enlisted recruitment agencies to help them secure work in Malaysia. The interviews explored the women's (and girls') experiences working in Malaysia through recruitment agencies, in order to identify risk factors and indicators of labour exploitation and human trafficking. Sixteen additional interviews were conducted using a more in-depth open-ended questionnaire aiming to collect richer information about the process of recruitment, details of labour contracts, experiences with pre-departure training, and work

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[21] ILO (2012) Global Estimate of Forced Labour, SAP-FL
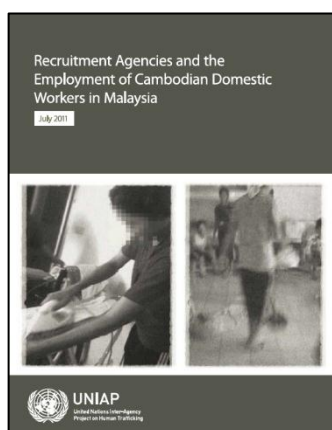
conditions in Malaysia, and, overall, about how the women felt about their experiences as domestic workers in Malaysia.

Interviews were conducted in three provinces - Kampong Cham, Takeo and Battambang - which were chosen due to their relatively high concentration of returned maids from Malaysia. Since no comprehensive records of returned domestic workers who had gone through one of the (then) 28 recruitment agencies in Cambodia existed at the time, a 'snowball' sampling method was applied, with respondents including women and girls who had positive experiences in Malaysia, as well as those who had more negative experiences, including some trafficking cases.

Recruitment agency study outcomes and impacts. The analysis resulted in the following 7 key findings:

Table 4. 7 key findings of the 2011 UNIAP Cambodia research on recruitment agencies and the employment of Cambodian domestic workers in Malaysia	
1	Only 52% of Cambodian maids were at a suitable age for overseas domestic employment in Malaysia under the laws of both Cambodia and Malaysia.
2	18.2% of workers in the sample endured abusive conditions during pre-departure training, and they did not receive all the training they are entitled to under the law.
3	Cambodian recruitment agency contracts rarely meet the minimal requirements of Cambodian law.
4	There are no policies standardizing or regulating recruitment agency charges and fees. The total amount (including charges and fees) payable to the recruitment agencies ranged between $2,000 and $2,676 per maid.
5	68 workers (88.3%) reported that deductions were made from their salary, and nearly 1/3 of those (20 out of 68) reported feeling cheated due to such deductions.
6	Cambodian law relating to inspection of workplace environments in the destination country remains ambiguous. Only 6 (7.7%) of the migrant workers interviewed reported having their workplace inspected.
7	Under both Cambodian and Malaysian laws, mechanisms for complaint, dispute settlement and/or legal resource are limited, with onerous procedures required of the migrant worker.

As can be seen above, the study uncovered many points of vulnerability in the formal recruitment process, and highlighted ways that they could be remedied. The project had widespread support from development partners, with some picking up on the findings for their own programming, including UNWomen, who used the conclusions in the development of their project on the protection of female migrant workers; and ILO, which made use of the findings to inform the design and implementation of activities under the TRIANGLE Project. Human Rights Watch equally drew on the results as motivation for conducting further research on the issue. Moreover, the CNN Freedom Project, which at the time had been collaborating with UNIAP on a three-part series (*Factory Slaves*) on trafficking through recruitment agencies from Cambodia to Malaysia, awaited the report's release to verify their information before the story was aired. Finally, a new policy for the protection of migrant workers was developed subsequent to the publication, which the research – and other efforts by partner organizations – appear to have contributed to significantly.

SIREN reports and events

Overview of SIREN. SIREN – UNIAP's Strategic Information Response Network – was launched in mid-2007 to deliver high-quality, responsive, and up-to-date data and analysis on cutting edge issues within the field of human trafficking, through briefing reports, case analyses, maps, data sheets, and expert consultations. Research and analysis were primarily field-based and done either by UNIAP staff or by partners, most often community-based organizations. The goal was to bring knowledge and context on priority issues from the grassroots to the national and regional levels, essentially with the hope of enhancing understanding of how policies were being implemented in practice to identify and protect victims, and to investigate and punish their perpetrators.

SIREN report outcomes and impacts. Between July 2007 and July 2013, 18 SIREN reports were generated, according to the schedule depicted in Figure 5, not including SIREN Sentinel Surveillance or SIREN Human Trafficking Mekong Country Datasheets. SIREN was inter-agency: while four reports were generated solely by UNIAP, the remaining 14 were generated by anti-trafficking partners or partnerships between UNIAP and partners. Several SIREN workshops were held as well, on topics such as raids and rescues, the state of counter-trafficking research, and victim experiences in the Thai criminal justice process (for which SIREN reports were generated).

With regard to distribution, SIREN reports were supposed to be translated into all Mekong languages and proactively disseminated by UNIAP country project offices, but follow-through on this varied greatly. Online, the downloading of SIREN reports were a significant component of UNIAP's website traffic, particularly the SIREN country datasheets. SIREN reports also reached thousands through distribution on UNIAP's six national email news blasts. In addition, several SIREN reports were disseminated widely after being integrated into the COMMIT Regional and National Training Programme curricula.

Figure 4: Numbers of SIREN reports released, by month and year.

Vulnerability targeting in the Myanmar Dry Zone, where it was found that high levels of out-migration were associated with decreased risk of being trafficked rather than increased risk, as commonly assumed, due to the savviness of the frequent migrants in the community. Pakkoku, Myanmar, June 2007.

Finding 3: Dissemination strategies of research findings must be conceived in the early stages of research planning to ensure that the results reach intended audiences and are put to most effective use.

As of 2013, a considerable amount of anti-trafficking policy work and programming remains based on untested and possibly wrong assumptions, which can lead to ineffective programme targeting and waste of scarce resources. Research initiatives to obtain high quality data and evidence are therefore crucial for anti-trafficking programming and implementation.

Moreover, well-executed research without effective dissemination cannot achieve results. Dissemination strategies should be designed at the same time as research planning, including addressing any possible sensitivities of some research findings. Communications and risk management strategies for such research initiatives should therefore be an integral part of dissemination planning.

COORDINATION, COLLABORATION, AND ENGAGING NEW PARTNERS

Inherent in the definition of "inter-agency" are partners and partnerships. UNIAP's role was thus to coordinate and collaborate with existing partners, as well as make space for new partners. Existing partners who were most active in anti-human trafficking at the regional and country levels were civil society partners such as World Vision, Save the Children, ECPAT and the ARTIP Project, and UN/inter-governmental partners ILO, IOM, UNESCO, UNICEF, UNODC, UNIFEM (and then UNWOMEN), UNOHCHR, and ESCAP. There were numerous other increasingly active NGO partners in the anti-trafficking sector throughout the region, including Alliance Anti-Traffic, with regional presence as well as offices in Lao PDR, Thailand, and Viet Nam; NEXUS Institute, with global operations and a new regional presence; and a host of local civil society partners – numerous in Cambodia and Thailand, only a handful in China, Lao PDR, and Viet Nam, and mostly grassroots-based in Myanmar.

Anti-trafficking coordination meetings in Cambodia (left) and Lao PDR (right).

Coordination and collaboration:
A means to an end, or an end in itself?

Many models and levels of coordination and collaboration. UNIAP's "inter-agency-ness" was contested for much of the project's history. Part of the confusion was due to its name, which appeared to link "inter-agency-ness" exclusively to the UN system. A review of UNIAP's Project Documents (ProDocs) from Phase I and Phase II, however, demonstrates that civil society stakeholders, donors, governments and the broader anti-trafficking community were always part of UNIAP's inter-agency mandate, in the Project's undertaking to establish an over-arching coordination mechanism on human trafficking in the GMS.

Moreover, ambiguities in UNIAP's ProDocs may have played a role in the confusion about UNIAP's mandate as well. They located coordination at various different levels in the logical framework, sometimes horizontally as one objective amongst others, at times vertically as an overall approach to working towards defined objectives, and occasionally both. Besides, all ProDocs referred to the project's overall goal of "facilitating a stronger and more coordinated response to human trafficking in the GMS", but they did not define what this meant in operational terms. Ideas about formalizing cooperation further were debated over the years, starting as early as 2003 when the "14 Principles of Cooperation" were proposed by UNIAP – but never actually materialized in operational terms.

Throughout its lifetime, the project experienced many different models and levels of coordination and collaboration – from regional inter-agency coordination meetings to jointly implemented national-level awareness-raising campaigns to serving as a trainer at a partner's training event. UNIAP learned that coordination and collaboration require a lot more time and effort than is often appreciated; it is impossible to "force" an organisation or agency to coordinate; and finally, not all collaborations necessarily generate good results.

Thus, the conclusion is that for the sake of efficiency, it is very important to examine different models of more successful and less successful collaborations, and to discover some of the factors that may help or hinder collaborations from achieving tangible results.

To illustrate, Table 6 outlines examples of different collaborations according to their level of success, followed by some lessons learned on what factors seemed to help or hinder the collaboration from achieving its intended results. The examples were selected to show the breadth of partnerships and range of different collaborative activities taken on in Phase III.

Table 5. Descriptions and outcomes of different collaborative efforts during UNIAP Phase III

More successful collaborations

Drafting of the COMMIT SPA II monitoring and evaluation framework. Joint drafting of the monitoring and evaluation framework to be proposed for the 2nd COMMIT Sub-regional Plan of Action, with each organization taking on the area of their expertise – ARTIP doing prosecution, IOM doing protection, ILO doing prevention, UNIAP doing policy, and UNICEF doing police and protection. *Partners: ARTIP, ILO, IOM, UNICEF, COMMIT governments.*	**Outcome:** The M&E framework was agreed by the governments in 2008, and since then the COMMIT Process has had the common M&E framework integrated into their workplans. Some countries since then (Myanmar and Viet Nam) have additionally ensured that their Anti-Trafficking National Plans of Action were harmonized with the COMMIT Sub-regional Plans of Action and M&E framework. While not every target has been met by every country in the past 4.5 years of their existence, progress is being measured against common targets, which has helped to motivate governments and allow for exchange of good practice and lessons learned between those countries that have achieved certain targets and those who have not.
Cambodia radio call-in show on human trafficking. Radio programme broadcast across Cambodia featuring different guest speakers on the topic of human trafficking, including trafficked persons, with the goal of raising awareness and advertising hotline and service options for trafficked persons. *Partners: Cambodian government, media NGO Women's Media Center/Women's Radio FM102.*	**Outcome:** The radio call-in show has been broadcasting since 2006, reaching an estimated one million Cambodians across 15 of the 24 provinces. Given that most rural Cambodians are illiterate or semi-literate and have limited access to roads and urban areas, radio is an important means of communication. Just in the time period between July 2012 and January 2013 there were 239 callers, 10% of whom were victims of trafficking who requested more information and who were able to anonymously share their experiences and advice for the benefit of potential migrants at risk of trafficking. Many government officials contributed as guest speakers. Psycho-social NGO partner TPO found the radio programme very effective to boost their own programme, broadcasting the shows through radio station FM92.5 (Battambang) and FM96.5 (Banteay Meanchey) to complement their awareness-raising and psycho-social work. During the financial crisis, the radio show was used to advertise crisis hotline numbers run by NGO partner Chab Dai, and many referrals were made through the radio show.
China workshop with the Chinese media on anti-trafficking. One-day workshop sensitizing major Chinese media outlets to the issue of human trafficking, and encouraging increased media coverage in an ethical manner. A senior government official was also present to	**Outcome:** Chinese media shared their experiences and challenges when reporting human trafficking cases, and worked through strategies for how to better and more ethically cover sensitive trafficking cases. Journalists agreed that reports should increase reporting on the analysis of trafficking chains and higher-level linkages, not just isolated cases, and to "avoid blaming the victim for their tragedy, and…produce accurate reports that educate and also expose

demonstrate government endorsement of increased media engagement in human trafficking. *Partners: ILO, SINA media, Chinese police senior official and major Chinese media outlets.*	trafficking in the local area." As a result, three days after the workshop, one of the participating media outlets released a story about forced labour of Chinese men in a car wash, with aliases used for the victims and their faces blurred in the photos to protect their identity.
China migrant worker band project – the New Workers Art Troupe. Partners supported the auditions and development of a migrant worker folk rock band to develop songs about trafficking and labour exploitation, to serve as a platform for outreach to other migrant workers about their rights and awareness about human trafficking. *Partners: ILO, World Vision, the Band*	**Outcome:** Over the period of August-December 2012, the band toured 6 different venues in Beijing, Dongguan, Wuxi, Fuzhou, and Kunming, playing in migrant communities, schools, and factories and reaching an estimated 5,550 migrant workers, children, and factory owners and management staff. The songs and associated skits and other art performances were designed entirely by the migrant workers and their children based on real-life cases in a model of what partners described as an "unprecedented undertaking" in bottom-up approaches to trafficking prevention in China. An interactive session during the course of the performances allowed migrant workers, parents, students, and teachers in the audience to share tips and perspectives, and even led to some individuals describing their own situations, which they were discovering had elements of trafficking in them. Pre-post analyses suggested that there was a noteworthy increase in understanding of human trafficking and the rights of migrant workers, but that significant attitude issues may have persisted; specifically, that victims who are deceived are deceived due to their own "loose behaviour" or "greed," and that victims should be held accountable for crimes they commit while being forced to do things as trafficking victims (such as prostitution and forced stealing). It is understood however that this intervention alone would not be expected to change attitudes so significantly from just a two-hour event.
Myanmar workshop bringing government together with grassroots organizations working on anti-trafficking. Half-day meeting introducing the government to the anti-trafficking and safe migration work being done by 17 grassroots organizations, aiming to build common understanding and trust between these two groups that typically have not had much trust. *Partners: World Vision, Myanmar government relevant*	**Outcome:** Civil society organizations had in general been seen as a threat to the previous government, thus, it was difficult for them to get registered. Despite this, they continued their humanitarian and development work with whatever resources and space they could find. This meeting was the first step to get the CSOs registered, trusted, and increasingly integrated into the trafficking response mechanism, leveraging their position in hotspot communities. It also led to some CSOs requesting the participation of Myanmar anti-trafficking police in their awareness raising activities, to inform people of their rights and also to have the CSOs help the police build trust with the community. In general, it led CSOs to be more aware of the bigger anti-trafficking picture and how they could fit in.

Less successful collaborations	
Lao workshops and trainings with the Lao and Thai media on anti-trafficking. Since 2006, under the Lao-Thai anti-trafficking MOU, Lao and Thai journalists have been brought together for 3-5 day media trainings, each of which typically included around 80 participants who generated 30 draft radio spots. *Partners: Lao government, radio journalists, and UN and international partners.*	**Outcome:** The purpose of the trainings was to build awareness and capacity of Lao and Thai media to report on human trafficking and exchange information, culminating in a practical exercise to design radio spots. However, while capacity may have been built, none of the participating journalists took action to broadcast their radio spots in either of the two countries, nor to follow up, modify, or share broadcasts. Despite the fact that the programme was under the bilateral MOU, the Lao government did not provide funding to support radio work or air time, and the follow-on media guide and talking points on human trafficking have still not been developed.
Anti-Human Trafficking Day in Cambodia and Lao PDR. For the past several years, development partners and government have held a series of awareness-raising events to commemorate anti-trafficking day. In Cambodia this has included banners, speeches, and informational booths, including some speeches by trafficked persons. In Lao PDR this has also included concerts, screenings of the MTV EXIT documentary, and friendly football games. In both countries, activities take place in the capital as well as in a few other provincial centers. *Partners: Several UN and international partners; government.*	**Outcome:** The effectiveness of Anti-Trafficking Day as a major prevention programme was analysed by a broad group of anti-trafficking prevention stakeholders in both Cambodia (2011) and Lao PDR (2013). Initially, in both countries, the broad group of stakeholders felt that Anti-Trafficking Day was a success due to the amount of collaboration that was involved. However, after analysing the awareness raising messages being communicated, the audiences targeted (or not targeted), and the outcomes, stakeholders in both countries came to the conclusion that they had not adequately framed the goals of Anti-Trafficking Day in behaviour change terms, nor had they targeted their audiences well or even had clarity on what the actual purpose of the day was. When examining the messaging being disseminated, it was seen that some messages were unclear, inappropriately worded for the target audience, and sometimes without a clear call to action. This was an especially sobering realization given the cost of these events, which in Cambodia had previously amounted to $120,000 for a single day's events in Phnom Penh. In Lao PDR, it was less expensive but required a tremendous amount of coordination effort on the part of UNIAP, at the expense of other activities.
Mixed successes	
Generation of the COMMIT 2007 Regional Guiding Principles on Victim Protection. Regional workshop with COMMIT governments to develop the regional	**Outcome:** A set of regional guiding principles was agreed for the COMMIT region, with the inputs and expertise of government and non-government responders from the regional and national levels. However, since 2007 these guiding principles have been referred to only rarely

guiding principles, jointly organized by the partners with case study discussions, breakout groups, etc. *Partners: IOM, UNICEF, World Vision, Save the Children, COMMIT governments.*	and only after a significant period of time lapsed.
Case collaboration assisting Cambodian fishing boat victims stranded in Malaysia and Indonesia. UNIAP attempted to help network a number of international and national partners in assisting Cambodian fishermen trafficked onto Thai fishing boats and stranded in Malaysia and Indonesia. UNIAP played slightly different roles and had different levels of engagement in each case. Besides, victim identification and return home, which was readily seen by partners as a priority, UNIAP also attempted to get partners to focus on how to suppress the crime of trafficking onto fishing boats, but with limited success. *Partners: Cambodian NGOs, ILO, IOM, Malaysian NGO, Cambodia MoFA, Thai police and DSI.*	**Outcome:** Institutional mechanisms for the repatriation of these trafficked persons seem to have been more solidified, however a number of victim protection/service principles continue to be violated – for example, victims continue to be kept in prison while awaiting repatriation, and reintegration assistance is not coordinated prior to return. In addition, to date, none of these cases have led to any law enforcement action, despite the fact that considerable information on brokering and trafficking had been collected from victims and shared with relevant authorities.
Thai SIREN expert consultation on experiences of foreign victims in the Thai prosecution process. This two-day expert consultation in March 2012 brought together operational responders from the Thai, Burmese, Cambodian and Lao criminal justice sector and victim protection sectors. The goal was to examine the treatment and experiences of foreign trafficking victims in Thailand who participate in the Thai criminal justice process, as well as identify the challenges to gaining successful prosecutions. Months of preparation went into	**Outcome:** A number of challenges were identified and agreed by the different countries and stakeholders, and the perspectives of victims were fully acknowledged. Further, recommendations were made for actions by Thailand as well as by the source countries, which were printed and publicly disseminated in a SIREN report in February 2013, translated into all Mekong languages. The level of collaboration and common understanding between the countries and also between government and non-government was said to have made significant advances at this meeting. However, follow-up with victims in shelters appears to suggest that, since 2012, little has been done to act on some of the major calls to action coming from the victims – for example, (1)

the workshop, in order to collect video testimony from victims who had since returned to their home countries but who were willing to share their feelings regarding their experiences as victim-witnesses in the Thai court system – or, in a few cases, who decided to decline to cooperate due to the conditions being offered.

Partners: Relevant Thai government ministries; Thai NGOs; Cambodian, Lao, and Myanmar government and NGOs

ensuring informed consent through the entire process; (2) not promising unrealistic services or lengths of time; (3) providing rescuers and social workers of their nationality; (4) being able to earn a living wage and be in touch with their families; and (5) receiving food they are accustomed to and support in their own languages.

Support to MTV EXIT concert in Myanmar. MTV EXIT organized a concert in Yangon, Myanmar in December 2012, with intensive technical and political support from UNIAP Myanmar team, who helped guide the project proposal through the government approval process and who was heavily relied upon by both the government and MTV EXIT.

Partners: MTV EXIT, Myanmar government, national anti-trafficking partners

Outcome: The event ended up attracting an estimated 75,000 Burmese attendees, making it the first event of its kind and scale under the new government. Many objectives were achieved, including disseminating relevant safe migration messages to a large number of people, through the concert itself as well as the recording and regular rebroadcasting of the concert in the weeks following the event. The broadcast included hotline numbers for Burmese people to call for assistance, including UNIAP's Burmese language hotline in Thailand, which led to a significant spike in calls to the hotline after every broadcast – over 100 within a span of a couple of hours. While increases in hotline calls is typically thought of as a success, the fact that all funds were put toward expanded awareness raising and none toward a boosted response put the hotline in a difficult position, since they had to respond to a huge increase in calls coming from many different parts of Thailand, but with no extra resources.

SIREN public-private sector consultation on human trafficking in Thai shrimp supply chains. On 6 June 2012, key players in the seafood industry, including Thai shrimp factory owners, industry associations, and US importers and retailers met with Thai government agencies, human rights interest groups, and United Nations bodies to discuss the issue of human trafficking in Thai supply chains. The purpose of the meeting, jointly organized by UNIAP and Walmart, was to

Outcome: Key challenges in dealing with exploitative brokering and human trafficking in the Thai seafood industry were discussed, focusing on how the industry had been dealing with these issues and what more needed to be done. Representatives from different points in the seafood supply chain acknowledged the need for them to take responsibility for human trafficking in every component of the industry, including US retailers, US importers supplying those retailers, and Thai suppliers. Immediately following the meeting, a series of high-level meetings were called by the Thai government to discuss the severity of the matter, while some US suppliers made some purchase policy changes, including consolidating and auditing regional suppliers, and getting their processors to source exclusively from them. Over the coming months, however,

identify concrete solutions to eliminating exploitative labour situations in the industry through public-private sector consultation and collaboration.

Partners: Walmart

little progress was made on the more systemic issues underpinning trafficking in Thai supply chains, such as weaknesses in the foreign labour recruitment mechanisms or strengthening the law enforcement response to migrant labour abuses. A positive consequence, however, was that observation of these lack of changes on the ground over the months following the meeting led to US retailers and some local partners at the consultation to join forces to develop a programme to address trafficking in Thai export supply chains that is private sector-driven.

CNN Freedom Project. UNIAP regional and Cambodia staff introduced the journalist team of CNN's Dan Rivers to two sets of trafficked persons – first, a set of young men who were trafficked onto Thai fishing boats, and second a set of women who were trafficked through formal recruitment channels into Malaysian factories. From these interviews, the team developed two CNN Freedom Project stories, one of which was a three-part series investigating the computer hard drive supply chain that won awards.

Partners: CNN, LICADHO

Outcome: The story about trafficking onto Thai fishing boats received immediate attention and responses from the Thai Frozen Foods Association, who contacted UNIAP staff within 24 hours of the story airing to request a discussion on collaborative ways forward. The discussion took place but the planned joint events and trainings did not materialize. Thus, there was increased attention but no measurable change. There was also increased attention in Cambodia and discussion about issues of trafficking onto fishing boats; the Cambodian government responded positively to the press attention to the issue as well.

The three-part series regarding trafficking through formal recruitment channels of Cambodian women into Malaysian factories had a clear positive outcome for the victims in Malaysia, but not in Cambodia. As reported in UNIAP's SIREN report GMS-10, CNN's contact with Western Digital regarding the conditions in their Malaysian supplier factory led to Western Digital's action. They contacted the supplier factory, which acted to rectify the situation for the Cambodian women, increasing their pay and regulating work hours and labour conditions. However, in Cambodia, no action was taken against the recruitment agency.

> **Finding 4:** An ongoing coordination role in counter-human trafficking requires agreement and formalized commitment from key counter-trafficking stakeholders to: a) agreed end goals; and b) the accepted level of coordination to be provided.

Different agencies inherently have different mandates and different higher-level objectives, so for collaboration to be harmonious and ultimately effective, a common higher-level objective or end goal for the particular joint intervention should be kept very clear in the eyes of all collaborating partners. All partners agreeing on the common end goal and the unique comparative advantages of each collaborating partner would help to avoid the "collaboration for collaboration's sake" trap as well as the tensions that sometimes arise with power differentials and unclear roles. That is, if collaborating partners agreed on a common goal and understood the value of each partner's contribution, issues arising from agency versus project, government versus non-government, or other power differentials could be better avoided.

A corollary of this is that each partner involved *should* have a valuable contribution to the joint intervention and its effectiveness, whether technical, financial, political, or some combination of the three. Participating partners should have the skills and resources to leverage their comparative advantages and mandates.

In the GMS anti-trafficking community, there were numerous examples of partners joining forces to collaborate on joint initiatives or to help each other out, without the coordination assistance of UNIAP. Victim protection-oriented organizations exchanged information or sought each other's assistance with interventions or joint advocacy; local NGOs working on challenging case types worked together to support police and government social welfare; international NGOs and UN agencies reached out to each other to harmonize their prevention messaging. Coordination and collaboration happen when parties see mutual benefit, perceiving that it may be worth their time to do of their own volition. Effective coordination and collaboration do not necessarily require a special mandate or extra funds.

HIGHLIGHTING EMERGING ISSUES, AND IDENTIFYING AND FILLING GAPS

One of UNIAP's four objectives in Phase III according to the Project Document was to play 'a catalytic role in the anti-trafficking response by identifying and supporting special projects to address new and emerging issues and opportunities.' This was a result of work conducted in earlier phases, considered to be successful in 'pioneering the development of new anti-trafficking responses by identifying and supporting special projects to tackle new and emerging issues.' Therefore, the special projects were to be more institutionalized under Phase III.

Emerging issues were initially determined through a process informed by UNIAP's SIREN and Support to Underserved Victims initiatives. Gap-filling activities were identified on a regional and country level based on the differing dynamics of human trafficking in the region and the differing political and social context in each country. The key gaps identified for Phase III included issues such as unethical conduct of anti-trafficking personnel; lack of victim feedback being collected to inform policy and programming; significant weaknesses in victim identification systems, particularly with regard to labour trafficking and trafficking of men; few services being offered to male trafficking victims; and, low quality of care standards in shelters serving trafficked persons.

UNIAP's work to fill gaps in the
GMS anti-trafficking response

Identifying and filling gaps. The Project Document for Phase III states that for issues identified:

> *"Each initiative focuses on one or more of the following: bridging gaps; exploring new approaches; bringing in new actors; and building new linkages, particularly across borders. Such initiatives are then intended to be undertaken by partner agencies with specialized technical expertise, with a view to eventual consolidation and institutionalization of successful approaches through various anti-trafficking mechanisms."*

This objective gave the Project a broad scope for supporting initiatives across different anti-trafficking interventions, although the paths to these then being 'undertaken by partner agencies,' or to their sustainability, was not clearly laid out.

UNIAP providing a forum for discussing emerging issues. UNIAP country offices convened Inter-Agency Working Groups (IAWGs), usually on a regular (quarterly) basis, in which stakeholders came together to discuss relevant issues that were important to their work. These meetings were considered useful venues to raise emerging issues and concerns about trends in human trafficking and counter-trafficking programming. They allowed issues to be raised and for some individuals to speak more openly about sensitive topics.

The UNIAP regional office had historically convened IAWGs on a quarterly basis, and continued to do so in the first half of Phase III. However, during the latter half of Phase III, IAWGs were convened on a more infrequent basis in favour of convening an increasing number of smaller technical working groups or *ad hoc* working groups, such as the technical working groups on research and on trafficking prevention, and the *ad hoc* working group to revamp the COMMIT Regional Training Programme curriculum.

Key emerging issues and gaps in COMMIT. Under the COMMIT Process, UNIAP as COMMIT Secretariat convened intensive inter-agency collaborative efforts in 2007 (during the final year of the COMMIT SPA I) on two key outputs related to protection and prevention: the *Guiding Principles for the Protection of Victims of Trafficking in the Greater Mekong Sub-Region,* and the *Recommended Guidelines for Migrant Recruitment Policy and Practice in the Greater Mekong Sub-Region.* The ILO-TICW project was the lead agency in the latter, with support from UNIAP and UNIFEM, and the former was a collaborative effort on the part of IOM, UNICEF, UNIAP, World Vision, and Save the Children, at both the regional and national levels. After regional GO-NGO consultations were held and the regional guiding principles were generated, the specialised partner agencies indicated their plans for follow-on implementation – for example, IOM pledged to work with the governments to generate national guidelines on victim protection in line with the regional guiding

principles, and ILO pledged to follow through on the many aspects contained within their guiding principles, from building complaints mechanisms for migrant workers to strengthening formal labour recruitment channels.

Key emerging issues and gaps beyond COMMIT. There were a few larger, more pervasive issues in the anti-trafficking sector, which had been identified for years but were not being actively addressed: unethical conduct in the name of counter-trafficking; an overall lack of research to inform anti-trafficking policy and planning; and an absence of feedback mechanisms to have anti-trafficking policies and programmes informed by the voices and experiences of trafficked persons. In addition, another larger issue that affected the region was the global financial crisis in 2008, along with the issue of labour trafficking – which of course had existed prior to 2008, but which was only legislated as human trafficking under the new laws of Cambodia and Thailand in 2008.

A summary of UNIAP's key gap-filling initiatives in Phase III are summarized in Figure 6 below.

Gap-filling in Lao PDR: A UNIAP team led field-based research capacity building for a Lao research institute seeking to understand risks and patterns of cross-border trafficking into China. Louang Nam Tha, 2011.

Gap-filling in Viet Nam: Shelter Self-Improvement Project site visit to Ho Chi Minh City shelter by shelter staff from across the country. Ho Chi Minh City, Viet Nam, 2009.
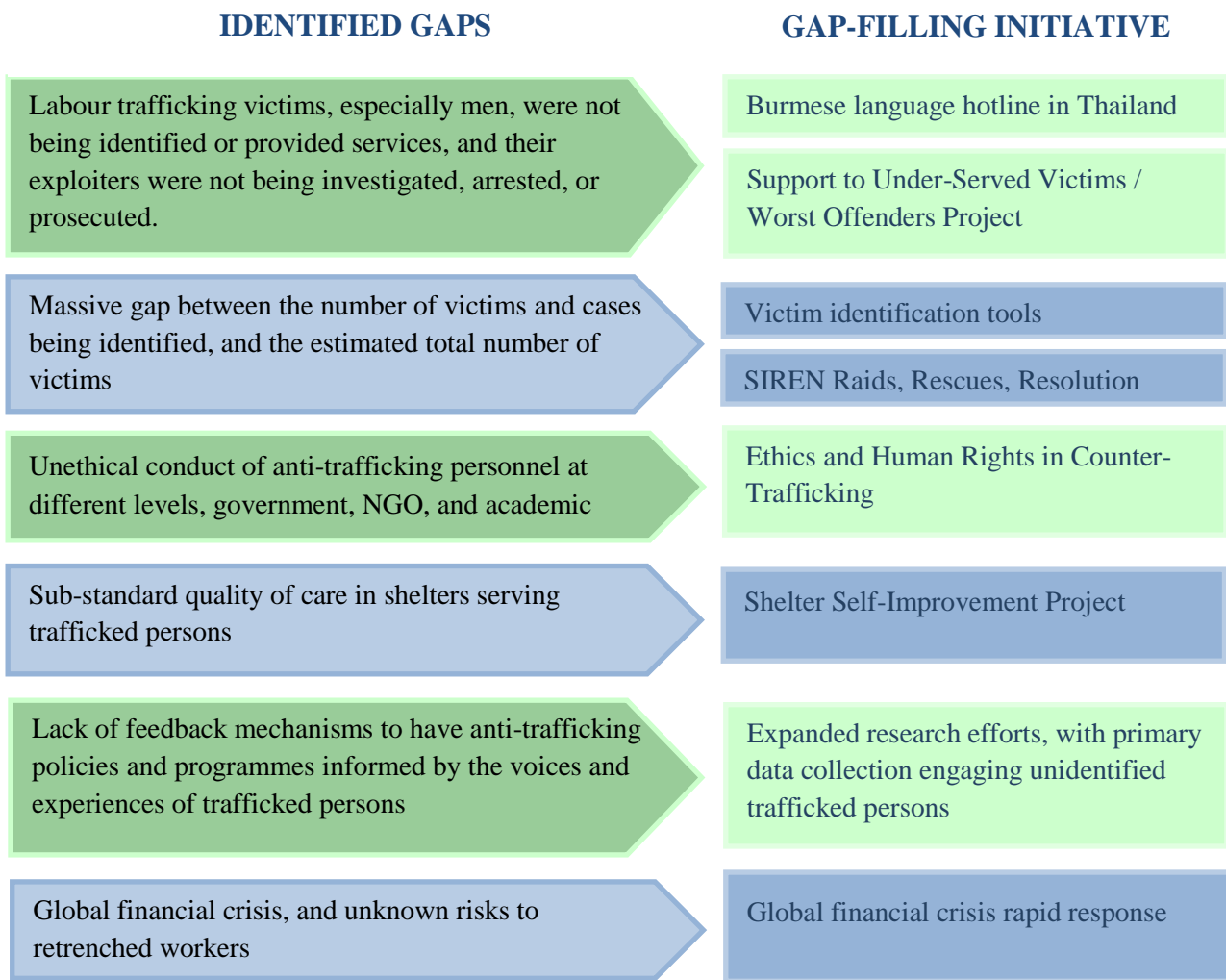
IDENTIFIED GAPS	GAP-FILLING INITIATIVE

Labour trafficking victims, especially men, were not being identified or provided services, and their exploiters were not being investigated, arrested, or prosecuted.

Burmese language hotline in Thailand

Support to Under-Served Victims / Worst Offenders Project

Massive gap between the number of victims and cases being identified, and the estimated total number of victims

Victim identification tools

SIREN Raids, Rescues, Resolution

Unethical conduct of anti-trafficking personnel at different levels, government, NGO, and academic

Ethics and Human Rights in Counter-Trafficking

Sub-standard quality of care in shelters serving trafficked persons

Shelter Self-Improvement Project

Lack of feedback mechanisms to have anti-trafficking policies and programmes informed by the voices and experiences of trafficked persons

Expanded research efforts, with primary data collection engaging unidentified trafficked persons

Global financial crisis, and unknown risks to retrenched workers

Global financial crisis rapid response

Figure 5: Gap-filling initiatives and the gaps they sought to fill.

Myanmar language hotline in Thailand

A Myanmar language hotline in Thailand was initiated in mid-2009 to provide information, advice and referrals to vulnerable Myanmar migrants in Thailand, as well as trafficked persons who contacted the number requesting assistance. The service was established due to the millions of Myanmar migrants in Thailand, many in irregular situations, and with many reports of exploitation, yet with limited access to information or support services. While there was a range of community-based organisations working with Myanmar communities in Thailand, for those who were in exploitative situations, or need advice and referral information, there were few hotlines providing Myanmar language services and the ability of those hotlines to generate responses to calls for assistance was limited.

Over a period of more than 3.5 years, the hotline received an average of 68 calls per month, with two peaks of around 200 calls per month in late 2009 and early 2013. An average of 63% of calls were related to labour rights issues (ranging from reports of exploitative practices and asking for assistance to requests for information about

documentation for migrant workers), with just over 10% per month on average related to trafficking patterns or cases. The number of calls per month varied considerably as shown in Figure 7 below, peaking at times when migrant registration rounds and nationality verification had opened, during which the hotline number was also promoted through materials produced with inter-agency partners IOM and ILO (as seen in Oct-Nov 2009). In February/March 2013, as a result of publicity of the December 2012 MTV EXIT concert in Yangon through a Myanmar TV broadcast in Thailand with the hotline number, calls spiked to upwards of 120-160 calls coming in during the hours following the TV broadcasts.

Calls throughout the 3.5 years were received from many locations across Thailand, including: Bangkok, Samut Sakhon, Samut Prakan, Rayong, Chonburi, Chumpon, Petchburi, Ratchburi, Kanchanaburi, Nakhon Sri Thammarat, Trang, Surat Thani, Phuket, Chiang Mai, Tak, Phang Nga, Chiang Mai, Chiang Rai, Pattani, and Khon Kaen – essentially spanning the northernmost to the southernmost provinces, and the easternmost to the westernmost. In response to calls, information and advice were provided on a broad range of issues, and it was clearly apparent that background knowledge and an established and functioning referral network were crucial features in operating the hotline. The network of referral partners was possible only through establishing contacts with Myanmar support organizations in different parts of Thailand, including local NGOs, community-based organizations, and church groups.

UNIAP Myanmar-language hotline in Thailand: Key facts

- Dates of operation: September 2009 – May 2013 (3 years, 8 months)
- Total number of calls: 3,529
- Percentage of calls relaying labour rights and trafficking issues: 68%
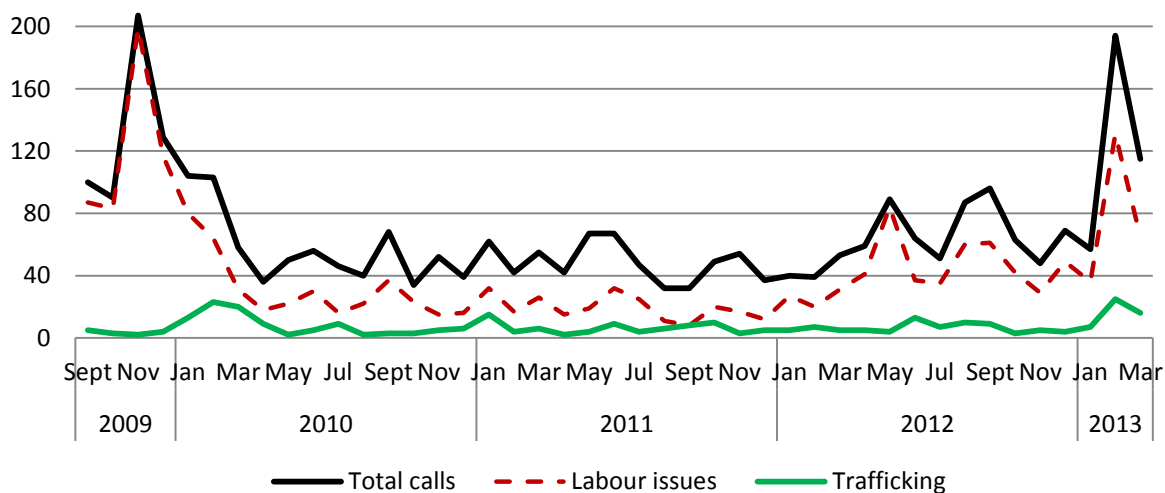- Geographical coverage: Thailand, nationwide

Figure 6: Myanmar language hotline calls, 2009-2013.

The effectiveness of the hotline was dependent on the support and action of the referral network, which included government and NGO partners, as well as UNIAP staff to coordinate and refer cases between Thailand and Myanmar. NGO and sometimes law enforcement partners responded to referrals from the hotline, yet their capacity to do so also depended on resources available and the location of the incident reported. The level of detail in the information provided as well as the needs of those who called, determined whether an appropriate response was acted upon by law enforcement. Action was often not taken in situations when trafficked persons requesting assistance were on boats away from port or in other environments where the location could not be ascertained, while law enforcement would sometimes request NGO partners to conduct initial investigations to establish more concrete information.

Further, while there were other community-based organizations involved in responses through the course of Phase III, the lack of resources available meant that some were unable to continue their work in direct support to victims of trafficking, such as Stella Maris in Songkhla, who worked closely with fishermen in the port areas on health and other issues. In addition, when victims were informed by the hotline operator about their rights and the procedures and timeframes for legal redress in Thailand, callers oftentimes declined assistance, being deterred in large part by mandatory government shelter stay of uncertain duration, with limited ability to work or be in contact with family members. This left the anti-trafficking response over-reliant on a couple of NGOs, with approximately 70% of trafficking cases reported to the hotline, and from the hotline to law enforcement, either not acted upon or not requesting further follow-up for the above reasons.

The primary law enforcement partner in Thailand was DSI, with some cases also referred to AHTD, while LPN – a labour rights NGO based in Samut Sakhon, the centre of the Thai seafood industry – as a grant recipient of UNIAP had been proactive in responding and following up on cases when callers were reluctant for law enforcement to follow up on their cases. Prior to this, LPN had responded as a referral partner without financial support. The Myanmar Association of Thailand (MAT) also acted in referring cases to the hotline to follow up and in coordination with DSI. There was increasing cooperation with the Myanmar Police Force (MPF), with the UNIAP hotline operator being encouraged to share cases with both authorities to strategize on, and also in receiving cases from the human trafficking hotline in Myanmar, established in 2012. The Myanmar national hotline took and referred cases to the Anti-Trafficking Task Force in different border locations and centrally in Myanmar to expedite coordination, and resulted in non-assisted victims[22] coming from Thailand being met at the border and offered support as required. Information on brokers was also provided so that their operations could be investigated. In short, a government system for responding to such cases, communicating across borders, and

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[22] "Non-assisted victims" are victims who were (a) identified by authorities but deported due to their declining to cooperate with the criminal justice response; (b) not identified as trafficked persons by Thai authorities and so deported, but identified as trafficked persons by Myanmar authorities; or (c) not identified by authorities and did not receive support, often because they declined support, but were trafficked persons according to the definitions of both countries' laws.

reaching more unidentified trafficked persons was supported through UNIAP running this hotline.

Results were mixed through much of the hotline's operation. Certainly, thousands of callers, who previously had very limited access to such resources in their own language, received information, referrals, and assistance. However, in terms of impacting the trafficking problem, results were more mixed primarily because the ultimate success of trafficking cases calling the hotline was determined by the actions of the responder network. As previously mentioned, less than 1/3 of the trafficking cases received by the hotline saw any action in Thailand, usually because (a) victims requested assistance but law enforcement did not respond, often indicating that insufficient information was provided for law enforcement to follow up on; or (b) the victim decided not to report to Thai authorities for assistance due to the type of services provided for victims they would receive, sometimes not voluntarily. However, once the Myanmar national hotline was launched and linked up with the UNIAP Myanmar hotline in Thailand,, there were measurable positive results: within 3-4 months of the Myanmar hotline's launch, cases were being referred between the Myanmar ATTF and the Thai-based hotline, including assistance to victims who did not receive or accept assistance in Thailand, and even leading to some arrests.

Myanmar-language hotline operator and UNIAP legal officer conduct follow-up interviews with victim callers. Thailand, 2010.

Support to under-served victims and the Worst Offenders Project

Overview of UNIAP Phase III's grant-making to civil society. A pillar of UNIAP's work to fill gaps was the Support to Under-served Victims initiative, which was derived from the broad understanding that the majority of victims of trafficking were neither identified nor assisted and were in need of assistance. The initiative incorporated grants to civil society organizations to provide support to victim populations that were not sufficiently served by existing responses – for example, Myanmar migrant workers in Thailand, and Cambodian returned victims of trafficking onto Thai fishing boats. The initiative complemented the Worst Offenders Project, which was based on the recognition that criminal justice action against human trafficking – particularly labour trafficking – had been particularly weak and

did not act as a deterrent to traffickers. The combined approach acknowledged the intimate linkages between victim protection and prosecution of traffickers.

In November 2008, a call for proposals entitled *Seed Grants: Support to Under-served Victim Populations* was disseminated, to support civil society organizations with up to US$30,000 for up to 12 months duration, addressing one or more of the following priorities:

1. Service provision to under-served or disenfranchised exploited populations that include trafficked persons;
2. Case documentation, monitoring, and analysis; on-the-job training; and/or other practical means to improve the current criminal justice response at the grassroots;
3. Systematically investigating and documenting broker/trafficker networks; and
4. Developing and proliferating better human trafficking situation and response monitoring.

In April 2011, a second Call for Proposals was disseminated for *Civil Society Organization Grants: Support to Under-Served Trafficking Victim Populations*, to support projects with a budget of up to US$50,000 over 18 months. There were three priorities – essentially, #1 and #2 from the 2008 call for proposals, and a third category which was a combination of #3 and #4. Submissions could be made in English or any of the GMS languages to the UNIAP country project offices and translation support would be provided.

After receiving proposals, a competitive selection process was conducted according to UNIAP internal criteria, UNDP selection criteria, and meeting the internal regulatory processes for such grants. An inter-agency partner was invited to be involved in the grant review process each time. Ultimately, the following grants were awarded, as listed in Table 7 below. Twenty grants were provided over Phase III, a total of just over $800,000, with an average grant amount of $40,000 (range from $10,000 to $86,000) and average grant duration of 13 months. This represented approximately 4.6% of UNIAP's total Phase III budget $17 million.

Organization	Project	Country	Dates/ Duration	USD
Table 6. Grants to civil society organizations during UNIAP Phase III				
Trafficking Estimates Research				
Labour Rights Promotion Network (LPN)/ Johns Hopkins University	Trafficking Estimates Research: Estimating Labour Trafficking - A Study of Burmese Migrant Workers in Samut Sakhon, Thailand	Thailand	May 2008, 12 months	$35,000
University of Miami	Trafficking Estimates Research: Measuring the Extent of Sex Trafficking in Cambodia (2008)	U.S. (for Cambodia)	Jun 2008, 15 months	$35,005
An Giang University	Trafficking Estimates Research: A Quantitative Analysis of Human Trafficking - The Case of An Giang Province, Vietnam	Vietnam	Dec 2008, 6 months	$23,772
Support to Under-served Victims				
Cambodian League for the Promotion and Defense of Human Rights (LICADHO)	Developing a Response Network to Imprisoned and Exploited Trafficking Victims in Malaysia	Cambodia	Jul 2008, 13 months	$10,000
Tenaganita	Support to Underserved Victim Populations Cambodia – Malaysia – Thailand network	Malaysia/ Cambodia	May 2009, 12 months	$29,972
Human Rights and Development Foundation (HRDF)	Legal Support to Exploited Migrant Workers in Thailand	Thailand	May 2009, 12 months	$30,000
Legal Support for Children and Women (LSCW)	Responding to Human Trafficking and Abuse of Cambodian Migrant Workers	Cambodia	May 2009, 12 months	$29,980
Counseling Research and Life Psychology (SHARE)	Support to community-based groups of high risk and trafficked victims to have more efficient access to available services in Bac Giang province	Vietnam	Jan 2010, 12 months	$29,800
Blue Dragon Children's Foundation	Eliminating trafficking of children from Hue Province	Vietnam	Jan 2010, 12 months	$29,990
Center for Studies and Applied Sciences in Gender-Family-Women and Adolescences (CSAGA)	Operation of Anti-Human Trafficking Hotline	Vietnam	Jan 2010, 21 months	$29,995
Khmer Women's Cooperation for Development (KWCD)	To provide reintegration services to underserved victims of trafficking in Cambodia for economic empowerment	Cambodia	Aug 2010, 24 months	$86,710
Legal Support for Children and Women (LSCW)	Legal response to human trafficking and abuse of Cambodian migrant workers	Cambodia	Aug 2010, 24 months	$78,799

Transcultural Psychosocial Organisation (TPO)	Meeting the psychosocial, socioeconomic and justice needs of underserved victims of trafficking in Cambodia	Cambodia	Aug 2010, 24 months	$85,860
Cambodia Center for the Protection of Children's Rights (CCPCR)	Transit Centre for Child and Youth Victims of Trafficking, Sexual Abuse and Exploitation, when Returned from Vietnam	Cambodia	Nov 2011, 18 months	$50,000
Labour Right Promotion Network Foundation (LPN)	Project for the Rescue of Human Trafficking Victims among Migrant Workers in Thailand	Thailand	Nov 2011, 15 months	$50,000
Pattanarak Foundation	Thai-Lao Border Anti-Human Trafficking Initiative	Thailand	Nov 2011, 15 months	$20,000
Center for Studies and Applied Sciences in Gender-Family-Women and Adolescences (CSAGA)	Improving the Access to Support Services for Victims of Labour Trafficking	Vietnam	Nov 2011, 12 months	$50,000
Global Financial Crisis				
Chab Dai Coalition	Rapid Response to Mitigate Increases in Human Trafficking as a Result of the Financial Crisis	Cambodia	Sept 2009, 7 months	$24,698
Emerging Markets Consulting (EMC)	Addressing the Financial Crisis and Strengthening Private Sector Livelihood Alternatives to Underserved Victims in Cambodia	Cambodia	Feb 2009, 3 months	$29,770
Emerging Markets Consulting (EMC)	Addressing the Financial Crisis and Strengthening Private Sector Livelihood Alternatives to Underserved Victims in Thailand	Cambodia	Oct 2009, 4 months	$40,825
TOTAL: 20 GRANTS				**$800,176**

In different countries there were different populations of under-served victims, and where less support was available, it could be that more 'mainstream' populations remained under-served as well. For example, in Vietnam, UNIAP supported civil society partners with grants as part of a USAID-supported initiative targeting primarily female victims of trafficking for sexual exploitation and marriage but also including child labour trafficking victims.

As a result of responses to the 2008 call for proposals, grants to NGOs in 2009-2010 focused on establishing a more systematic response to trafficking of Cambodians onto Thai fishing boats and supporting victims who escaped in Malaysia. While victim assistance and identification supported by Tenaganita in Malaysia aimed to focus efforts on improving systems for their return home, cases were also received and responded to by both LICADHO and LSCW in Cambodia. Follow-up on victims post-return to gather information on the trafficking patterns, with their consent, aimed to contribute to the investigative response in Thailand, which was the focus of Human Rights and Development Foundation (HRDF).

LICADHO staff and Malaysian immigration authorities work together to identify and assist Cambodian men and boys trafficked onto and escaped from Thai fishing boats. Serian, Sarawak, 2008.

Getting trafficking and forced labour on fishing boats on the radar. Trafficking of men and boys into labour exploitation on fishing boats had been recognized as a problem prior to UNIAP Phase III. However it was targeted as an emerging issue at the start of UNIAP Phase III due to the limited action devoted to addressing this trafficking pattern. UNIAP directed significant efforts towards this from 2007 with initial focus directed towards the Prapas Navee case in which allegedly 39 fishermen died after two to three years at sea and did not receive sufficient supplies, with the remaining returnees unpaid for their labour. The complexities in the case provided much learning experience for civil society working on these issues.

Phase III saw a focus on criminal justice at destination points as a result of broad agreement amongst inter-agency and counter-trafficking partners. Criminal justice action in source countries was important, yet it was often unclear whether brokers and agents were complicit in trafficking, or if their roles were more facilitating migration. In countries with more open societies and space for civil society, there was greater scope for supporting a more effective approach that could be independently monitored. It was also where the most direct exploitation took place. For these reasons, much of the Worst Offenders and Support to Under-served Victims work centered on the exploitation of Burmese, Cambodians, and Lao in Thailand.

Raising emerging issues through the media. A strategy for working with the media was implemented to raise the profile of trafficking patterns, particularly emerging issues that were under-reported. As a part of its Worst Offenders strategy to raise attention to some of the worst offenders and industries most vulnerable to trafficking, UNIAP worked with international media on the following reports listed in Table 8, in addition to numerous other press pieces in the local press.

Table 7. Examples of press reports supported by UNIAP to raise attention to the issue of trafficking of men and boys onto fishing boats.

NPR: *Confined to a Thai fishing boat, for three years*. By Shannon Service and Becky Palmstrom. Broadcast following the story of a Cambodian victim trafficked onto a Thai fishing boat assisted by UNIAP and partners. 19 June 2012.

http://www.npr.org/2012/06/19/155045295/confined-to-a-thai-fishing-boat-for-three-years

Global Post: *Did these ex-slaves catch your lunch? , Seafood slavery: Blood and brutality on the high seas, and Motherships in the abyss: laundering slave-caught fish*. By Patrick Winn. Three-part series on trafficking onto fishing boats; UNIAP provided technical information and facilitated interviews with trafficked persons. 21 May 2012.

http://www.globalpost.com/dispatch/news/regions/asia-pacific/thailand/120425/seafood-slavery-part-1

AFP: *Migrants tell of slavery at sea on Thai fishing boats*. News piece facilitated primarily by partners, informed by UNIAP/SIREN sentinel surveillance and SIREN reports. 3 October 2011.

http://www.mmtimes.com/2011/news/595/news59517.html

Press TV: Cambodians trafficked into slavery in Thai waters. By Sonia Labboun. Online broadcast informed by UNIAP/SIREN sentinel surveillance and SIREN reports. 6 September 2011.

http://presstv.com/detail/197657.html

IRIN: Cambodia-Thailand: Men trafficked into "slavery" at sea. Print story that was picked up by wires and news agencies. 29 August 2011.

http://www.irinnews.org/report.aspx?ReportID=93606#.TluN0sPjnlw.twitter

UN human trafficking expert calls for New Zealand to act on seaborne sweatshops. By Byron Clark. Print story on New Zealand fishing boat exploitation, with background information provided by UNIAP. 11 April 2011.

http://byronclark.instablogs.com/entry/un-human-trafficking-expert-calls-for-nz-to-act-on-seaborne-sweatshops/

The Guardian: Forced to fish: Cambodia's sea slaves. By Jon Gorvett. UNIAP arranged for the journalist to meet with NGO partner LICADHO and stranded victims while still being screened and awaiting return to Cambodia in Malaysia. 30 January 2009.

http://www.guardianweekly.co.uk/?page=editorial&id=913&catID=6

International Herald Tribune: Traffickers prey on Cambodian men. By Jon Gorvett, as above. 15 January 2009.

http://www.nytimes.com/2009/01/12/world/asia/12iht-traffic.1-405492.html?_r=0

This engagement brought the issues to a wider audience internationally, and the calibre of some of these partners such as the Far Eastern Economic Review, the UK Guardian newspaper and International Herald Tribune brought further weight to the cause.

Engaging the private sector on trafficking in supply chains. As the focus on labour trafficking grew through Phase III, there was a corresponding increase in the understanding that international companies might be vulnerable to trafficked and forced labour in their supply chains. UNIAP sought to build greater understanding

and clarity around this to the private sector through research, advocacy, and public-private sector dialogue. The need to engage the private sector on these issues became increasingly apparent, as did the need for companies to understand their supply chains and the recruitment practices and labour conditions therein.

Legislation such as the California Transparency in Supply Chains Act (2012) and the proposed UK Transparency in U.K. Supply Chains (Eradication of Slavery) Bill demonstrated how multinational companies, no matter their country of origin, were being increasingly held responsible for the labour conditions within their global supply chains. Some supply chains were particularly complex and challenging in terms of traceability - such as the fish caught by the unregistered deep-sea "ghost" trawlers that used trafficked persons, which went on to be processed into products less obviously using deep-sea fish products such as pet food. In another case, the engagement with Accenture Development Partnerships in examining the on-shore shrimp industry, including provision of technical support to their fieldwork and report development, helped to increase understanding of the issues and fill major knowledge gaps, which in turn contributed to further engagement of domestic and international companies working on solutions to the labour concerns. The SIREN Public-Private Sector Dialogue on Human Trafficking in the Seafood Industry in June 2012 brought these different groups together to discuss, among other things, the findings of Accenture's research[23] and private sector-supported solutions.

Comparing the progression of labour trafficking criminal cases in Thailand with and without the support of NGOs (the latter after NGO grants had ended, please see Figure below), it can be seen that more cases progressed farther in the criminal justice process with the coordinated involvement of NGOs – that is, there were more case reports, which led to more arrests, which in turn led to more cases filed with the prosecutor. This meant that more cases proceeded to the trial stage, although the length of judicial proceedings among other factors limited the ultimate effectiveness of these efforts overall.

Grants and technical support to civil society were part of an effort to build capacity of the frontline response to trafficking. This initiative resulted in trafficked and exploited persons being provided assistance that they otherwise might not have received. Through such grants, UNIAP was able to raise the issues of individual cases and specific patterns. This was all occurring in a larger environment of anti-trafficking donor funds going to the UN and international NGOs flowing less and less to the grassroots over the years (as compared with the early-mid 2000's, for example, when World Vision, IOM, and the Asia Foundation provided grants to local anti-trafficking NGOs, which has reduced), making support to civil society an even more urgent gap to fill.

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[23] Accenture (2013). *Exploitative labor practices in the global shrimp industry*. Prepared by Accenture for Humanity United.
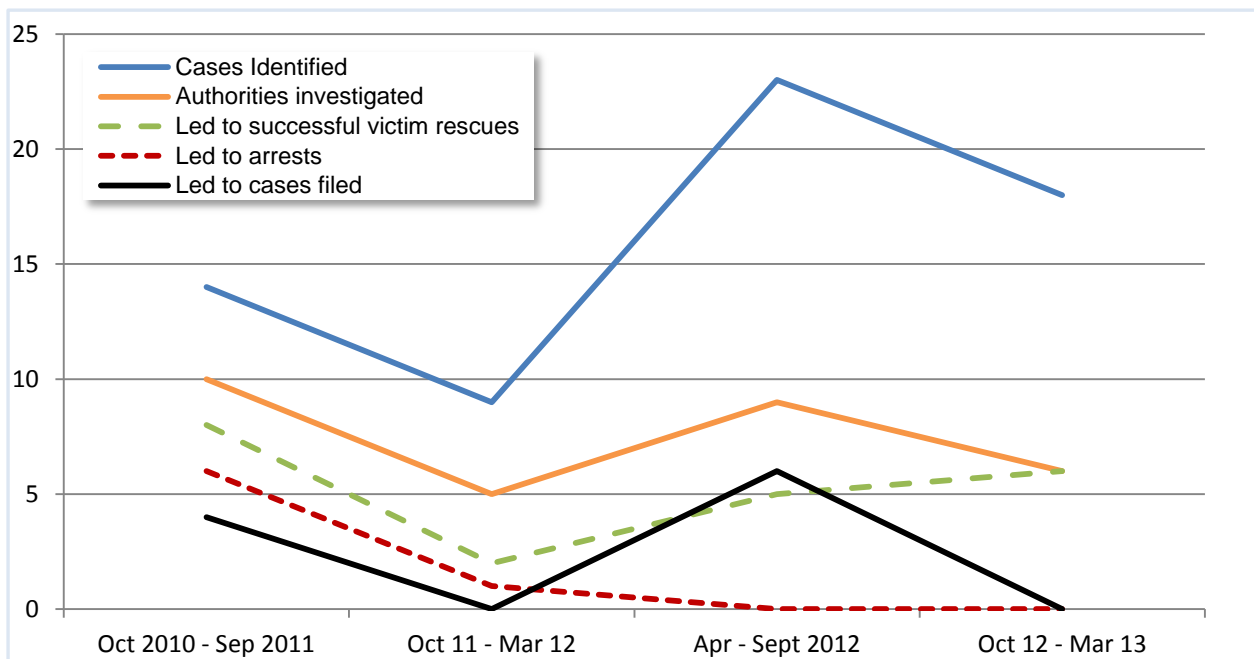
Five key observations from analyses of cases responded to by UNIAP partners and through the UNIAP hotline:

1. Significantly more cases produced arrests, cases filed with the prosecutor, and initiation of the court process when legal aid NGOs were advocating on behalf of trafficking victims. However, law enforcement action was undermined in most of these trafficking cases due to a range of factors, including:
   a. Lack of capacity among law enforcement in understanding labour trafficking and forced labour
   b. Attitudes of some officials toward foreign migrant labour and persons trafficked for labour
   c. Challenges in the coordination between relevant agencies in law enforcement and victim protection
   d. Weak investigations and an over-reliance on victim testimony for prosecutions
   e. Duration of the criminal justice process.
2. There was no link between victim-witness protection and prosecution of offenders. Having victims remain in government shelters for long periods of time to testify did not lead to any measurable increase in prosecutions, thus leading to no measurable benefits gained for the cost of victims' being denied work, freedom, and contact with family.
3. The criminals who benefit most from trafficking were usually business owners; however, it was rare that they were targeted, with targets instead being lower-level brokers.
4. Overall, very little inconvenience to the traffickers was observed. Arrests were rare, and when they did take place suspects were often quickly released on bail with weak or no questioning. Investigations leading to prosecutions were extremely rare, and when they did take place, suspects did not have to remain in jail during the court process, nor did they have to go to jail even after being convicted due to the procedure of "provisional release" under the Thai criminal procedure code, which allowed convicted felons to walk free if they appealed their case and were not deemed imminent threats to society.
5. There was an upward trend in case responses leading to victim rescues without perpetrators being arrested, a worrying development since victims were assisted but would likely be quickly replaced, thus exposing more victims to harm and allowing the exploitative business to continue uninterrupted.

Figure 7: Case attrition under the Worst Offenders Project, with analysis.

Raising the emerging issue of labour trafficking in Viet Nam. At the start of Phase III and into the project, the issue of labour trafficking in Viet Nam was considered a sensitive topic and little information was available. Data collection was challenging, and there were limited services available to labour trafficking victims. UNIAP focused on broadening the scope of the counter-trafficking sector in Viet Nam by providing support to government and non-government partners, with collaborations on studies of legislative development and the barriers to successful criminal justice response to cases, demonstrating the need for amending the legal definition of trafficking to include the purpose of labour exploitation.

In two successive calls for proposals for innovative projects to support under-served victims, grants were awarded to the Center for Studies and Applied Sciences in Gender-Family-Women and Adolescents (CSAGA), the second of which was in collaboration with the Department of Labor, Invalids and Social Affairs (MOLISA). The initial project started a hotline for victims of trafficking in the absence of such a hotline in Viet Nam. The hotline provided counseling to a number of cases, and pre-recorded messages were able to provide information in response to a number of inquiries at any given time. There were a number of barriers to the success of the hotline, however, including:

- the cost of calls to callers
- its limited operation from 8am-9pm
- the number being difficult to remember;
- lack of coordination with partners;
- limited promotion of the number
- lack of documentation of calls in the form of a database, which presented a significant barrier to monitoring the effectiveness of the hotline.

The second project was initiated to 'Improve access to support services for victims of labour trafficking' in three target provinces of Thai Binh, Hung Yen, and Ha Nam, all in the Red River Delta, near Ha Noi. The project brought attention to the situation of Vietnamese returning migrants and of those who were exploited through their recruitment agency or whilst overseas. Barriers to successful cases being pursued on behalf of victims of trafficking, and exploitative recruitment and employment overseas, included the lack of documentation retained by complainants, from travel documents to contracts.

Data collection amongst returnees conducted at an initial stage of this project revealed the needs of this population and trafficking experiences that previously had not been brought to light. However, the limited referral services available beyond the legal services under this grant, particularly to adult male victims of trafficking, resulted in very limited reintegration support to the victims identified through a broader network. As a result of the data collection, CSAGA developed appropriate IEC materials to raise awareness of the methods used to "trick" victims and the difficulties associated with labour migration, as well as channels for safe migration.

Victim identification tools: a fundamental element of counter-trafficking efforts

Victim identification is a key aspect of counter-trafficking and one that arguably requires a much greater focus. With only a small fraction of the estimated population of trafficked persons ever identified, most trafficking situations see victims go unassisted and perpetrators go unpunished. UNIAP developed high-tech and low-tech tools for improved victim screening, for specialists such as front-line general police and immigration officials, as well as other non-specialists who might come into contact with possible trafficking victims.

Low-tech victim screening tools developed during Phase III include victim screening 'quickcards' which are the size of a credit card, and were translated into the Mekong languages and piloted with Vietnamese and Chinese shelter staff working in shelters that served diverse clientele (including homeless, street children, and sex workers brought in by police). A significant gap existed between identifying trafficked persons from these diverse populations, and providing them with the services they needed. Higher-precision victim screening tools were then developed for Chinese shelter staff as well; these included wall posters that the China government printed for all the 1,500+ 'relief centres' being operated across China by the Ministry of Civil Affairs. 5,000 posters and 8,000 guidebooks on victim identification were distributed to shelters in 31 provinces, as well as through UNIAP's Shelter Self-Improvement trainings. In addition, the shelter system added 'Victims of Trafficking' as a separate classification of beneficiary. The numbers identified as a result, however, had yet to be reported at the time of writing this report.

Some of the tools were aimed at assisting victim screening of foreign possible victims who did not speak the local language, some using paper tools and some using video interface via smartphone apps to determine likely nationality and the person's status across a series of trafficking indicators. For example, a framework for identifying victims of forced labour on fishing boats was developed and piloted with the Malaysian Maritime Enforcement Authority (MMEA) as a step to highlighting the issue of trafficking onto Thai and other boats that docked in Malaysia, and to build the capacity of officers in identifying foreign victims of trafficking on the boats.

The technical development of a smartphone victim ID app for android phones was a contribution of the Hong Kong-based company Motherapps, in a relationship with

Possible Indicators of Human Trafficking

Reporting your suspicions could stop this crime of exploitation.

- Does the person appear to have been threatened, harmed, or deprived of food, water, sleep, or medical care?
- Does the person show signs of having been forced to perform sexual acts or hazardous labor?
- Does the person report having been locked up or deprived of freedom of movement, communication, or wages?
- Does the person report having been recruited for one purpose, then forced to engage in something different?
- Is the person lacking necessary identification or documentation?

UNIAP. A potential public-private sector partnership had been proposed, to have the company Motherapps build on UNIAP's low-tech tools and develop an application for smartphones for UNIAP and law enforcement partners to pilot on the ground. The smartphone app was designed to allow for new channels of communication between Thai officials and victims who did not speak Thai or English (i.e.,

the great majority of victims) when interpreters were not available (i.e., which was the case the great majority of the time). At the time of writing, the smartphone app was about to be introduced to Thai frontline officers in a training, with a subsequent pilot stage in the field to follow soon thereafter.

In Cambodia, 'quickcard' tools were piloted and distributed to commune authorities in Phnom Penh and Poipet, and also border authorities in the latter. However, the initial impetus for the initiative using the simple identification tools was soon after put on hold to allow a national process for development of victim identification standards led by the Ministry of Social Affairs to develop such tools. UNIAP was working with World Vision and Winrock to draft the guidelines, in its role as COMMIT Secretariat.

Global Financial Crisis response

In late 2008, the financial crisis that affected many parts of the international economy was of great concern globally, and had the potential to negatively impact many different industries and their labour forces in the GMS as well. Taking the lead from ILO's estimates of increases in unemployment in specific sectors and financial difficulties that families would face, UNIAP took the initiative to work with partners to mitigate the effects on some potentially vulnerable populations, focusing on sectors such as export-oriented manufacturing.

In Cambodia, steps were taken to develop understanding and responses to the situation, with the ILO and other reports indicating increased vulnerability in the country. A UNIAP study on retrenched garment factory workers' increasing entry into potentially exploitative sex work in Phnom Penh, disseminated in SIREN report CB-04 *Cambodia: Exodus to the Sex Trade? Effects of the Global Financial Crisis on Women's Working Conditions and Opportunities,* found that there was increasing debt bondage among this population, with women seeking and accepting advances from brothel or karaoke owners as their only means to access capital to remit to their families in the provinces. A study was commissioned to analyze sectors of employment that would be more resilient to the crisis, resulting in the report *Addressing the Financial Crisis and Strengthening Private Sector Livelihood Alternatives to Under-served Populations in Cambodia*. These two studies formed the foundation for a multi-stakeholder consultation in mid-2009 bringing together concerned government, UN, industry, and civil society partners to form an alliance to take action to address vulnerabilities brought about by the financial crisis. The initiative also sought to understand the impact of the crisis on Thailand's vulnerable populations due to the significant economic slowdown in 2009 and job losses. The Thai economy re-bounded to strong growth in 2010, however, and was ultimately seen to have fared the crisis relatively well.

Having understood the drivers of retrenched factory workers seeking loans to support their families and finding only entertainment establishment owners willing to provide such loans, a referral network was established amongst partners of the alliance. Funding directly supported awareness-raising amongst garment factory workers through the *Precious Girl* Magazine and radio spots reaching 600,000 listeners. A hotline was supported through the Chab Dai Coalition, which provided information and advice, as well as coordinating referrals and receiving reports of exploitation. 120 women were provided with market-driven vocational training directly through the programme, while partners such as Vision Fund and AMK gave further training opportunities and micro-credit as an alternative to taking a job in the entertainment sector.

Finding 5: Civil society plays a crucial role in the fight against human trafficking that must be recognized and supported by governments, donors and other stakeholders.

NGOs have often been the initial responders to human trafficking, but resources to anti-trafficking NGOs have been extremely limited. Further, there are few channels for them to receive funds directly and expeditiously, at a level that allows them to follow through and be operational covering a significant geographic area. More resources are needed specifically in destination areas where assistance to victims and intelligence gathering on brokers and exploiters are particularly needed.

Support to civil society operating in destination areas may also come in other forms, from capacity building to avenues for political support – particularly important given the realization that civil society can only do so much, and it is the role of the government to protect victims and uphold the law. The risks faced by NGOs in supporting victims still in (or just getting out of) harm environments may be compounded by official complicity and political sensitivities. Absent a civil society "push" for many trafficking cases, the political will does not yet exist in many countries for such cases to proceed – that is, for justice to be served to the exploitative business owners profiting most from trafficking (not just low-level brokers), and for victims to be properly supported and compensated. NGOs engaging in such anti-trafficking efforts often have limited capacity for English-language communication efforts and fundraising, and therefore may not have a strong online presence or profile apparent to donor agencies. Working with these partners and supporting their core capacity needs such as communications, fundraising, and bookkeeping would benefit the work of government and international agencies working to combat human trafficking.

Finding 6: Anti-trafficking hotlines require established referral networks with the necessary resources and capacities to respond.

The Myanmar language hotline requires the ability of a referral network to directly respond to cases, whether government or NGO partners. The dedication of the individual operating the UNIAP hotline made for a responsive service, taking, logging, and referring calls at any time of the day (or night, as often was the case). The direct connections with UNIAP country project offices in Thailand and Myanmar, together with proactive NGO and authorities as partners, resulted in efforts to respond to cases reported in the ways that the callers and potential victims requested. However, when the hotline number started to be mass-disseminated by large-scale awareness raising programmes, the floods of cases become extremely difficult for both the hotline and the response organizations to handle.

Resources are required to cover the operation of hotlines in shifts, and referral network partners must be well-resourced. Ultimately, the measure of success in these cases should be positive outcomes for victims as well as prosecution of criminal networks, which require resources to be expended on more than just mass awareness raising programmes.

Finding 7: Trafficking into labour sectors requires new approaches with new partners.

Traditional approaches to addressing forced labour and trafficking in the fisheries sector are hampered by factors such as non-transparent sub-contracting and the remote location of the worksites at sea. There is recognition of the problem with international and local media reports documenting cases, and some law enforcement action to rescue victims; however, criminal justice action against traffickers has been minimal. The private sector has become engaged in the issue and new approaches need to be developed to make this engagement effective.

Factors that need to be addressed include:
- Lack of transparency in supply chains is a barrier to efforts in working with the private sector regarding ethical sourcing of products. This requires proactive efforts from the industry, both domestic and international.
- Lack of monitoring of labour standards on fishing vessels that remain at sea for long periods keeps fishers vulnerable; stronger government and coordinated inter-governmental efforts is required to address this gap.
- The transnational nature of the problem requires greater international cooperation, both for victim repatriation and criminal justice action.
- Criminal justice action against operators found to use trafficked labour should be prioritized in order to act as a deterrent.