



COUNTER-TRAFFICKING IN PERSONS (C-TIP) ANNUAL REVIEW PROGRESS IN IMPLEMENTATION OF THE USAID C-TIP POLICY

2011-2012



Jason Mraz performs at a USAID-supported concert to raise awareness about human trafficking in Burma in December 2012.

As President Obama said at the Clinton Global Initiative on September 25, 2012, the “fight against human trafficking is one of the great human rights causes of our time.”¹ Thriving in the shadows of poverty and conflict, trafficking in persons (TIP) is a crime that victimizes millions of women, men and children worldwide. Although precise numbers are unknown, the scale of human trafficking is vast. The root causes of TIP are linked to development challenges that USAID addresses every day, including limited education and employment opportunities, weak social safety nets, weak rule of law, and ethnic and gender discrimination.

USAID is among the largest donors engaged in counter-trafficking in persons (C-TIP), programming over \$180 million in C-TIP activities in more than 68 countries and regional Missions worldwide between 2001-2011. USAID Administrator Raj Shah released the C-TIP policy in February 2012.² Led by the Bureau for Democracy, Conflict and Humanitarian Assistance (DCHA), in partnership with the Bureau for Policy, Planning and Learning (PPL), the policy outlines concrete, measurable principles and objectives to reinvigorate and focus the Agency’s CTIP programming. The policy is rooted in clearly defined principles, such as employing the Agency’s comparative advantage to combat TIP, integrating and leveraging investments, measuring impact, and employing innovation and technology. USAID’s comparative advantage within the U.S. Government and the broader international donor community rests on a strong in-country presence, allowing us to design and monitor well-run interventions informed by local context, and to catalyze other actors. USAID will enhance this advantage in a number of ways, including increased collaboration with our interagency partners, particularly the State Department. For example, DCHA’s Center of Excellence for Democracy, Human Rights and Governance (DRG Center) regularly consults with the State Department’s Office to Monitor and Combat Trafficking in Persons (J/TIP) on upcoming project designs and awards. Continuing past practice, USAID’s investments will emphasize prevention and protection, enhance our focus on partnerships, and complement the focus of the State Department and other U.S. government agencies on prosecution.

¹ <http://www.whitehouse.gov/the-press-office/2012/09/25/remarks-president-clinton-global-initiative>

² The full policy can be found at: http://pdf.usaid.gov/pdf_docs/PDACT111.pdf

This Annual Review highlights key programs that USAID is supporting to implement the objectives and principles of the new policy. The USAID C-TIP Annual Review website also includes information on the range of programs the Agency is funding to implement the policy.

COORDINATION AND OUTREACH

As the Agency lead on counter-trafficking, DCHA plays a large coordination and outreach role, both within the organization and externally.

- DCHA established a C-TIP Steering Committee comprised of senior leaders from all USAID bureaus and subsequently convened two C-TIP Steering Committee meetings (in May and November of 2012).
- DCHA meets regularly with C-TIP coordinators located in regional bureaus, and maintains a list of CTIP coordinators who have been designated in USAID missions, in accordance with the C-TIP Policy.
- Externally, DCHA participated in interagency Senior Policy Operating Group (SPOG) meetings as well as a White House-led interagency policy committee (IPC).
- DCHA shares information with colleagues at the Department of Labor about C-TIP related programs and priorities.
- In 2012, DCHA conducted extensive outreach efforts, including hosting counter-trafficking NGO and other external partner consultation sessions and educational events. For example, the Bureau held screenings of the C-TIP films “The Whistleblower,” “Not My Life” and “Trade of Innocents,” and organized C-TIP Campus Challenge events at Pepperdine University and the University of Denver.

WORKING WITH LOCAL GOVERNMENTS

Governments are critical players in combatting TIP, and USAID Missions have a key role to play in building host-government capacity and galvanizing local partners. Going forward, USAID will further leverage our investments in combating TIP and empower a wide variety of local partners, including inspiring C-TIP champions in host-governments. Our Missions are well placed to promote partnerships, and future programming will place a greater emphasis on support for new local partners consistent with USAID Forward’s emphasis on procurement reform and increasing investments in local organizations. These investments could be directed to host governments—if the government is committed to combatting TIP—and will often be in support of local civil society organizations or public private partnerships.

For example, USAID works with government officials, legal professionals and civil society to respond to the trafficking problem in Azerbaijan. The project established the first-ever shelter for male victims of labor exploitation, and improved the capacity and operations of the existing shelters for female and child victims. To date, these shelters have accommodated over 150 male victims who were subjected to forced labor, and over 160 female victims of sexual exploitation. A female victim recounted how she was deceived and entrapped with an offer of “good employment” in a neighboring country. Upon arrival at her new job, she was forced into prostitution for six months. Her first attempt to escape was unsuccessful. The traffickers punished her and forced her to take drugs. On a second attempt to escape,

she succeeded, and managed to return to Azerbaijan. The USAID-funded female victims' shelter proved vital support to her gradual recovery from trauma. She was able to seek damages through the project-supported "Azerbaijan Migration Center," a local civil society organization specializing in migration issues. With the support provided by the project, she brought her trafficking case before a domestic court and was granted financial compensation to support her family. Her life in Baku has taken a positive turn as she is planning to start a small bookstore. Her journey from a trafficking victim to a hopeful entrepreneur would not have been possible without USAID's assistance.

ACCOUNTABILITY

In February 2011, USAID adopted a C-TIP Code of Conduct that advances the highest ethical standards for all USAID personnel, as well as contractors, sub-contractors, recipients, and sub-recipients. The code seeks to deter all activities that would facilitate or support TIP in any form. To further this effort, DCHA formed an intra-agency working group that met monthly from January-June of 2012 to specifically address combatting contractor and recipient TIP abuses. The working group consisted of DCHA, the Office of the Inspector General (OIG), the Office of General Counsel (GC), the Management Bureau's Office of Acquisitions and Assistance (OAA) and TIP advisors from regional and pillar bureaus. In June of 2012, USAID formally adopted the "Counter-Trafficking in Persons Contractor/Recipient Compliance Agency-Wide Standard Operating Procedure (SOP)," developed by the working group. This SOP focuses on three paths of action: (1) training for agency personnel on recognizing and reporting TIP; (2) due diligence prior to awarding contracts, grants, and cooperative agreements; and (3) responding to allegations of abuse. The SOP supports and maps to the President's Executive Order to strengthen protections against TIP in federal contracts.³

DCHA has worked to ensure greater institutional accountability within the Agency through trainings about the Counter-Trafficking Code of Conduct. DCHA coordinated with the Office of Human Resources to integrate C-TIP training into mandatory new employee orientation for the civil and foreign service and has already trained over 250 civil servants and more than 70 new Foreign Service Officers. DCHA also worked with the General Counsel's Office to integrate C-TIP into the Agency-wide annual ethics refresher course, which is mandatory for all USAID employees, both in Washington and in the field. In addition, an online C-TIP training module is in development that will increase access to C-TIP training for personnel located at field Missions. Finally, while USAID itself does not conduct training for OIG investigators, DCHA and the OIG collaborate closely on TIP-related issues and DCHA delivered a C-TIP information packet to the OIG to provide further guidance on investigating TIP abuses in government contracts and assistance awards.

The intra-agency working group also assisted OAA in the development of a Procurement Executive Bulletin (PEB) on C-TIP that was released on Dec. 20, 2012. The PEB applies to all USAID Contracting Officers (COs) and Agreement Officers (AOs) and Acquisitions & Assistance staff worldwide. The purpose of the PEB is to outline responsibilities for implementing the requirements of the several federal TIP statutes and to provide additional guidance for more effective compliance. The PEB can be found at: http://inside.usaid.gov/M/OAA/policy/PEBs/docs/PEB2012_07.doc

CONFLICT AND CRISIS-AFFECTED AREAS

³ <http://www.whitehouse.gov/the-press-office/2012/09/25/executive-order-strengthening-protections-against-trafficking-persons-fe>

As part of USAID's implementation of the 2011 United States National Action Plan on Women, Peace, and Security, USAID will increase its efforts to combat trafficking in a few specific conflict and crisis-affected countries.⁴ The criteria for selecting these countries include: significant U.S. government investment; multiyear international deployments with a significant number of deployed U.S. personnel; and opportunities to build partnerships with other donors or stakeholders. In addition to assistance provided by the Missions, DCHA is providing targeted support to Missions in key conflict and crisis affected areas. For example, the DRG Center recently provided technical assistance to design a comprehensive multi-million dollar C-TIP project in a strategic high-conflict region, that draws on lessons learned and best practices. USAID is also funding UNICEF in the Democratic Republic of Congo to address the problem of child soldiers, and DCHA has recently added funds in order to quickly respond to reports of increased child conscription arising from the recent fighting in the east.

CRITICAL TIP CHALLENGE COUNTRIES

To help leverage our comparative advantage, using DCHA funds supplemented where possible by relevant Regional Bureaus, USAID has committed to increase its investments through dedicated C-TIP resources in one to two critical TIP challenge countries with a USAID Mission presence. Critical TIP challenge countries are ones that have global strategic importance and significant trafficking problems; where the host government has done little to prevent or combat TIP; and that have been ranked multiple years as Tier 2 Watch List or Tier 3 in the annual State Department Trafficking in Persons Report. These countries set negative norms and standards on TIP in their regions. Progress in these nations would send an important signal with potentially significant ripple effects. And a focus in these countries would allow the greatest harmonization of U.S. diplomatic and development efforts. In these contexts, investments may also be driven by political openings or strategic opportunities to make a major difference along with local partners in C-TIP. Based on evolving realities on the ground, the DRG Center has maintained a flexible yet responsive posture. USAID is actively searching for ways to reprogram C-TIP funds that had been allocated to USAID/Russia that was closed at the request of the Russian government in October 2012.

INTEGRATION

USAID investments in combating trafficking have mostly been stand-alone projects. Integrated and leveraged investments have great potential to advance prevention and protection and vastly increase the reach of USAID C-TIP efforts. USAID will continue direct support to combat trafficking, for example, through work with NGOs providing protection and awareness-raising as well as with government institutions such as parliaments and judiciaries to strengthen C-TIP capacity. Over time, however, to bring USAID's C-TIP work to a new, more leveraged and robust level, projects will have to demonstrate a strong linkage to, or be integrated into, specific sector portfolios, especially in health, agriculture, economic growth, education, humanitarian assistance, or security sector reform. Because youth and women are among the most victimized by traffickers, special attention will be devoted to integrating counter-trafficking activities into programs targeting these demographic groups.

USAID/Mozambique has successfully integrated CTIP principles and strategies into their media strengthening program, by building on the existing network of community radio stations to disseminate

⁴For the National Action Plan, see http://www.whitehouse.gov/sites/default/files/email-files/US_National_Action_Plan_on_Women_Peace_and_Security.pdf and for the Executive Order, see <http://www.whitehouse.gov/the-press-office/2011/12/19/executive-order-instituting-national-action-plan-women-peace-and-security>

prevention information about human trafficking. The networks informed citizens on the Mozambican legislation and international agreements condemning trafficking and communicated critical messages about respecting basic rights and the perverse effects of trafficking on society.

Some USAID Missions do not currently have the technical staff or resources to develop integrated programs or to develop C-TIP components within existing work. To achieve this objective, staff in USAID's Washington headquarters will develop tools and deploy experts to help Missions integrate C-TIP activities into development programs within specific sectors and initiatives. The DRG Center has personnel dedicated to C-TIP and the broader goal of the integration of democracy, human rights and governance into other development sectors and can deploy experts to Missions as needed. C-TIP Advisers in regional bureaus are also available to provide assistance. The impact of these leveraged investments will be closely monitored to determine how USAID and the broader donor community can most effectively combat trafficking.

LEARNING/INNOVATION AND TECHNOLOGY

Learning from the past can help our work going forward. In the next year, USAID, led by DCHA, will support Missions to increase the use of survey data to guide the design of up to two C-TIP programs. The DRG Center also has funds and personnel to assist in the design and implementation of impact evaluations. For example, a C-TIP assessment and impact evaluation are being planned for the mining sector in the Democratic Republic of Congo. We are also planning to disseminate a CTIP Field Guide in early 2013 that provides guidance on how to program funds that map to the C-TIP Policy and uphold agency accountability.

Throughout the Agency, USAID is increasingly relying on innovation and technology to meet development challenges with 21st century approaches. Launched in October 2012, USAID's *Counter-Trafficking in Persons (C-TIP) Campus Challenge* directly responded to President Obama's call to recommit and employ new and innovative ways to end modern slavery. The Campus Challenge invited students and scholars to join Challengeslavery.org, an online counter-trafficking community of more than 2200 members representing 105 countries. The Challenge also included a student Tech Contest that drew 68 applications from around the world. A group of three Virginia Tech students won a first place prize of \$5,000 for their "Abolishop" concept – a web browser application that helps online shoppers make smart choices by alerting them to products that may have forced or exploited labor in their supply chains. From an increasing body of evidence, we know that technology is being used by traffickers to market, recruit, sell and exploit for criminal purposes. Through the Campus Challenge, USAID leverages dynamic partnerships with higher education institutions, the private sector, and NGOs, fosters innovation, and employs technology and new media to combat trafficking with a particular focus on prevention and protection.

REGIONAL APPROACHES

Transnational crime as a development challenge requires transnational responses and commitments. USAID Missions are working together to take into consideration the effects of their C-TIP programming across regions.

In Southeast Asia, USAID has supported MTV-EXIT (End Exploitation and Trafficking), a global multimedia campaign that raises awareness of trafficking among youth and vulnerable populations to prevent human trafficking. MTV-EXIT operates in Cambodia, Indonesia, Philippines, Thailand, and Vietnam, and opened in Burma in December 2012 through a public concert held in Rangoon's People

Square. Since 2006, MTV EXIT has engaged over 700,000 regional youth through 30 major concert events, 76 television and online programs, and dozens of outreach activities.

USAID also supports regional programs in Eastern Europe and Central Asia. After years of investment in Eastern Europe led to the development of trans-national referral mechanism (TRM) guidelines and standard operating procedures (SOP), cross-border collaboration has increased, improving assistance and repatriation services to TIP victims. The TRM guidelines were endorsed by all participating countries, and in many cases, have been adopted as law, included in National Action Plans to combat TIP, and used as a basis for the development of internal victim referral mechanisms. The guidelines have served as the basis for companion programs funded by the European Union and others in order to extend the number of countries participating in this collaborative network. The current phase of the project focuses on developing concrete tools to facilitate the implementation of the TRM and on increasing cooperation between relevant officials in all ten source countries as well as key destination countries. This program provides a strong example of bringing together high level officials from multiple countries in a region to address TIP in a coherent and collaborative fashion. Key features involved in making this program successful include: 1) using and building existing channels for cooperation (EUROPOL, NGO networks, and governmental local liaison officers); 2) fostering political will for cross-border collaboration among governmental and NGOs and law enforcement; 3) generating trust that resulted in willingness to share sensitive information across borders and databases; and 4) recognizing that a TRM can and will be sustainable if the system is set up so as to constantly reflect and adapt to the ever-changing reality of trafficking patterns at the regional and country levels.

In Central Asia, USAID is assisting government entities and relevant civil society actors in their efforts to respond to the problem of human trafficking through gender-mainstreamed awareness-raising campaigns. These campaigns include national level advocacy, policy debate, and informational activities through civil society, governmental and non-governmental actors. This regional project also protects both female and male victims of trafficking by providing appropriate and comprehensive direct assistance and services.