

Department of Peacekeeping Operations
Human Trafficking Resource Package

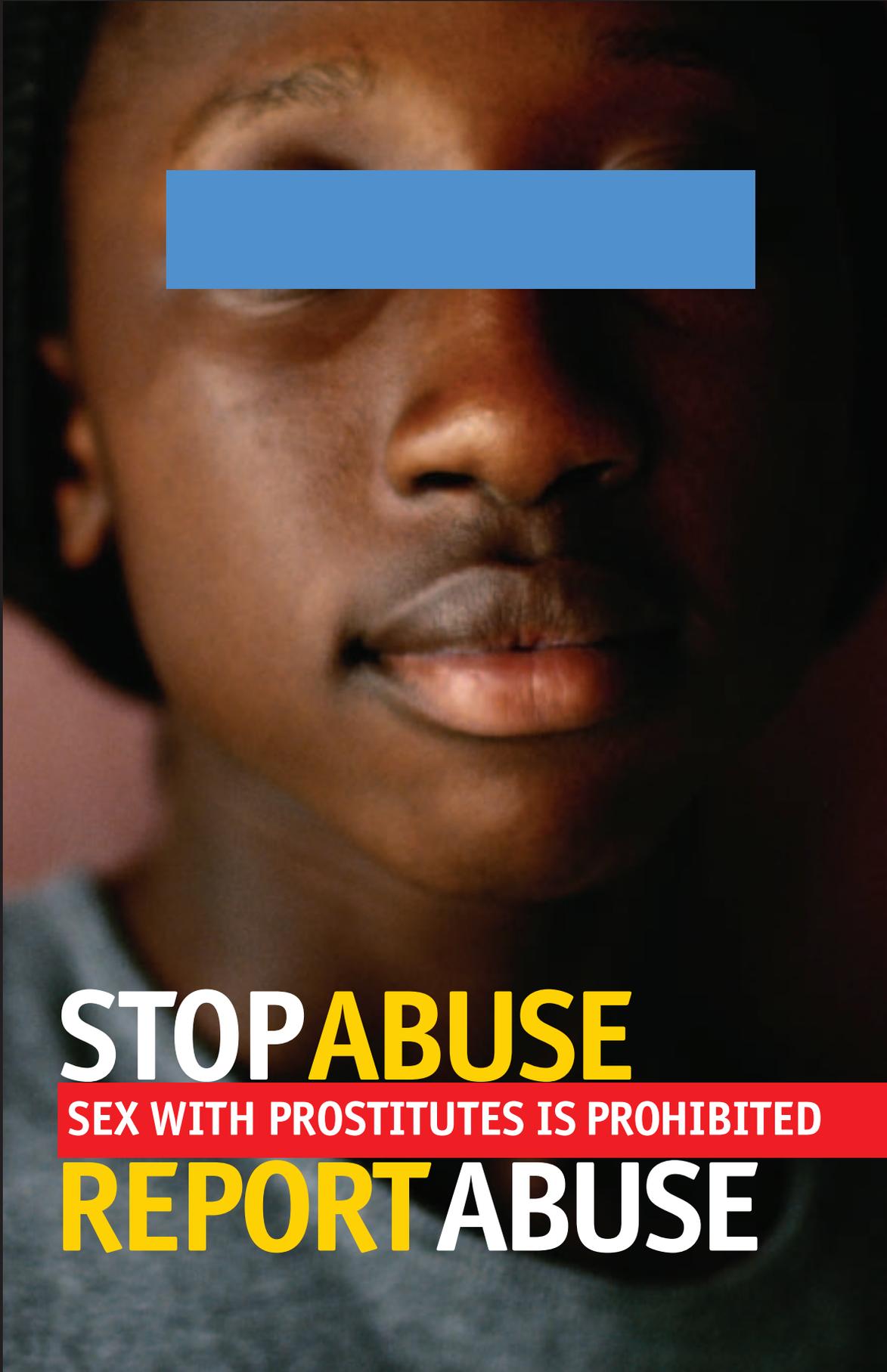
STOP ABUSE

KEEP OUT OF OFF-LIMITS LOCATIONS

REPORT ABUSE



United Nations



STOP ABUSE

SEX WITH PROSTITUTES IS PROHIBITED

REPORT ABUSE



**Department
of Peacekeeping
Operations**

HUMAN TRAFFICKING RESOURCE PACKAGE

Published by the Department
of Peacekeeping Operations
Best Practices Unit



United Nations
New York

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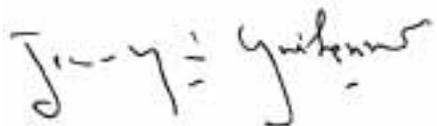
FOREWORD

The trafficking of persons, particularly women and children, for forced and exploitative labour, including for sexual exploitation, is one of the most egregious violations of human rights facing the international community and one which the United Nations now confronts.

The United Nations Department of Peacekeeping Operations takes this issue seriously and recognizes that it must play a key role in combating this ugly transnational crime, particularly as it relates to allegations and incidents of involvement by the Department's peacekeeping personnel.

I very much welcome the publication of this first edition of a trafficking resource manual that provides the Department's policy against trafficking, an explanation of our strategy and programmatic approach to the issue in our missions and the first of several training modules developed with our UN and NGO partners to enable all DPKO staff, whether military, civilian police or civilian, to identify the human rights abuse of human trafficking and to ensure that they do not contribute to this abuse in any way. The attached CD-ROM provides background resources for colleagues who seek additional reference materials, including international standards and conventions prohibiting trafficking, more specific training guides and model legislation.

This trafficking resource manual is the outcome of a consultative process involving colleagues from peacekeeping operations, UN and NGO partners and dedicated individuals worldwide. While it remains very much a work in progress, we look forward to the ongoing support of our many partners to ensure strengthened collaboration in the field to improve programmatic responses and to ensure the protection of all men, women and children from the scourge of trafficking.



Jean-Marie Guéhenno
Under-Secretary-General for
Peacekeeping Operations

December 2004

ACRONYMS

CivPol	Civilian Police
DPKO	UN Department of Peacekeeping Operations
ILO	International Labour Organization
IOM	International Organization for Migration
NATO	North Atlantic Treaty Organisation
NGO	Non-governmental Organization
OSCE	Organization for Security and Co-operation in Europe
OHCHR	Office of the High Commissioner for Human Rights
SEA unit	Sexual Exploitation and Abuse Unit
SG	Secretary-General
SGB	Secretary-General's Bulletin
SGTM	Standard Generic Training Module
SOP	Standard Operating Procedure
SRSO	Special Representative of the Secretary-General
TCC	Troop Contributing Country
TIP unit	Trafficking in Persons Unit
UNDP	UN Development Programme
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNIFEM	UN Development Fund for Women
UNMIBH	UN Mission in Bosnia and Herzegovina
UNMIK	UN Interim Administration Mission in Kosovo
UNMISSET	UN Mission of Support in East Timor
UNMO	UN Military Observer
UNODC	UN Office on Drugs and Crime
UNTAC	UN Transitional Authority in Cambodia

INTRODUCTION

BACKGROUND

As the demands on UN peacekeepers have increased around the world, so have the pressures. Inevitably these pressures can lead to instances where peacekeepers break faith with the very people they have come to protect. Thus, in recent years investigative reports and media inquiries have shed light on various abuses against vulnerable individuals, particularly women and children, abuses that have become increasingly prevalent in UN peacekeeping environments.

One of the most disturbing aspects of this abuse involves trafficking — the recruitment or transfer of persons, by force, abduction or deception for exploitation. Trafficking is a serious human rights abuse. It treats human beings as commodities that can be bought, sold, damaged or destroyed. It is frequently associated with sexual exploitation and abuse. Trafficking victims are often beaten, tortured, exposed to hazardous working conditions and forced confinement and are often denied basic health care and food. Many are compelled to have unprotected sex, thereby exposing them to HIV/AIDS, and victims are commonly forced to take drugs, making it easier for traffickers to control them.

This grave human rights abuse perpetuates extreme vulnerabilities and insecurity in post-conflict societies that are struggling to recover from war and disruption. The common link between trafficking and organized crime can undermine and corrupt the good governance and rule of law objectives of the international community.

ONE UNITED NATIONS, ONE STANDARD

In all instances, under all conditions, United Nations peacekeeping personnel are required to maintain the highest standards of integrity and conduct. Although peacekeeping operations have different categories of personnel (military, civilian police and civilian) they are all expected to adhere to and uphold the same standard of conduct. Thus under UN standards, any involvement of peacekeeping personnel in trafficking or any other form of sexual exploitation or abuse constitutes not only a human rights abuse, but is an act of serious misconduct and grounds for disciplinary measures such as dismissal or repatriation.

DEVELOPMENT OF THE MANUAL

This training manual was developed to help personnel understand their obligations under the UN standard and to ensure that all personnel recognize the enormity of the crime of human trafficking. It responds to the increased occurrence of trafficking in UN Peacekeeping Missions and targets the overall lack of awareness both within DPKO and among peacekeeping personnel about trafficking as a human rights issue as well as a form of sexual exploitation and abuse.

The training materials included here are aimed at a peacekeeping audience and focus on roles and responsibilities. Future training modules, under development by the Office of the High Commissioner for Human Rights (OHCHR), will detail specific responsibilities for key individuals, including senior managers, police and contingent commanders. Systems and procedures will not be effective unless there is clear support from the leadership; therefore, providing training for commanders and managers on how to build an appropriate organizational culture must be a priority.

The core training materials were developed using information gathered and lessons learned from missions in Bosnia and Herzegovina, Kosovo and Timor-Leste, among others. They will be updated as new information and good practices are received from current operations and from UN partners such as OHCHR and the UN Institute for Criminal Justice (UNICRI). These materials also draw heavily on material from other organizations, including many NGOs.

OBJECTIVES

While peace operations are generally neither mandated nor well-suited to deal with all aspects of the effort to combat human trafficking, DPKO is committed to playing a substantive role in confronting trafficking in the mission areas. Toward that end, this training package has three primary objectives:

- To raise awareness among all staff in current missions about human trafficking;
- To assist trainers by providing updated and improved training materials; and
- To provide additional resources for those mandated specifically to address trafficking in particular missions.

The training materials will be supported by an awareness campaign, including a series of posters repeating the core message of the campaign and the training: 'Stop Abuse, Report Abuse.' The campaign will also include brochures in the six official languages of the UN that will be distributed to peacekeepers during training. These brochures will stress the role of peacekeepers as the solution to trafficking rather than the problem by focusing on their duties, their essential roles as leaders of the communities where they are stationed and their responsibility to follow the mandates and codes of conduct that regulate their behaviour. Posters will highlight examples of trafficking within the peacekeeping context, such as the sexual slavery of women and girls forced into prostitution and the abuse of child domestic workers.

The overall goal of the package is to equip peacekeeping staff members with the knowledge and tools necessary to recognize and report incidents of human trafficking in accordance with the mission mandate. Trainers should be able to assist peacekeeping personnel to:

- Recognize human trafficking as a serious form of exploitation and abuse;
- Understand their obligation to 'do no harm' and to actively report suspected incidents of trafficking up the chain of commands; and
- Assist local partners in building capacity to effectively combat human trafficking, as per mission mandate.

CONCLUSION

Human trafficking is a terrible crime with devastating consequences for millions of people the world over. It is a form of slavery that cannot be tolerated under any conditions, as Secretary-General Kofi Annan's policy of zero tolerance has made clear. These training materials should be used to help all personnel understand their obligation to combat trafficking, and deepen their commitment to stop the trade in human beings once and for all.

THE UGLY FACE OF HUMAN TRAFFICKING

THE UGLY FACE OF HUMAN TRAFFICKING

I am 21 years old, from Moldova. I have a son, 4 years old. His father left us when he was born, and my family cannot support us. The job I had was not paying for our basic needs. My salary was approximately 25 DM per month (approximately US\$15), and lately salaries were not paid at all. Many young women from my town were traveling abroad for work, and I thought working abroad was also my chance to earn some money.

A woman I know from town was organizing these trips, so I asked her to help me and she promised she would. She swore on her children's life I would work as a cleaner or a waitress but not as a prostitute, and she helped me to get a passport. She introduced me to a man and said he would take me to Italy. After we passed the border in Romania, he told me he had bought me from her. I was shocked and scared. From that moment on, I was passed from hand to hand; men bought and sold me, moving me from apartments to houses, crossing borders illegally.

Eventually I arrived in a bar in Kosovo, and was locked inside and forced into prostitution. My passport had been taken away long before, and the traffickers passed it from one to the other each time I was sold. In the bar I was never paid, I could not go out by myself, and the owner became more and more violent as the weeks went by. He was beating and raping me and the other girls. We were his 'property,' he said; by buying us he bought the right to beat us, rape us, starve us, force us to have sex with clients. . .¹

**Ju paguani për një natë. Ajo paguan me jetën e saj.
PROSTITUCIONI I DETYRUAR=SKLLAVËRI. NUK KA ZGJIDHJE!**



**You Pay for a night-She Pays with her Life
FORCED PROSTITUTION=SLAVERY: THERE IS NO CHOICE!**

Human trafficking is a global problem which demands a truly global response. As United Nations Secretary-General Kofi Annan stated in his address at the Signing Conference for the UN Convention Against Transnational Organized Crime in 2000, 'The trafficking of persons, particularly women and children, for forced and exploitative labour, including for sexual exploitation, is one of the most egregious violations of human rights which the United Nations now confronts.'²

The overwhelming majority of trafficking victims are women and children, who are auctioned for prostitution, domestic services, begging and work in factories, mines and plantations. Victims are often sexually abused, exposed to hazardous working conditions, confined to their workplace, and denied basic health care, adequate nutrition and the safety and security of their families and communities. Many trafficking victims are exposed to HIV/AIDS or suffer from forced drug addiction.

Often human trafficking is supported by organized crime and by those in a position to manipulate post-conflict vulnerabilities for revenue. In post-conflict situations where the United Nations deploys peacekeepers, the UN works to prevent them from becoming a source of demand that traffickers may target.

Severe punishment of peacekeepers, humanitarian workers and other UN personnel involved in human trafficking and related abuses is essential. However, this can be a complex issue: In the case of peacekeeping troops, responsibility for criminal prosecution lies with the national governments that contribute them. The UN has undertaken special efforts to work with troop contributing countries on acknowledging and addressing this issue. And although UN personnel in the field are entitled to certain legal immunities, the Secretary-General will waive those immunities for staff members suspected of crime, so that they may face prosecution in the host country.

Prevention efforts include the development of training materials which focus, from the outset of a mission, on the specific roles and responsibilities of peacekeepers as well as key individuals, such as senior managers, police and contingent commanders. Tools to support the efforts of peacekeeping operations are also being created, such as checklists for detecting trafficking activities in post-conflict zones, and model legislation and institutional arrangements for national plans of action to combat trafficking.

The International Organization for Migration (IOM) is another active partner in the fight against human trafficking, providing legal and medical counseling and other welfare services for victims, as well as assistance for their safe and dignified voluntary return and reintegration.

The transnational nature of trafficking requires States to coordinate efforts for prevention and punishment. The international legal framework now includes a Protocol 2 which aims to prevent trafficking, to protect and assist victims and to promote international cooperation on the issue. The Protocol, which came into force in December 2003, combines human rights measures to protect victims with effective law enforcement mechanisms in order to apprehend and prosecute traffickers.

Many challenges still remain in fighting this terrible crime. The fact that the problem of human trafficking is now acknowledged and is being seriously dealt with is a positive step towards a global solution. It is hoped that through the work of all actors, women like the 21-year-old mother from Moldova will no longer be hidden victims of this ugly crime.

¹
Adapted from *Situation Report — February 2000 to September 2002*, Kosovo Counter-Trafficking Unit, International Organization for Migration.

²
Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the UN Convention Against Transnational Organized Crime (2000).

**Department
of Peacekeeping
Operations**

POLICY

DPKO POLICY: EXECUTIVE SUMMARY

INTRODUCTION

**THIS PAPER EXAMINES
TRAFFICKING AND
PEACEKEEPING, AND PRESENTS
A DPKO STRATEGY.**

- i. This policy paper examines human trafficking as it relates to UN peacekeeping. It aims to define the problem in the context of UN peacekeeping and proposes a strategy for the Department of Peacekeeping Operations (DPKO) to address human trafficking based on lessons from previous missions and consultations with partner organizations.

**TRAFFICKING IS A COMPLEX
AND SERIOUS FORM OF
EXPLOITATION AND ABUSE.**

ISSUE

- ii. Human trafficking is a form of serious exploitation and abuse that is increasingly present in UN peacekeeping environments. Trafficking exploits human beings for revenue through sex, forced labour and the sale of human organs. For peacekeeping missions (UN and other), there is a crisis of perception in relation to trafficking and the linked issue of sexual exploitation and abuse, which sees peacekeepers branded as more part of the problem than the solution, along with criticisms that the issue is not taken seriously by peacekeeping institutions. Allegations and incidences of peacekeeper involvement with trafficking run counter to UN principles. Such incidents can be extremely damaging to missions by undermining implementation of police reform and rule of law mandates, perpetuating linkages to organized crime and providing material for anti-UN elements, obstructionists and negative media campaigns.

**FOR PEACEKEEPING,
A CRISIS OF PERCEPTION
STEMS FROM REAL AND
ALLEGED INCIDENCES OF
PEACEKEEPER INVOLVEMENT.**

**ALTHOUGH PEACEKEEPING
IS NOT A WELL-SUITED
INSTRUMENT TO COMBAT
TRAFFICKING...**

APPROACH

**...THE ISSUE MUST BE ADDRESSED
STRATEGICALLY BY MISSIONS.**

- iii. Although peace operations are generally not well-suited, nor directly mandated, to deal with the challenges of combating human trafficking, DPKO is committed to playing a substantive support role in confronting human trafficking in mission areas. As the problem continues to grow, traffickers are likely to continue to target future missions as a source of demand, as clients for services. As such, the issue must be managed carefully by mission managers from the outset. The problem of human trafficking is a highly complex one, and the use of standardized anti-trafficking enforcement templates within UN peacekeeping missions is not recommended.
- iv. DPKO's approach to human trafficking will provide missions with effective policy guidance and operational tools to enable them to better understand the phenomenon and to act locally in response to trafficking by supporting the expertise of others, in particular host governments. As a priority, DPKO and missions must break down widely-held perceptions of peacekeeping being part of the problem by demonstrating a serious understanding of, and engagement with, the issue to prevent, minimize and punish peacekeeper involvement in sexual exploitation and abuse.

DPKO FRAMEWORK TO DEAL WITH HUMAN TRAFFICKING

DPKO WILL USE A
3-PRONGED FRAMEWORK ...

... TO ENSURE THERE IS
A COMPREHENSIVE APPROACH.

UN PEACEKEEPERS WILL
SUPPORT THE EFFORTS
OF OTHERS ...

... AND 'DO NO HARM.'

THE DPKO APPROACH IS
BASED ON ONE GOAL...

TWO KEY OBJECTIVES...

... AND THREE PROGRAMMES
OF ACTIVITY.

- v. DPKO will pursue a three-pronged framework to enable the Department and missions to better engage with human trafficking. This approach avoids applying formulaic responses to an issue that cannot be addressed effectively through a template solution. The approach is designed to be more flexible and can be scaled to ensure that the Department has a range of options to pursue human trafficking issues as they arise, which can be better tailored to the mission mandate and context.
- vi. This framework is an integrated approach to human trafficking to equip missions with the tools to assess and deal with trafficking (and traffickers) as a potential threat to the mission, as a serious crime, as a breach of human rights and as an affront to the rule of law. DPKO recognizes that although peacekeeping is not intrinsically well-suited to dealing with the complexities of human trafficking, there are support roles for UN peacekeepers that can complement the strengths and strategies of others in the anti-trafficking community. UN peacekeepers will play a minor but well-informed and supportive role in anti-trafficking efforts, while adopting a 'do no harm' approach in their own relations with the host community. DPKO's approach to dealing with human trafficking in the context of UN peacekeeping operations is based on the following framework:

One Goal

To ensure from the outset of any peace operation that human trafficking, as a serious form of exploitation and abuse, is given due attention and is managed appropriately as a problem that can otherwise undermine core UN and peacekeeping objectives.

Two Objectives

1. To establish a system to monitor, prevent, minimize, investigate and punish involvement of peacekeeping personnel in activities that support human trafficking and other sexual exploitation and abuse, in support of the Secretary-General's zero tolerance stance; and
2. Where mandated, have available the tools to establish and support national efforts to prevent and counter human trafficking in post-conflict environments, in particular through rule of law activities.

Three Programmes of Activity

1. Awareness and Training
2. Discipline, Accountability and Community Relations
3. Capacity-Building Support to Anti-trafficking Activities

DPKO HAS SOUGHT TO DEFINE THE PROBLEM OF TRAFFICKING AS IT RELATES TO PEACEKEEPING AND TO DEVELOP A STRATEGY.

THERE IS NOW AN AGREED DEFINITION FOR HUMAN TRAFFICKING.

IT IS COMPREHENSIVE AND RELATES TO ALL STAGES OF TRAFFICKING AND TO BOTH INTERNATIONAL AND INTERNAL TRAFFICKING.

HUMAN TRAFFICKING EXISTS IN MANY PEACEKEEPING ENVIRONMENTS.

IT CAN IMPEDE UN OBJECTIVES TO RESTORE PEACE AND SECURITY...

... AND PERPETUATES INSECURITY FOR THE HIGHLY VULNERABLE.

INTRODUCTION

1. This paper examines the issue of human trafficking as it relates to UN peacekeeping. It aims to define the problem for UN peacekeeping and proposes a DPKO strategy to engage with the issue. The paper builds on lessons-learned documents from the anti-trafficking experiences of UNMIK, UNMIBH and UNMISSET, and a broader assessment of the problem, drawing on discussions with national and international organizations and non-government organizations that deal with human trafficking.

DEFINITION

2. An agreed definition of human trafficking now exists under Article 3 of the 'Palermo Protocol' on trafficking in persons¹, which came into force on 25 December 2003. This internationally agreed definition focuses on exploitation of human beings — be it for sexual exploitation, other forms of forced labour, slavery, servitude or for the removal of human organs. Trafficking takes place by criminal means through the threat or use of force, coercion, abduction, fraud, deception, abuse of positions of power or abuse of positions of vulnerability. It relates to all stages of the trafficking process: recruitment, transportation, transfer, harbouring or receipt of persons. Trafficking is not just a transnational crime across international borders — the definition applies to internal domestic trafficking of human beings.

ISSUE

3. Human trafficking is a destructive phenomenon afflicting many post-conflict environments; it can seriously impede UN peacekeeping and other United Nations objectives in host countries. The trafficking of human beings is a serious crime and a severe form of exploitation and abuse which perpetuates insecurity, vulnerability and grave human rights abuses suffered by post-conflict societies. This is particularly so in situations where serious human rights violations and exploitation — such as sex slavery, forced labour (including child soldiers), forced pregnancy, forced pregnancy terminations and systematic rape campaigns — have been perpetrated during conflict, often as an organized feature of the conflict. The main victims of human trafficking are women and, very frequently, children.
4. In the peacekeeping context, human trafficking is simultaneously a gross violation of individual human rights and an assault on the rule of law. Human trafficking in post-conflict environments feeds on social vulnerability and, in many instances, it is a major organized crime activity that undermines the rule of law and supports the corruption of power structures, impacting efforts to build a sustainable peace. Human trafficking is a low-risk, high-revenue primer for organized crime activities. Often the same figures that were in a position to exploit war-time economies move quickly into high-revenue, illicit goods and service economies in post-conflict environments.

¹

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the UN Convention Against Transnational Organized Crime (2000).

THERE ARE IMPORTANT ROLES TO BE PLAYED BY UN PEACEKEEPERS TO SUPPORT ANTI-TRAFFICKING.

TRAFFICKING IS A GROSS VIOLATION OF HUMAN RIGHTS AND AN AFFRONT TO THE RULE OF LAW IN POST-CONFLICT ENVIRONMENTS.

TRAFFICKING IS OFTEN LINKED TO ORGANIZED CRIME AND THE TRANSFORMATION OF CONFLICT ECONOMIES.

IT EXPLOITS VULNERABILITY AND INSECURITY FOR REVENUE...

... AND USES CORRUPTION AS A TOOL.

CONCENTRATIONS OF INTERNATIONAL STAFF ARE A SOURCE OF DEMAND.

THEY WILL BE TARGETED...

... AS WILL GOVERNANCE AND RULE OF LAW STRUCTURES.

PEACEKEEPERS HAVE BEEN INVOLVED IN THE EXPLOITATION OF TRAFFICKING VICTIMS.

THIS NOT ONLY COMPOUNDS THE PROBLEM, IT ALSO EXPOSES THE UN AND UNDERMINES A MISSION'S CREDIBILITY.

PEACEKEEPING'S PERCEPTION CRISIS MUST BE ADDRESSED.

EVIDENCE ABOUT THE FULL EXTENT OF PEACEKEEPER INVOLVEMENT IS UNCLEAR...

... WHICH IS IN ITSELF A CONCERN.

5. Trafficking is a process which seeks out vulnerable individuals and then exacerbates their vulnerability (through violence, forced movement, slavery, servitude, coercion, threat and/or deceit) and then subjects them to severe exploitation — often forced prostitution or forced labour — to generate revenue for a third party, often organized crime networks. As it is a fast, low-cost, low-risk and high-revenue activity, organized crime groups may use human trafficking as an early method to test routes and to identify corruptible officials. Once routes are established, commodities such as drugs and weapons are often moved along the same routes. If rule of law and political structures are corrupted, it becomes very difficult to challenge organized crime groups, making good governance and rule of law reform even more difficult to pursue.
6. Any influx of peacekeeping troops and other personnel, contractors, local combatants and reconstruction money will create a source of demand and locally accessible revenue in otherwise poor economies. In such circumstances, UN peacekeepers should expect to find trafficking and exploitation emerging in their areas of operations, even as the first personnel arrive. Senior managers of missions should assume that traffickers will target UN personnel for revenue, and can anticipate that criminal power structures behind trafficking will be actively seeking to corrupt local law enforcement, judicial, bureaucratic and political targets as soon as possible. This can significantly undermine efforts by UN peacekeeping personnel or other partners to implement governance and rule of law mandates.

Peacekeeper involvement and the perception crisis

7. The use of trafficking victims by peacekeepers for sexual and other services has been a source of major embarrassment and political damage to UN PKOs. Despite the fact that involvement is usually not widespread, the political and moral stigma attached to this behaviour can taint entire missions. This can leave missions exposed and vulnerable to attacks on their credibility from the community and key players in the peace process. Opponents of peace missions are increasingly aware that the issue can be effectively exploited to undermine the moral authority and political leverage of UN operations, especially in missions with governance and rule of law mandates.
8. There is a serious crisis in perception for peacekeeping. Peacekeepers have come to be seen as part of the problem in trafficking, rather than part of the solution. These perceptions and any substance behind them need to be addressed directly by DPKO. Although there is very little data available on the issue, and few cases have been fully investigated and proven, there is strong anecdotal evidence of peacekeeping personnel having been involved in the use (knowingly or unknowingly) of sexual services of trafficking victims. The lack of data in itself is a worrying indication of our weak systems for tracking and detecting involvement in criminal acts and other breaches of discipline. The perception of peacekeeper involvement in the use of services by trafficked victims (and thus exploitation of their vulnerable position) is now widespread. Allegations have been made regarding the involvement of peacekeepers in facilitating and/or condoning trafficking. Again, there is little corroborating evidence available to prove or disprove such allegations.

EQUALLY DISTURBING IS THE ALLEGATION THAT THE PROBLEM IS NOT TAKEN SERIOUSLY ENOUGH.

POLICIES AND PROCEDURES MUST BE PUT IN PLACE TO ENSURE EFFECTIVE DISCIPLINE...

...AND CONCERTED EFFORTS ARE NEEDED TO OVERCOME THE IMPUNITY ISSUE.

THE POTENTIAL FOR EMBARRASSMENT FROM UN INVOLVEMENT IS HIGH.

BOTH NEGATIVE PERCEPTIONS AND ANY INCIDENCES OF INVOLVEMENT MUST BE ADDRESSED THROUGH GENUINE ACTION...

...BECAUSE LEGITIMACY AND MORAL AUTHORITY ARE ESSENTIAL TO PEACEKEEPING, AND THE PROTECTION OF HUMAN RIGHTS IS A CORE UN VALUE.

IT IS DIFFICULT TO DISTINGUISH BETWEEN PROSTITUTES AND TRAFFICKING VICTIMS IN THESE CONTEXTS...

...BECAUSE EXPLOITATION IS A COMMON FEATURE.

9. This perception of a large-scale use of the services of victims by peacekeepers is exacerbated by an equally strong perception that peacekeeping institutions do not take the issue seriously. This latter perception is extremely damaging for peacekeeping and has been compounded by 'boys will be boys' attitudes of the past. It is essential that DPKO takes this issue seriously as it can undermine implementation of rule of law and institutional reform mandates, provide material for anti-UN elements, obstructionists and negative media campaigns, impede the achievement of mission objectives and damage UN credibility.
10. While it is understood that DPKO is not able to exert full control over large concentrations of personnel and that discipline breaches do occur, there are strong criticisms that peacekeeping institutions (both UN and other) do not see the issue as a serious one, and consequently do not have in place the policies, disciplinary controls, detection and investigation capacities or the political will required to address the situation in a serious manner. Critics also point to the perceived and actual impunity of some peacekeepers who have committed serious crimes, and the lack of adequate investigation and follow-up by the UN and by Member States. The impunity issue continues to damage the reputation of UN missions, and careful consideration of the issue is warranted to examine ways to strengthen procedures.
11. Media, advocacy and watchdog organizations now regularly track UN and peacekeeping involvement in such abuses and will continue to target incidences of UN peacekeeping involvement. This is rightly a source of extreme political embarrassment for the UN. All efforts must be taken to prevent peacekeepers' involvement in trafficking. The perceived or real abuse of an international peacekeeping mission's position of power can irrevocably undermine mission relations with the host community and political partners. These negative perceptions, if not addressed through demonstrable action, may cause problems in mission relations with international organizations and NGO partners in the field, with host governments and communities, and the media. If peacekeeping is to be an effective tool for change in post-conflict environments, missions need to be able to build, and then use, leverage created by their moral authority and legitimacy as a responsible international force. Good community relations are essential, and the abuse of human rights by peacekeepers should not be tolerated by DPKO, Member States or the host community. UN peacekeeping personnel should uphold and protect human rights in all aspects of their mandated duties.

THE SECRETARY-GENERAL'S RECENT GUIDANCE FOR UN PERSONNEL UNDERSCORES ZERO TOLERANCE AS CORE UN GUIDANCE, INCLUDING FOR PROSTITUTION.

DPKO MUST FIND A WAY TO ADDRESS TRAFFICKING BOTH AT HEADQUARTERS AND IN MISSIONS.

THIS WILL BE ACHIEVED THROUGH A FRAMEWORK APPROACH FOCUSING ON THREE FRONTS.

COMMITMENT FROM UN SENIOR MANAGERS AND SENIOR PERSONNEL FROM MEMBER STATES IS ESSENTIAL.

Human trafficking and prostitution

12. In many mission areas it may be extremely difficult to differentiate between trafficking victims and local prostitution. Prostitution may be present owing to local poverty conditions and the need for access to income for poor families. These scenarios may or may not involve trafficking, but are likely to be highly exploitative nonetheless. It thus becomes very difficult to differentiate between trafficking victims, particularly victims of domestic trafficking, and vulnerable individuals in local populations who have had to resort to sex work for income. The use of prostitutes by UN personnel in these environments is an exploitative activity.
13. This issue is addressed in the Secretary-General's Bulletin (SGB) on sexual exploitation and abuse, which explicitly recognizes that the procurement of sexual services from nationals in a vulnerable context by a UN staff member (in a position of disproportionate power) constitutes an act of sexual exploitation, even where prostitution is not a crime. The firm position provided by the SGB is a strong benchmark for the UN system, and DPKO should be clear that this extends to UN peacekeepers by logical extension. Linking a peacekeeping approach to broader efforts in the UN to counter sexual exploitation and abuse is an important step in ensuring that the problem is addressed systematically and in step with other UN System partners. Member States will be engaged proactively.

DPKO FRAMEWORK FOR DEALING WITH HUMAN TRAFFICKING

14. Human trafficking is a serious problem for modern peacekeeping. It is a damaging dynamic in post-conflict communities and an issue that has tainted peacekeeping in the past. Where peacekeepers become entangled in the issue through the use of trafficked victims for sex or other forms of forced labour, the problem compounds itself. International interest in this issue will be sustained, and criticism of UN involvement will continue to be severe. UN peacekeeping must find a way to engage the issue seriously and constructively, both in DPKO and in field missions. Experience has shown that there is no easy solution for dealing with human trafficking. DPKO will deal with the issue within three broad frames of reference — human trafficking as, first, a grave and exploitative human rights abuse; second, as an issue of discipline and accountability for peacekeepers; and, third, as a serious crime and violation of international norms (often involving organized crime and corruption). To address the issue appropriately, a framework of interventions is required to lift DPKO's capacity in each of these three areas.
15. DPKO will adopt a framework approach to UN peacekeeping and human trafficking to pull together separate but linked activities across three programmes of work, each of which have broader impacts than just human trafficking. This approach requires strong commitment from DPKO senior management to ensure that personnel in missions, from senior managers down, are aware of the issue and that it must be addressed seriously both in the mission area and for the mission itself. It also requires commitment from Member States and the senior personnel they contribute to serve in UN Missions.

**DPKO'S TRAFFICKING
FRAMEWORK IS BASED ON:**

ONE GOAL...

TWO KEY OBJECTIVES...

**... AND THREE PROGRAMMES
OF ACTIVITY.**

**PROGRAMME ONE TARGETS
AWARENESS OF UN PERSONNEL**

**... AND TRAINING ON ROLES AND
RESPONSIBILITIES IN RELATION
TO EXPLOITATION AND ABUSE
AND HUMAN TRAFFICKING...**

**... WITH MISSION MANAGERS
TARGETED AS A PRIORITY.**

**TRAINING AND AWARENESS
MATERIALS WILL NEED TO
BE PRODUCED WITH EXTERNAL
ASSISTANCE...**

**...AND GUIDANCE MATERIAL
FOR IMPLEMENTATION OF
AWARENESS AND TRAINING
PROGRAMMES WILL NEED
TO BE DEVELOPED.**

- 16.** The framework is designed to equip missions with the tools to assess and deal with human trafficking in its various manifestations — as a potential threat to the mission, as a serious crime, as a breach of human rights and as an affront to the rule of law. The goal of the DPKO framework is:

To ensure from the outset of any peace operation that human trafficking, as a serious form of exploitation and abuse, is given due attention and is managed appropriately as a problem that can undermine core UN and peacekeeping objectives in the host country.

- 17.** In pursuing this goal, the Department has two primary objectives:

- To establish a system to prevent, monitor, minimize, investigate and punish the involvement of UN peacekeeping personnel in activities that support human trafficking and other sexual exploitation and abuse, in support of the Secretary-General's zero tolerance stance;
- Where mandated and requested, to have available the tools to establish or to support national efforts (with international partners) to prevent and counter human trafficking in post-conflict environments, particularly in support of the rule of law.

- 18.** These objectives are to be pursued through a framework of activity that builds on and supports existing efforts in three programmes:

- Awareness and Training
- Discipline, Accountability and Community Relations
- Capacity-Building Support to Anti-trafficking Activities

Work plans have been established for each of these programmes, which will then need to be mainstreamed into the work of the Department and missions.

PROGRAMME ONE: AWARENESS AND TRAINING

- 19.** This programme targets the overall lack of awareness within DPKO and among peacekeeping personnel in missions about human trafficking and sexual exploitation and abuse. It will attempt to develop information and awareness material that articulates the problem in a manner that is accessible for all peacekeeping personnel. This will include an awareness package and guidelines to help missions develop awareness materials locally. Awareness of trafficking will be embedded in a programme for broader awareness about exploitation and abuse and the conduct of UN personnel. Training material will be developed for a peacekeeping audience, focusing on the roles and responsibilities of all peacekeepers as well as on specific responsibilities for key individuals (SRSGs and senior managers, police, contingent commanders, etc.) from the outset of the mission. Training for commanders and managers on how to build an appropriate organizational culture on this issue is a priority. Systems and procedures will not be effective unless there is clear support from the leadership.

**PROGRAMME TWO TARGETS
THE GOOD CONDUCT AND
ACCOUNTABILITY OF PERSONNEL
IN THE FIELD.**

**DPKO REQUIRES ADDITIONAL
CAPACITY TO MORE EFFECTIVELY
ADMINISTER ITS DISCIPLINARY
SYSTEMS WITHIN MISSIONS
AND WITH MEMBER STATES.**

**A SYSTEMS ANALYSIS OF
OPERATIONAL AND MANAGEMENT
TOOLS IS A FIRST STEP...**

**... LEADING TO CONCRETE
RECOMMENDATIONS FOR IMPROVED
OPERATIONAL
TOOLS TO IMPROVE
DISCIPLINARY SYSTEMS...**

**... AND TO DEVELOP BETTER
MONITORING, REPORTING,
INVESTIGATION AND FOLLOW-
UP OF CASES.**

**ENGAGEMENT WITH, AND
SUPPORT FROM, MEMBER STATES
WILL BE IMPORTANT.**

**A STRONG FOCUS ON FOSTERING
A CULTURE OF ACCOUNTABILITY
TO, AND BETTER RELATIONS
WITH, HOST COMMUNITIES
IS AN ESSENTIAL COMPONENT
TO BUILDING ACCOUNTABILITY.**

20. The programme will draw heavily on material from other organizations and it will focus on support to the Department's responsibilities to implement the SGB on sexual exploitation and abuse and disciplinary issues. There is very little available in pre-existing material for training peacekeeping personnel on these issues. Programme One will need to include an externally financed Peacekeeper Awareness and Training Project to develop training material for standard DPKO training modules (for managers, contingents, police and civilians), as well as to create awareness campaign material for ongoing DPKO use and adaptable templates or guidelines for missions on promoting awareness in mission areas. These should focus on the roles and responsibilities of peacekeepers.
21. Once developed, these training materials will require guidance to missions, headquarters personnel and to Member States on how to roll out materials to missions and contingents. In DPKO, this will be done through the Headquarters training units, primarily through the standard generic training module (SGTM) approach. The awareness and training project should develop requirements for awareness and training activities for ongoing technical support to DPKO and missions, including the development of additional peacekeeper-targeted materials on human trafficking, sexual abuse and exploitation and gender-based violence.

PROGRAMME TWO: DISCIPLINE, ACCOUNTABILITY AND COMMUNITY RELATIONS

22. The current resourcing of disciplinary matters in the Department is presently not sufficient to effectively address serious breaches of discipline across all missions and all categories of personnel (civilians, police and military). DPKO and missions require additional capacity to administer a more effective conduct, discipline and accountability system to help prevent and penalize breaches of disciplinary codes and the commission of crimes. For each category of PKO personnel, there must be a clear and effective procedural pathway, and mechanisms for effectively monitoring behaviour, complaints reporting, mission to DPKO reporting, investigations, follow-up and reporting on results of investigations and cases (pursued on both administrative and criminal grounds, in both the United Nations and national jurisdictions). Perceptions of impunity must be addressed directly.
23. Efforts will build on the work being undertaken by the Disciplinary Working Group and will require additional resources to support and build on the proposals recommended by this Group and to identify future policy options. The Working Group has identified a range of weaknesses and solutions in the current discipline system. To improve the situation further, DPKO is seeking to improve the operationalization of its enhanced disciplinary procedures in field missions. This requires further problem analysis and resourcing in the short term. Through this analysis, the Department will identify options to put in place a more robust system with clearer individual responsibility and accountability for monitoring and maintaining discipline, as well as stronger capacities for investigating breaches of discipline in DPKO and missions. Systems are currently inconsistent across missions and overall quite weak. Operational and administrative tools could be enhanced in missions; this could include greater use by mission management of military police, safety and security personnel, personnel conduct officers and administrative instructions such as Off-Limits lists. Recommendations will be developed following the systems analysis.

PROGRAMME THREE WILL DEVELOP A PACKAGE OF GUIDANCE TO ASSIST THOSE MISSIONS THAT HAVE BEEN MANDATED TO SUPPORT ANTI-TRAFFICKING.

THE FOCUS MUST BE ON BUILDING SUSTAINABLE NATIONAL CAPACITY.

A GUIDANCE PACKAGE WILL BE DEVELOPED...

... WITH A COMPILATION OF RELEVANT MATERIALS DEVELOPED BY OTHER ORGANIZATIONS...

... AND NEW MATERIALS, DESIGNED FOR PEACEKEEPERS, THAT WILL NEED TO BE GENERATED FOR DPKO SPECIFICALLY.

24. Work under this programme will also focus on identifying operational tools to implement the requirements of the SGB on sexual exploitation and abuse in DPKO and missions. The Department and missions have not yet operationalized the requirements of this SGB in terms of reporting frameworks and effective monitoring, investigation and follow-up. This work programme will examine the systems for detecting discipline problems in missions and the reporting, analysis and investigation (including criminal investigation capacities) of disciplinary matters, as well as the conduct of disciplinary proceedings and follow-up in missions, at Headquarters and with Member States. It will include engagement with the Special Committee and troop contributing countries (TCCs) to improve discipline and accountability (e.g. through TCC guidelines, guidance to contingent commanders, guidelines for police and experts on mission, contracts with private providers, etc.) for all personnel.
25. Finally, this programme will seek to establish a greater culture of transparency and accountability in peacekeeping towards host communities and to create within missions a better capacity to analyse the impact of the mission on host communities and better systems for communication with the community and civil society. Research will be undertaken into structures established in previous missions, for example, the analysis and community relations units that were set up in UNTAC to identify possible best practices in managing community relations and addressing problems in mission-community relations. The practices of other organizations in building community relations in similar operating environments should also be examined.

PROGRAMME THREE: SUPPORT TO ANTI-TRAFFICKING ACTIVITIES

26. This programme will produce guidance on activities to support host government national capacities to prevent and combat human trafficking where missions are mandated, and requested, to be involved in such activities. Where the mission has mandated responsibilities for executive governance, or major rule of law responsibilities, the options for engagement are greater. In traditional peacekeeping operations and missions without clearly mandated rule of law responsibilities, UN missions are unlikely to play a role in combating trafficking through enforcement activity. However, personnel need to be aware of the issue and report incidences to the competent authorities and to track the problem as it relates to the UN mission. Where anti-trafficking operations are mandated by the Security Council, DPKO should be able to provide missions with appropriate guidance on how to provide proactive support to the host government and partner organizations in addressing the problem. The overall approach must be to help develop and support sustainable national anti-trafficking structures.

**ADDITIONAL RESOURCES
NEED TO BE ASSIGNED
TO THE DEVELOPMENT OF
MATERIALS...**

**...AND ONGOING RESPONSIBILITY
FOR MAINTAINING THE
FRAMEWORK IS ESSENTIAL
TO SUCCESS.**

27. Key activities under this programme should include a draft guidance package for SRSGs on approaches to combating trafficking and for proactive strategies to assist host governments, where mandated and requested, as well as the collation of support tools for missions to assist in anti-trafficking efforts, including
- Basic guidance for the detection and identification of trafficking activities in mission areas to be used by assessment missions and by mission personnel;
 - Operational materials on the approaches taken in executive and advisory missions (e.g. UNMIK/UNMISSET);
 - Guidelines on reporting procedures for personnel in missions;
 - Training materials on trafficking for local police forces and judiciary (e.g. from the Stability Pact and UNODC);
 - Materials to help map key partner agencies in the field and their roles in relation to combating trafficking;
 - Model legislation and institutional arrangements for national plans of action to combat trafficking (e.g. OSCE/Stability Pact); and
 - A resource mobilization concept to obtain specialist criminal investigation expertise from Member States (e.g. through the secondment of criminal investigation experts) if law enforcement activity is required.

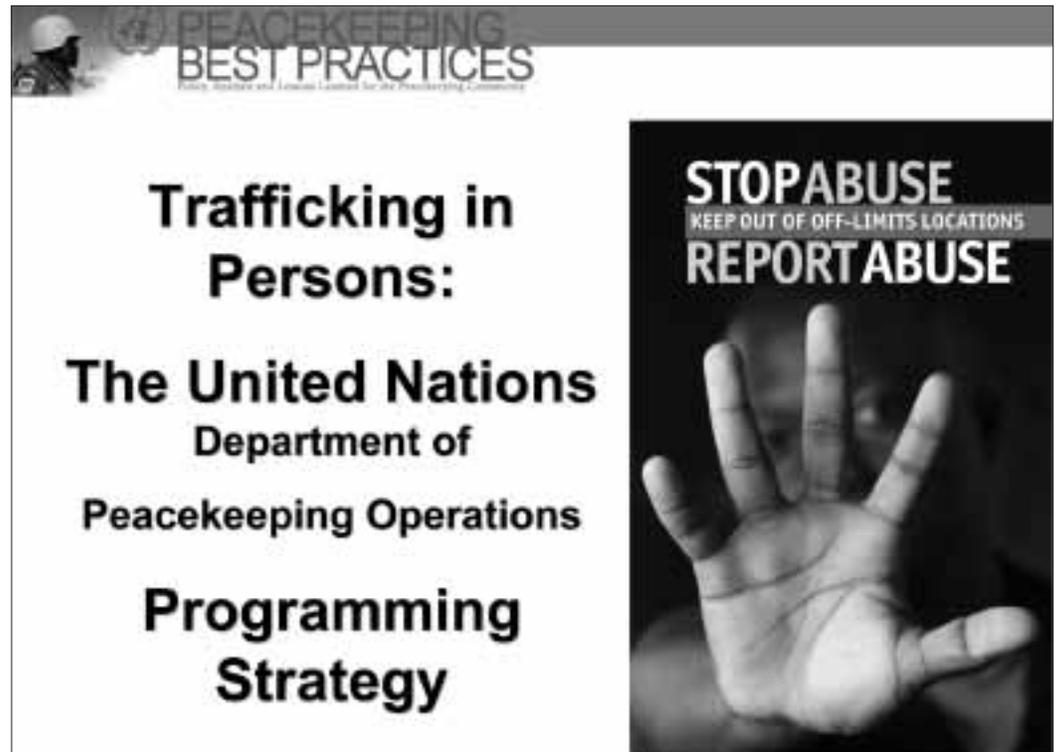
RESOURCING AND RESPONSIBILITIES

28. Under this three-pronged approach, DPKO will develop a substantial set of tools for dealing with the problem of human trafficking. The Department will need to commit additional resources to the systems and materials development phase of the policy. There is not sufficient expertise in-house and this will need to be obtained to build a critical mass of guidance material. DPKO will need to seek external resources for specialized activities such as the development of training materials and the contents of a guidance package to missions. In missions, where trafficking emerges as a major problem, it is likely that specialist personnel should be obtained to help tailor the mission's approach to dealing with it.
29. Materials developed under Programme One will be fed into the standardized generic training modules, and maintained through the central training systems of DPKO. Responsibility for implementing Programme Two activities and follow-up on discipline and accountability will need to be assigned (and resourced) following the systems analysis. Once materials have been developed under Programme Three, the Peacekeeping Best Practices Unit will maintain this guidance package.

**Department
of Peacekeeping
Operations**

POLICY & STRATEGIC APPROACH

1



TALKING POINTS

This presentation will provide an overview of DPKO's policy and programmatic strategy to prevent and combat human trafficking in its mission areas.

It provides a definition of the problem in the context of UN peacekeeping and details elements of the Department's strategy to address it based on lessons from previous missions and consultations with partner organizations involved in anti-trafficking.

This presentation may be used as a general overview for staff of UN agencies and NGO partners and Member States or as an introduction to the STM 2 or STM 3 level modules if time permits. The level 2 and 3 modules are currently under production.



‘The trafficking of persons, particularly women and children, for forced and exploitative labour, including for sexual exploitation, is one of the most egregious violations of human rights which the United Nations now confronts.’

Kofi Annan
UN Secretary-General

TALKING POINTS

All human beings are born free and equal in dignity and rights. The human rights of trafficked persons shall be at the centre of all efforts to prevent and combat trafficking and to protect, assist and provide redress to victims.

In the peacekeeping context, human trafficking is simultaneously a gross violation of individual human rights and an assault on the rule of law. Human trafficking in post-conflict environments feeds social vulnerability and, in many instances, is a major organized crime activity, which undermines the rule of law and supports the corruption of power structures. Often the same individuals who were able to exploit war-time economies move quickly into trafficking illicit goods and services in post-conflict environments. This interweaving of vulnerability, instability and crime severely disrupts efforts to build a sustainable peace.



**PEACEKEEPING
BEST PRACTICES**
From the Department of Peacekeeping Operations

OVERVIEW

- **Trafficking: Definition, partners, initiatives**
- **Recent DPKO anti-trafficking efforts**
- **Rationale for policy**
- **Challenges identified and lessons learned**
- **Towards DPKO's anti-trafficking approach**
 - **Awareness and training**
 - **Discipline and accountability**
 - **Support for capacity-building**



TALKING POINTS

This presentation is designed to provide DPKO staff of all categories — military, civilian police and civilian — as well as UN agency partners, NGOs and organizations such as NATO or Member State groups, an updated understanding of DPKO's efforts to prevent and combat trafficking.

The presentation will provide a definition of trafficking, outline recent initiatives and provide a brief summary of events that led to these efforts and the current policy.

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PEACEKEEPING
BEST PRACTICES
Police, Analysts and Liaison Center for the Prosecuting Community

What is human trafficking?

Trafficking is the recruitment, transportation, transfer, harbouring or receipt of persons, by the threat or use of force or other means, for the purpose of exploitation.



(Art 3 UN Trafficking Protocol)

TALKING POINTS

Trafficking is a human rights abuse, in which human beings are treated as commodities that can be bought, sold, damaged or destroyed. Every year, an estimated 700,000 to 4 million people around the world are trafficked through the use of fraud, deception and coercion. Trafficked men, women and children are often sexually abused, raped, beaten, tortured, exposed to hazardous working conditions, forcibly confined and denied basic health care and food. Trafficking in persons is believed to generate over US\$7 billion annually for organized crime groups, which take advantage of the insecurity and corruption commonly found in post-conflict environments.

Trafficking is a process that seeks out vulnerable individuals, exacerbates their vulnerability through violence, forced movement, slavery, servitude, coercion, threat and/or deceit and then subjects them to severe exploitation — often forced prostitution or forced labour — to generate revenue for a third party, frequently an organized crime network.

Human trafficking is a low-cost, low-risk, high-revenue activity, which organized crime groups may use as they build larger enterprises. Trafficking in persons helps criminal groups identify corruptible officials and find the easiest routes for moving more dangerous commodities, such as drugs and weapons. Once rule of law and political structures are corrupted, organized crime groups grow stronger, making good governance and rule of law reform even more difficult to pursue.

5

**PEACEKEEPING
BEST PRACTICES**
Key Messages and Lessons Learned for the Peacekeeping Community

Identified challenges

- **Surge in peacekeeping personnel
- 60,745 in Aug. 2004
heightens risk of misconduct**
- **Need for improved overall approach
to discipline and conduct issues**
- **Need for serious and sustained
dialogue with Member States on
discipline and conduct issues**



TALKING POINTS

Human trafficking is a serious problem for modern peacekeeping.

Where peacekeepers become entangled in the issue through the use of trafficked victims for sex or forced labour, the problem compounds itself.

Any influx of peacekeeping troops, other personnel, contractors, local combatants and reconstruction money creates a source of demand for a variety of goods and services and provides accessible revenue in otherwise poor economies. In such circumstances, UN peacekeepers should expect to find trafficking and exploitation emerging in their areas of operations, even as the first personnel arrive. Senior managers of missions should assume that traffickers will target UN personnel for revenue, and can anticipate that criminal power structures behind trafficking will be actively seeking to corrupt local law enforcement, judicial, bureaucratic and political personnel as soon as possible.

Peacekeepers' use of trafficking victims for sexual and other services has been a source of major embarrassment and political damage to UN PKOs. Despite the fact that PKO involvement is usually not widespread, the political and moral stigma attached to this behaviour can taint entire missions. This can leave missions exposed and vulnerable to attacks on their credibility from the local community and key players in the peace process. Opponents of peace missions are increasingly aware that the issue can be exploited to undermine the moral authority and political leverage of UN operations, especially in missions with governance and rule of law mandates.

International interest in this issue will be sustained, and criticism of UN involvement will continue to be severe. UN peacekeeping must find a way to engage the issue seriously and constructively, both in DPKO and in field missions.

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Rationale for current efforts

- **Significant anecdotal evidence of involvement of peacekeeping personnel in sexual abuse and exploitation and trafficking**
- **Lack of data on role of peacekeepers**
- **Limited institutional systems in place to detect, track, report or respond to trafficking problem**
- **Secretary-General's request to review lessons learned /good practices**

TALKING POINTS

There is a serious crisis of perception concerning peacekeepers and peacekeeping. They have come to be seen as part of the problem in trafficking rather than part of the solution. These perceptions and any substance behind them should be addressed directly by DPKO.

Although there are very little data available on the issue, and few cases have been fully investigated and proven, there is strong anecdotal evidence that peacekeeping personnel have used (knowingly or unknowingly) the sexual services of trafficking victims. Allegations have also been made regarding peacekeepers' involvement in facilitating and/or condoning trafficking. The perception that peacekeepers use trafficked victims (and are thus exploiting vulnerable individuals) is now widespread.

The lack of data in itself is worrisome, since it indicates weak systems for tracking and detecting involvement in criminal acts and other breaches of discipline.



Recent DPKO anti-trafficking efforts

- **Oct. 2003: DPKO study on human trafficking - review of Bosnia and Herzegovina, Kosovo and Timor - Leste programmes**
- **June 2004: DPKO policy paper approved by the Secretary-General**
- **Ongoing: Collaboration between DPKO, UN agencies and NGOs for training and awareness materials**

TALKING POINTS

DPKO initiated a review of its anti-trafficking efforts in Bosnia and Herzegovina, Kosovo and Timor-Leste in October 2003 to determine whether there were good practices or lessons learned that could be incorporated into a package of guidance for missions, based on previous UN and other experiences. After the review, DPKO developed a policy that reflects an integrated approach, with broad-based national ownership of solutions, comprehensive criminal justice reforms, improved legislative approaches and specialized victim support programmes.

Within this policy, law enforcement is just one aspect of the solution. Others include criminal and migration legislative amendments, effective prosecution strategies, judicial awareness and education, victim support strategies and structures and witness protection. The DPKO policy, approved by Secretary-General Kofi Annan in June 2004, acknowledges that the solution to trafficking is multi-dimensional and lies in strong linkages and coordinated action at the national, regional and international levels.

The various aspects of the policy require careful coordination between DPKO, UN agencies, NGOs and other local partners in mission areas.

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TALKING POINTS

Efforts to combat trafficking require coordinated efforts, building on the comparative advantages of UN agency partners as well as the NGO community and civil society.

Developing a national plan of action to combat trafficking in a specific country, for example, often requires legislative reform to ensure that human trafficking and related offences — such as slavery, forced labour, forced marriage, rape and sexual assault — are defined as criminal activities and corresponding penalties and sanctions are created to ensure liability. A national plan of action must also create mechanisms to ensure victims are adequately protected, including providing permanent or temporary residency permits for victims and creating asylum laws and a specialized unit to investigate trafficking.

Similarly, research and assessment to identify ongoing causes of vulnerability, patterns of trafficking and gaps in existing legislation could be undertaken by UN agencies such as ILO and UNICEF as well as IOM and local NGOs in mission areas.

Efforts to ensure that government partners are involved in awareness raising can be undertaken by OHCHR or UNIFEM.

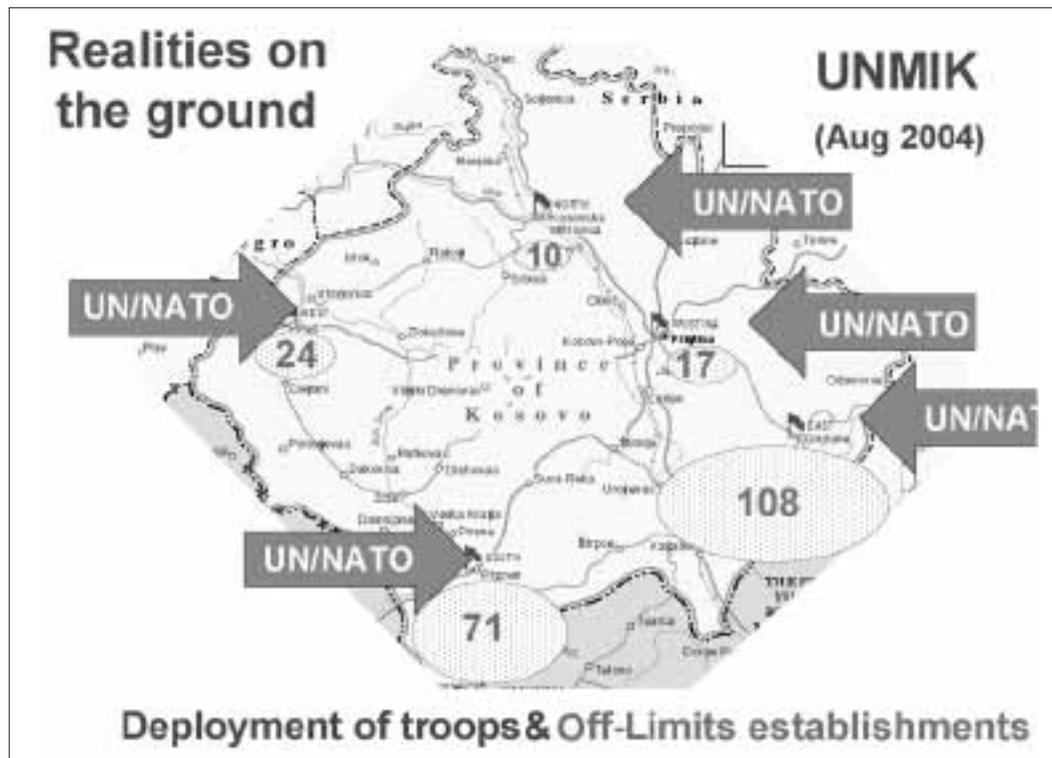


TALKING POINTS

It is essential that DPKO take this issue seriously since it can undermine implementation of rule of law and institutional reform mandates, provide material for anti-UN elements, obstructionists and negative media campaigns, impede the mission's ability to achieve its objectives and damage UN credibility.

The problem of trafficking in the peacekeeping context has been compounded by institutional attitudes that allow staff to ignore sexual misconduct. All staff have an obligation to report misconduct or suspicious behaviour. Failure to do so can also result in disciplinary proceedings.

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TALKING POINTS

This slide depicts the proximity to troop and staff deployment areas of Off-Limits locations in the Province of Kosovo. It highlights the relationship between large numbers of international peacekeeping personnel and establishments presumed to be involved in organized crime and trafficking.

11



**PEACEKEEPING
BEST PRACTICES**

STOP ABUSE
SEX WITH PROSTITUTES IS PROHIBITED
REPORT ABUSE

**We create
the demand.**

**We are part
of the
problem.**

TALKING POINTS

In many mission areas it may be extremely difficult to differentiate between trafficking victims and local prostitutes, or sex workers. Individuals may resort to sex work because of local poverty conditions and the need for income. These conditions may not involve trafficking, but are likely to be highly exploitative nonetheless. It thus becomes difficult to differentiate between trafficking victims, particularly victims of domestic trafficking, and vulnerable individuals in local populations who have had to resort to sex work for income. The use of prostitutes by UN personnel in these environments is an exploitative activity.

All personnel are responsible for preventing and responding to sexual exploitation and abuse within and around mission areas. The Secretary-General has stated that the United Nations has a zero tolerance policy on sexual exploitation and abuse, including human trafficking and that such sexual exploitation and abuse 'violates everything the United Nations stands for.'



Assessment of DPKO in Bosnia

NOT considered a model to address human trafficking

- **Narrow focus on police raids and high profile operations**
- **Reactive, aggressive approach (squad mentality) and lack of criminal investigation techniques**
- **Poor coordination with other essential anti-trafficking efforts and actors**
- **Lack of skills transfer, capacity-building and sustainability**

TALKING POINTS

The Secretary-General requested a review of the STOP programme initiated by UNMIBH to determine if it could be a model for future missions. The DPKO study of STOP found that the programme, as implemented in Bosnia and Herzegovina, cannot be the sole model for DPKO to use in dealing with the complex issue of human trafficking.

Criticisms of the STOP programme include:

- It worked in isolation;
- There was no integration among criminal justice, legislative reform or victim support programmes;
- STOP teams were sometimes overly aggressive and exhibited a squad mentality; and
- It did not have a capacity-building component for local counterparts.

Effective anti-trafficking strategies require an integrated approach with:

- Broad-based national ownership of solutions;
- Comprehensive criminal justice reforms;
- Improved legislative approaches; and
- Specialized victim support programmes.



Lessons Learned on anti-trafficking

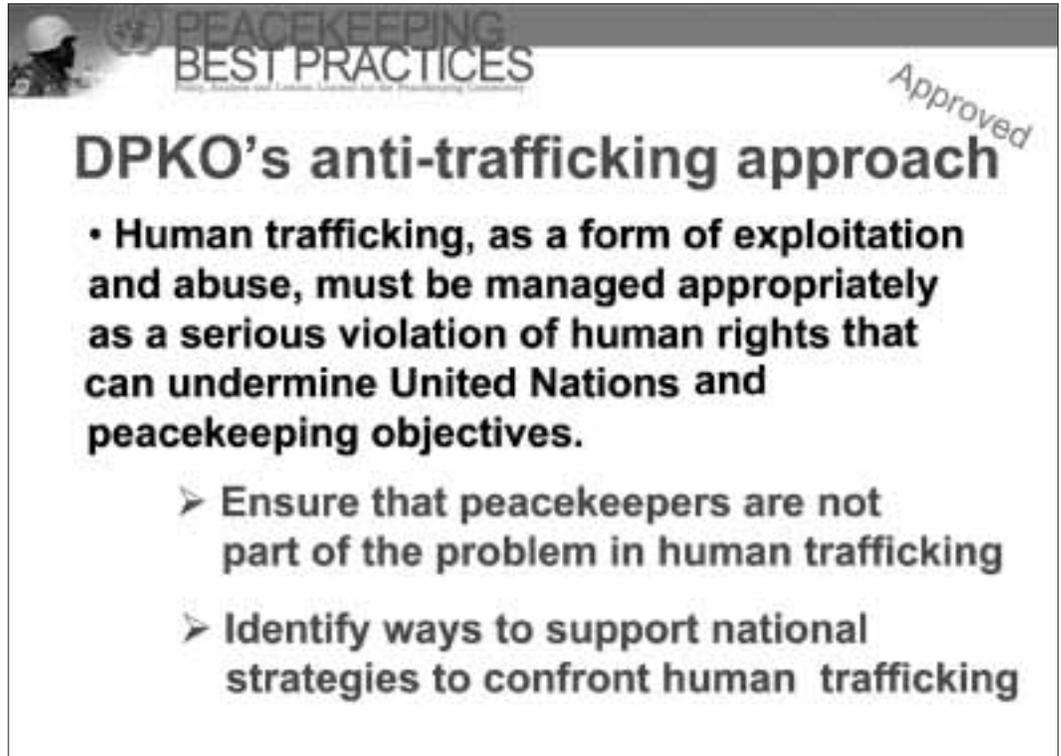
- Trafficking environments are unique and require specific, tailor-made programmes
- Reproducible templates are not the answer to complex and diverse trafficking problems
- Peacekeeping missions are not an ideal operational environment to combat trafficking

TALKING POINTS

Easily reproduced templates cannot solve the complex and variable problems of trafficking, which differ considerably among countries. There is no easy solution. DPKO will deal with the issue within three broad frames of reference:

- As a grave and exploitative human rights abuse;
- As an issue of discipline and accountability for peacekeepers; and
- As a serious crime and violation of international norms (often involving organized crime and corruption).

A framework of interventions has been developed to increase DPKO's capacity in each of these three areas.



The graphic is a white rectangular box with a grey header. The header contains the United Nations logo, the text 'PEACEKEEPING BEST PRACTICES', and a 'Approved' stamp in the top right corner. The main title is 'DPKO's anti-trafficking approach'. Below it is a bullet point followed by two right-pointing arrow icons.

**PEACEKEEPING
BEST PRACTICES**

Approved

DPKO's anti-trafficking approach

- **Human trafficking, as a form of exploitation and abuse, must be managed appropriately as a serious violation of human rights that can undermine United Nations and peacekeeping objectives.**
- **Ensure that peacekeepers are not part of the problem in human trafficking**
- **Identify ways to support national strategies to confront human trafficking**

TALKING POINTS

DPKO's framework approach to UN peacekeeping and human trafficking pulls together separate but linked activities across three programmes of work, each of which have broader impacts than just human trafficking. This approach requires strong commitment from DPKO senior management to ensure that personnel in missions, from senior managers down, are aware of the issue and recognize that it must be addressed seriously, both in the mission area and within the mission itself. It also requires commitment from Member States and the senior personnel they contribute to UN Peacekeeping Missions.

The framework is designed to equip missions with the tools to assess and deal with human trafficking in its various manifestations:

- As a potential threat to the mission;
- As a serious crime;
- As a breach of human rights; and
- As an affront to the rule of law.

The goal of the DPKO framework is:

To ensure from the outset of any peace operation that human trafficking, as a serious form of exploitation and abuse, is given due attention and is managed appropriately as a problem that can undermine core UN and peacekeeping objectives in the host country.

PEACEKEEPING
BEST PRACTICES
Policy, Procedures and Lessons Learned for the Peacekeeping Community

Approved

Anti-trafficking: Policy objectives

In pursuing this goal, the Department has two primary objectives:

1. To establish a system to monitor, prevent, minimize, investigate and punish involvement of peacekeeping personnel in activities that support human trafficking and other sexual exploitation and abuse in support of the Secretary-General's zero tolerance stance;



TALKING POINTS

In pursuing this goal, the Department has two primary objectives:

- **One**, in support of the Secretary-General's zero tolerance stance, to establish a system to monitor, prevent, minimize, investigate and punish the involvement of UN peacekeeping personnel in activities that support human trafficking and other sexual exploitation and abuse;

and...



Approved

Anti-trafficking: Policy objectives

2. Where mandated and requested, have available tools to establish or support national efforts to prevent and counter human trafficking in post-conflict environments, in particular through rule of law activities.

TALKING POINTS

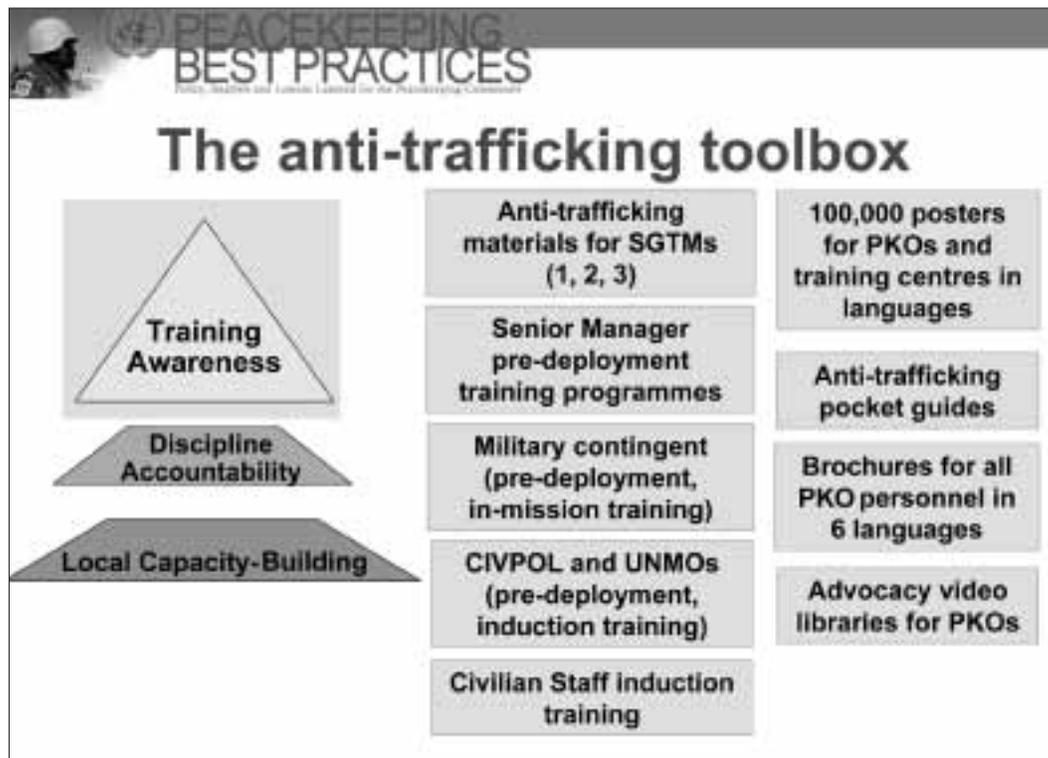
- **Two**, to seek to improve mission capacity to identify, understand and address trafficking responsibly and effectively, and to support national efforts to prevent and counter human trafficking.

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**TALKING POINTS**

These objectives are to be pursued through a framework of activity that builds on and supports existing efforts in three programmes:

- Training and Awareness;
- Discipline, Accountability and Community Relations; and
- Capacity-Building Support to Anti-trafficking Activities.



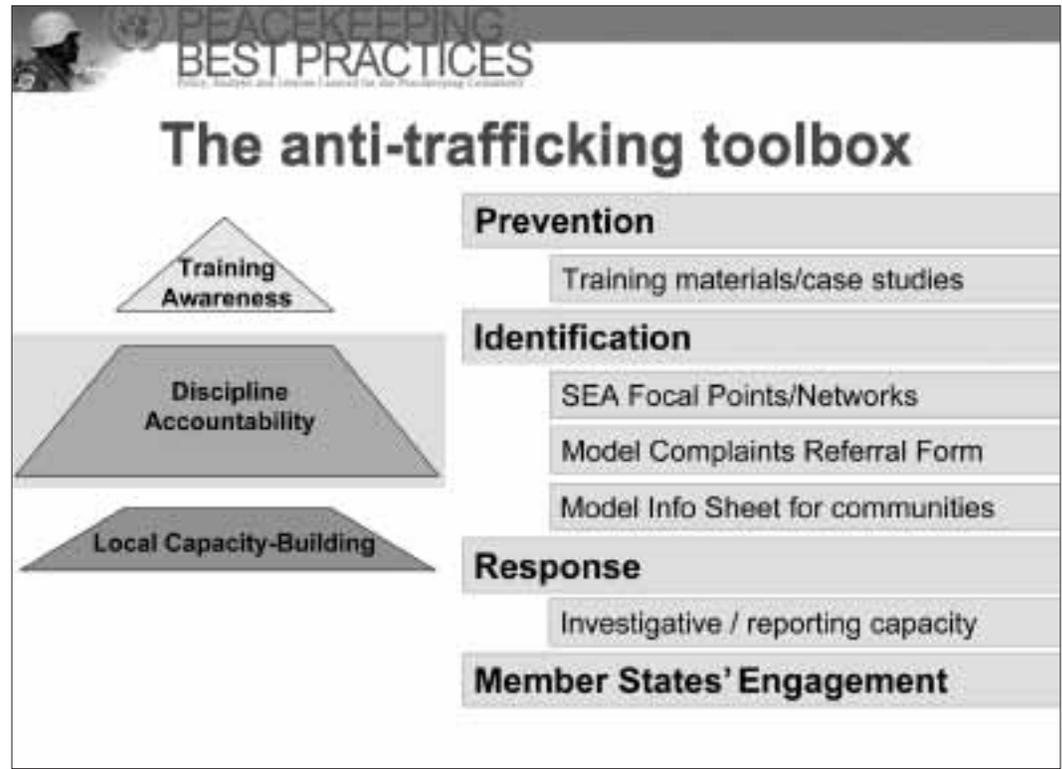
TALKING POINTS

This programme targets the overall lack of awareness about human trafficking and sexual exploitation and abuse both in DPKO and among peacekeeping personnel in missions.

An awareness package and guidelines for missions have been developed and will be embedded in a larger programme on exploitation and abuse and the conduct of UN personnel.

Training material has been developed for a peacekeeping audience, focusing on the roles and responsibilities of all peacekeepers, as well as specific responsibilities for key individuals (SRSGs and senior managers, police, contingent commanders, etc.) from the outset of the mission. Training for commanders and managers on how to build an appropriate organizational culture on this issue is a priority. Systems and procedures will not be effective unless there is clear support from the leadership.

The programme draws heavily on material from other organizations and focuses on support for the Department's responsibility to implement the Secretary-General's Bulletin on sexual exploitation and abuse and disciplinary issues.



TALKING POINTS

Facilitators should outline the following specifics to participants:

Sexual exploitation and sexual abuse, including human trafficking, are forms of serious misconduct. Serious misconduct is defined as 'any act, omission or negligence, including criminal acts, that is a violation of mission standard operating procedures, directives, or any other applicable rules, regulations or administrative instructions that results in or is likely to result in serious damage or injury to an individual or to the mission.'

The disciplinary measures for findings of serious misconduct are:

Military personnel

The UN can recommend repatriation. Military members of national contingents are subject to the exclusive criminal jurisdiction of their national authorities and are therefore immune from local criminal prosecution. Once repatriated, however, this category of personnel is subject to national military law and may be court-martialed. DPKO will follow up with Member States to obtain information on action taken after repatriation.

Civilian Police or Military Observers

This category of personnel may be removed from a position of command; recommended for repatriation and/or receive written censure or reprimand, including possible recommendation of non-eligibility for future assignment with the United Nations. In addition, if the local laws of the host country have been violated, the United Nations and the host country can agree on whether to institute criminal

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proceedings. Civilian police officers and military observers are subject to the jurisdiction of the host country/territory in respect to any criminal offences committed in the host country. The Secretary-General has the right and duty to waive the immunity of such individuals where such immunity would impede the course of justice.

Civilian personnel

Civilian personnel may be suspended without pay, fined, separated from service and/or summarily dismissed. Civilian personnel enjoy immunity from legal process in respect of words and acts deemed by the Secretary-General to be within the course of their official duties. Such immunity is granted in the interest of the Organization and not for the personal benefit of the individual concerned. The Secretary-General has a right and duty to waive such immunity if he finds that justice would thereby be served without prejudice to the interests of the Organization. Thus if the acts complained of are deemed by the Secretary-General to be outside the scope of the immunity or if the Secretary-General waives that immunity, civilian personnel may be subject to the civil or criminal jurisdiction of the host country.



TALKING POINTS

Capacity-building support for anti-trafficking activities:

This programme provides guidance on activities that can support host government national capacities to prevent and combat human trafficking where missions are mandated, and requested, to be involved in such activities. In missions that have mandated responsibilities for executive governance or major rule of law responsibilities, the options for engagement are greater.

In traditional peacekeeping operations and missions without clearly mandated rule of law responsibilities, UN missions are unlikely to play a role in combating trafficking through enforcement activity. However, personnel need to be aware of the issue and report incidences to the proper authorities and to track the problem as it relates to the UN mission.

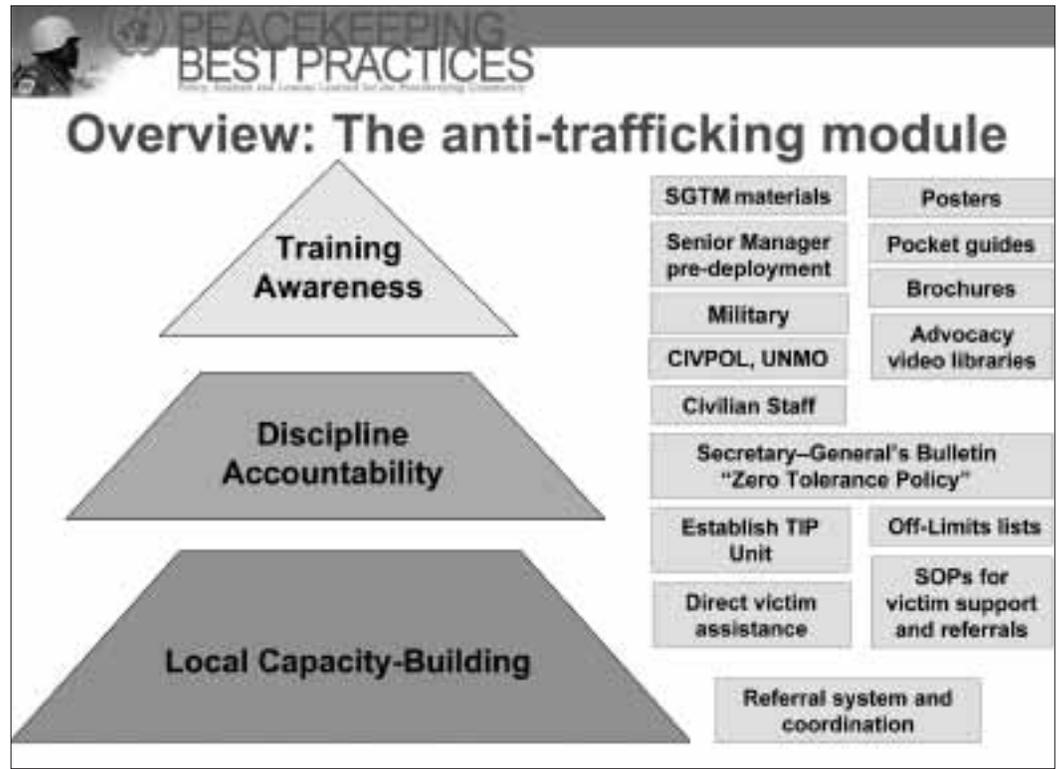
Where anti-trafficking operations are mandated by the Security Council, DPKO should be able to provide the mission with appropriate guidance on how to provide proactive support to the host government and partner organizations in addressing the problem. The overall approach should be to help develop and support sustainable national anti-trafficking structures.



TALKING POINTS

Key activities under this programme include a draft guidance package for SRSs on approaches to combating trafficking and on proactive strategies to assist host governments, where mandated and requested, as well as a collation of support tools for missions to assist in anti-trafficking efforts. The latter includes:

- Basic guidelines for detecting and identifying trafficking activities in mission areas, to be used by assessment missions and by mission personnel;
- Operational materials on the approaches to be used in executive and advisory missions;
- Guidelines on reporting procedures for personnel in missions;
- Training materials on trafficking for local police forces and judiciary;
- Materials to help map key partner agencies in the field and define their roles in combating trafficking; and
- Model legislation and institutional arrangements for national plans of action to combat trafficking.



TALKING POINTS

Under the three-pronged approach — Training and Awareness; Discipline, Accountability and Community Relations; and Capacity-Building Support to Anti-trafficking Activities — DPKO has developed a substantial set of tools for dealing with the problem of human trafficking.

In missions where trafficking emerges as a major problem, specialist personnel should be brought in to help tailor the mission's response.

**TALKING POINTS**

All partners from within the UN system, the local and international NGO community, Member States and civil society are required to bring about the systemic change required to combat human trafficking.

**PEACEKEEPING
BEST PRACTICES**
Part of the United Nations System of Human Rights

STOP ABUSE
SEX WITH ANYONE UNDER 18 YEARS
OF AGE IS PROHIBITED
REPORT ABUSE

QUESTIONS ?

**Thank you
for your attention.**

HUMAN TRAFFICKING IN A PEACEKEEPING CONTEXT

SGTM

HUMAN TRAFFICKING IN A PEACEKEEPING CONTEXT

This Standard Generic Training Module (SGTM) addresses human trafficking in a peacekeeping context.

It can be grouped together with a number of sub-modules that all deal with the conduct and behaviour expected of individual peacekeepers while serving in a UN peacekeeping operation. The other sub-modules are on Sexual Exploitation and Sexual Abuse, Cultural Awareness, Gender and Peacekeeping, Code of Conduct and Child Protection. This module can also be included in any series of human rights modules.

BACKGROUND

Human trafficking by UN peacekeepers, whether military, civilian police (CivPol) or civilian, is a serious problem. Trafficking is the recruitment or transfer of persons, by force, abduction or deception, for exploitation. Trafficking is a human rights abuse. It treats human beings as commodities that can be bought, sold, damaged or destroyed. Trafficked men, women and children are used for domestic services, begging, factory or plantation work and as sexual slaves. They are often sexually abused, raped, beaten, tortured, exposed to hazardous working conditions, forcibly confined and denied basic health care and food. Many trafficking victims are forced to have unprotected sex, thereby exposing them to HIV/AIDS, and are controlled by being coerced into taking drugs.

Trafficking and related sexual exploitation and abuse are often prevalent in post-conflict zones. The media and human rights organizations in particular have documented UN peacekeeper involvement in human trafficking in peacekeeping operations, ranging from those of Bosnia and Herzegovina and Kosovo in the Balkans to Timor-Leste in South-East Asia and the Democratic Republic of the Congo in Africa. The United Nations takes this issue seriously and recognizes that it must play a key role in combating this ugly transnational crime, particularly as it relates to allegations and incidents of involvement by its peacekeeping personnel.

UN peacekeepers are present in a host country to help promote peace and stability and often, more specifically, to re-establish a functioning government and the rule of law. Their personal behaviour must therefore mirror this goal. It is essential that all personnel serving in a UN peacekeeping operation, whether military, civilian police or civilian, are fully aware of the UN zero tolerance policy and standards of conduct on the subject, as well as the responsibility of peacekeepers to uphold those standards. They should also be fully aware of the disciplinary and administrative measures that will be taken against individuals found responsible for violations of those standards. Lastly, UN peacekeepers should understand the individual responsibilities of all personnel to prevent and respond to sexual exploitation and abuse within and around mission areas.

AIM

The primary objective of this training programme is to raise the awareness of the non-specialist member of a PKO mission, whether military, civilian police or civilian, about the impact and scale of the human rights abuses involved in human trafficking. The training will provide basic background information about human rights and trafficking and the link to peacekeeping operations. It will review international standards that define the crime of human trafficking and use interactive sessions and case studies. It will also provide practical tools, including a checklist of indicators for identifying a victim, and should enable mission staff to adequately respond to the special protection needs of trafficking victims by reporting abuse or suspicions of abuse.

SCOPE

This training module is designed for use with the following audiences:

- Military members of national contingents;
- Military observers and military staff officers;
- Civilian police personnel;
- UN volunteers;
- UN international staff on 100, 200 and 300 series contracts;
- UN national staff; and
- UN contractors.

‘UN peacekeeper’ is used in this context to include military, civilian police and civilian personnel working for peacekeeping operations.

LEARNING OUTCOME

At the end of this module, the peacekeeper should understand that human trafficking is a human rights abuse, and he/she should understand its link to peacekeeping operations. He/she should know the disciplinary and administrative consequences of such conduct as well as his/her responsibilities to prevent and respond to human trafficking. Where this module is used during induction training, the peacekeeper should also be able to name the peacekeeping operation’s Focal Point on Sexual Exploitation and Abuse and the Alternate.

ASSESSMENT CRITERIA

At the completion of the module, the peacekeeper should be able to:

- Provide examples of human trafficking in a peacekeeping context;
- Understand what behaviour is prohibited for peacekeepers with reference to human trafficking;
- Explain the impact of such conduct on a peacekeeping operation and provide examples of negative consequences to both individuals and the mission if peacekeeping personnel are directly or indirectly involved in these activities;
- Understand the disciplinary and administrative consequences of misconduct linked to human trafficking; and
- Explain his/her responsibilities to prevent and respond to human trafficking.

DURATION AND TIME SCHEDULE

Below is a standard syllabus outline for a 90-minute session. It is suggested that 45 minutes be used for the main PowerPoint presentation and discussion and the remaining 45 minutes for the case studies and exercises, such as the true/false quiz. The instructor should adapt the time allocated to this module in accordance with national training requirements.

STANDARD SYLLABUS OUTLINE

- What is human trafficking?
- Human trafficking as a human rights abuse
- Why human trafficking in the standardized training module?
- UN standards of conduct on sexual exploitation and abuse
- UN policy on trafficking in peacekeeping missions
- Disciplinary and administrative consequences of sexual misconduct
- Examples of peacekeeper involvement in human trafficking
- Three elements of human trafficking
- Responsibilities of all peacekeeping personnel
- Case studies and general discussion
- Summary

NOTES ON TRAINING METHODOLOGY

Pre-training Preparations

Trainers should ensure that the DPKO anti-trafficking posters in relevant languages are displayed in the training area, including the actual classroom or room of instruction as well as any common entrance or hallway areas where trainees are likely to congregate.

Participants should receive the following two documents during the SGTM 'Human Trafficking' session:

- DPKO Human Trafficking Brochure
- DPKO Human Trafficking Pocket Card

These documents should be provided to participants in their mother tongue wherever possible.

Sequencing

The module should preferably be delivered after the SGTM Sexual Exploitation and Sexual Abuse and Code of Conduct modules. These modules provide information on standards of conduct with regard to all aspects of personal behaviour, including sexual behaviour, outline responsibilities of all staff and provide tools for reporting misconduct and abuse.

Facilitators

Selecting an individual trainer rather than a team of trainers for these modules risks placing a particular emphasis or expectation of expertise regarding the dynamics of trafficking on that trainer, while failing to present a holistic approach to the issue. For example, if the sole presenter is a local NGO colleague who works with victims of trafficking or related abuses, the audience may 'turn off' and consider the issue a 'soft' or optional area of their focus. In contrast, a civilian police officer in the mission with expertise in trafficking may focus primarily on detection or criminal investigation elements of the training and fail to provide a balanced discussion on victim protection and human rights issues.

To avoid these pitfalls, a balance of trainers should be sought for the SGTM 1 level and should include:

- A staff member of a local NGO who currently shelters or assists victims of trafficking in the mission area (a colleague who represents individuals or children affected by abuse, domestic violence or armed conflict could also be appropriate). This presenter ensures that there will be a focus on the rights of all victims.
- A CivPol officer with previous experience dealing with trafficking or one who is part of a specialized trafficking unit. This presenter can highlight the links between human trafficking and organized crime and describe efforts to gather criminal intelligence on trafficking.
- A staff member with human rights monitoring or rule of law experience. This presenter can highlight the major role these issues play in combating human trafficking.

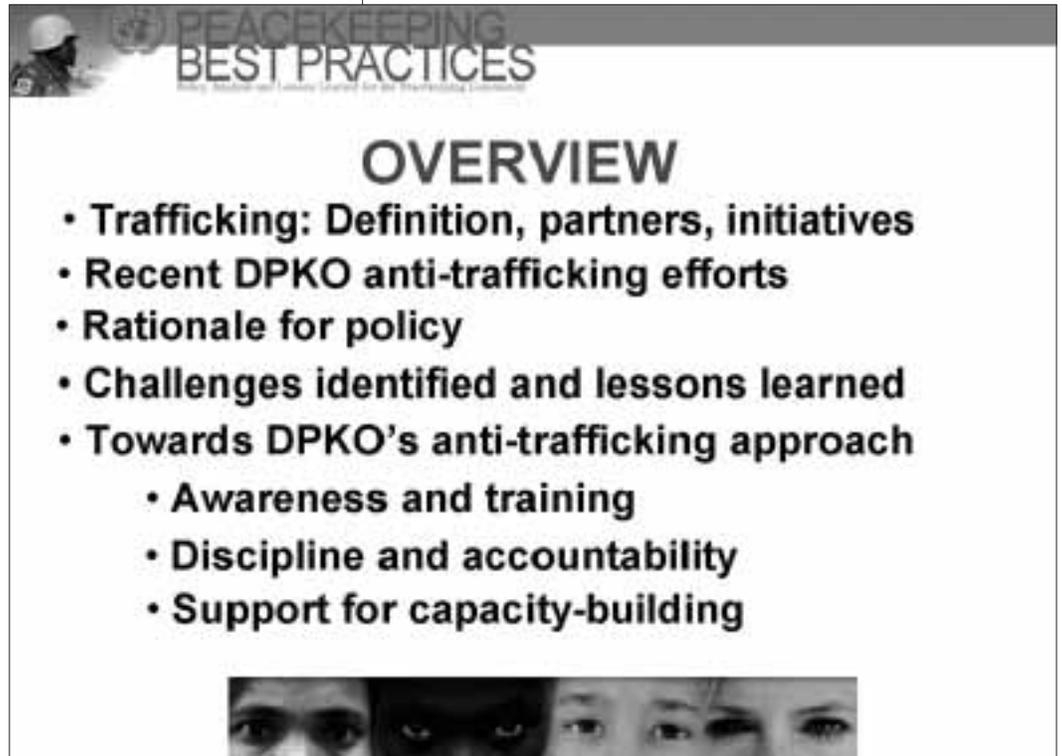
A senior official should attend the start of this session, thereby sending a strong message on the importance of this subject for UN peacekeeping.

Methodology

The course is best taught in an interactive discussion format that encourages student participation. Illustrative examples and case studies are provided that can be adapted to suit the cultural background of the audience and the peacekeeping context. Since the course aims at modifying personal behaviour and internalizing UN standards of conduct, which in some cases may differ significantly from what is expected of peacekeepers in their home countries or cultures, questions should be encouraged and different perspectives debated. However, such debate must not deflect from the key message regarding the UN standards for conduct, which are universal and cannot be ignored. Regardless of personal or national beliefs, norms or laws, all categories of DPKO staff are obligated to conform with UN standards for conduct.

MODULE 1 CONTENT

1 STRUCTURE OF THE PRESENTATION



**PEACEKEEPING
BEST PRACTICES**

OVERVIEW

- **Trafficking: Definition, partners, initiatives**
- **Recent DPKO anti-trafficking efforts**
- **Rationale for policy**
- **Challenges identified and lessons learned**
- **Towards DPKO's anti-trafficking approach**
 - **Awareness and training**
 - **Discipline and accountability**
 - **Support for capacity-building**



FACILITATOR'S NOTES

The purpose of this introductory section is to inform the students about the structure and duration of the presentation. Training research has shown that providing students with a reasonable expectation of structure and duration improves their ability to concentrate on the presentation. Trainers may also refer to the standard syllabus outline above to describe the training session.

2 WHAT IS HUMAN TRAFFICKING?



What is human trafficking?

Trafficking is the recruitment, transportation, transfer, harbouring or receipt of persons, by the threat or use of force or other means, for the purpose of exploitation.

(Art 3 UN Trafficking Protocol)

TALKING POINTS

- Trafficking is the recruitment or transfer of persons, by threat, force, abduction or deception, for exploitation.
- Trafficking is a human rights abuse. It treats human beings as commodities that can be bought, sold, damaged or destroyed.
- Trafficked victims are used for domestic services, begging, factory or plantation work and as sexual slaves.
- They are often sexually abused, raped, beaten, tortured, exposed to hazardous working conditions, forcibly confined and denied basic health care and food.
- Many trafficking victims are forced to have unprotected sex, thereby exposing them to HIV/AIDS, and are controlled by being coerced into taking drugs.
- Every year, an estimated 700,000 to 4 million people around the world are trafficked through the use of fraud, deception or coercion. The overwhelming majority are women and children.
- The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (see Reference 15), entered into force in December 2003 and provides the legal definition of trafficking as follows:

The recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or position of vulnerability or the giving of payments or benefits for control of another person, for the purpose of exploitation.

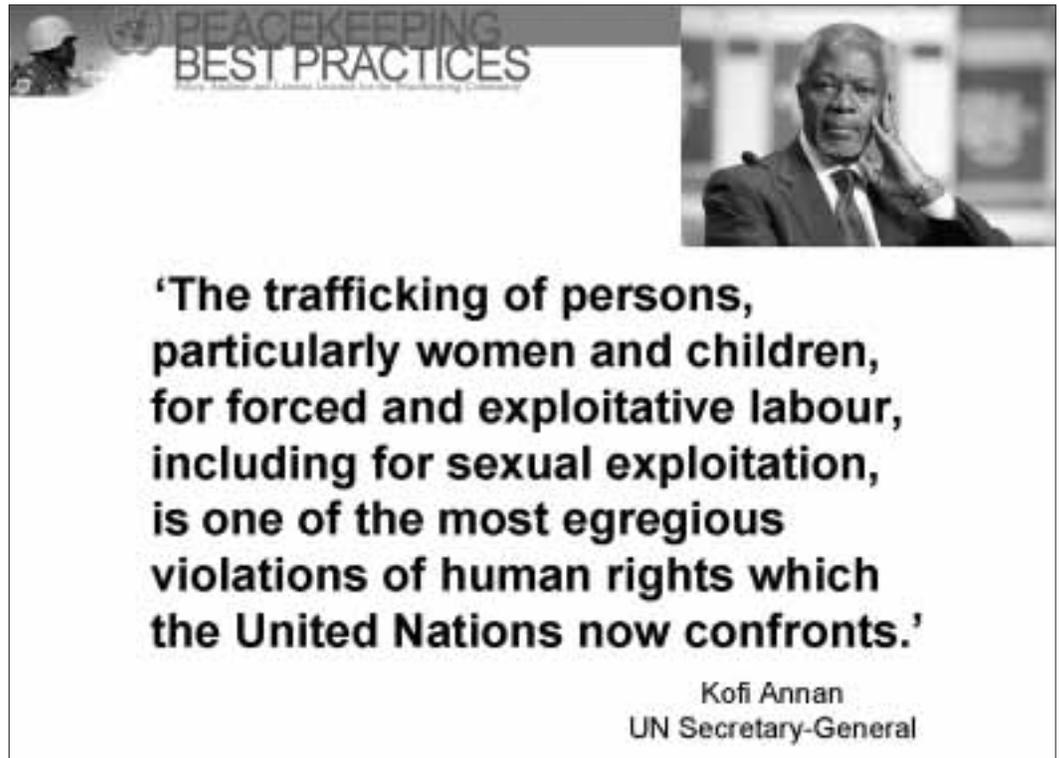
Ask participants:

- What examples of human trafficking have they experienced in their mission area?
- What, if any, experiences of trafficking are they aware of from their home country?

FACILITATOR'S NOTES

Additional slides later in this module will assist in further explaining the Protocol's definition with practical examples.

3 TRAFFICKING AS A HUMAN RIGHTS ABUSE



‘The trafficking of persons, particularly women and children, for forced and exploitative labour, including for sexual exploitation, is one of the most egregious violations of human rights which the United Nations now confronts.’

Kofi Annan
UN Secretary-General

TALKING POINTS

All human beings are born free and equal in dignity and rights.

Human rights include the right to life and security, the right to freedom from slavery and servitude, the right to a legal identity, the right to freedom of movement, the right to fair wages and the right to legal proceedings. The UN Declaration of Human Rights is the basic guideline for the United Nations and all its peacekeeping missions. Trafficking violates these rights through physical, mental or sexual violence; confinement; confiscation of identity documents; abusive working conditions and lack of access to legal remedies, among others.

The Secretary-General has stated that the United Nations has a zero tolerance policy on sexual exploitation and abuse, including human trafficking. The Secretary-General has underlined that sexual exploitation and abuse ‘violates everything the United Nations stands for. Men, women and children displaced by conflict ... look to the United Nations and its humanitarian partners for shelter and protection. Anyone employed by or affiliated with the United Nations who breaks that sacred trust must be held accountable and prosecuted to the full extent of the law.’ (A/57/465, para. 3)

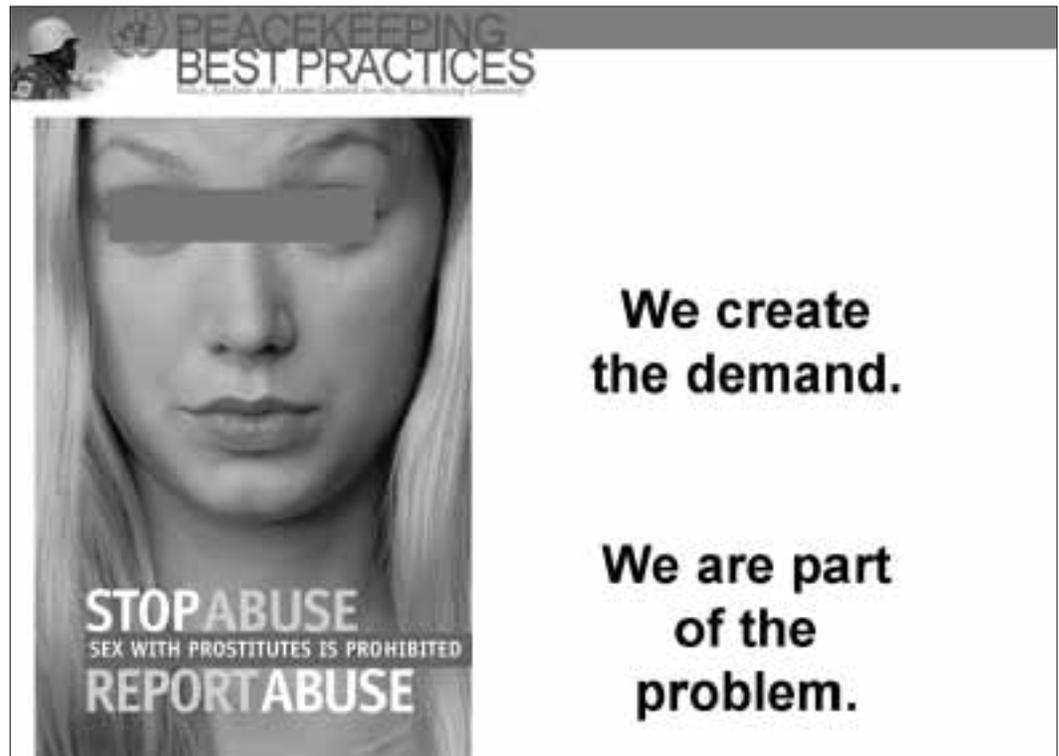
Any category of personnel working under the auspices of the United Nations, whether military, civilian police or civilian, must therefore abide by this zero tolerance policy on sexual exploitation and abuse during the entire duration of their assignments with the United Nations. Human trafficking is a prohibited act.

FACILITATOR’S NOTES

Participants should already have received *Ten Rules — Code of Personal Conduct for Blue Helmets* in previous training modules. Paragraph number four refers to human trafficking in the following manner: “Do not indulge in immoral acts of sexual, physical or psychological abuse or exploitation of the local population or United Nations personnel, especially women and children.” If uniformed personnel do not have this card, it can be handed out during this training session.

Ask participants to read the definitions of trafficking and provide examples of each from their own experience, either in their home country or in a peacekeeping operation. At the end of the presentation, case studies will help participants further explore these definitions and the complex issues that will inevitably be raised.

4 WHY A TRAFFICKING TRAINING MODULE?



TALKING POINTS

- DPKO policy acknowledges that the arrival of even the initial personnel in preparation for a mission can create a new demand for human trafficking.
 - Trafficking and sexual exploitation and abuse are often prevalent in post-conflict zones. The United Nations takes this issue seriously and recognizes that it must play a key role in combating this ugly transnational crime, particularly as it relates to allegations and incidents of involvement by its peacekeeping personnel.
 - Although data on the involvement of peacekeepers in perpetuating trafficking remain anecdotal, mission leadership should presume that elements of organized crime will view the mission as a lucrative business opportunity.
 - Lack of attention or apathy towards issues of trafficking can seriously undermine efforts for police and judicial reform and human rights monitoring and can damage the reputation and integrity of a mission by impeding relationships and trust with the local community.
- The local population may be unaware of their rights, feel powerless to complain if their rights are abused and/or fear retaliation. They may also wrongly believe that international personnel are immune or above the law.

Position of UN Peacekeepers

UN peacekeepers, along with personnel of other international organizations, such as humanitarian aid organizations, tend to be economically 'well-off' compared to the local population. This places UN peacekeepers in a position of considerable power over the local population, which should not be abused. In addition, this means that UN peacekeepers may be targeted by the local population for the jobs or revenue they can provide.

5 IMAGES RELATED TO HUMAN TRAFFICKING



TALKING POINTS

- A key aspect of the definition of trafficking is ‘for the purposes of exploitation,’ which can mean exploiting someone sexually or for their labour.
- Trafficked people are exploited as domestic help in private homes, in sweatshops, on commercial farms and for sexual purposes. Women and children are most often trafficked for sexual exploitation, which entails being forced into sexual slavery in abusive conditions.
- Human trafficking can therefore be a form of sexual exploitation and abuse.
- Human trafficking is a human rights abuse and is most often linked with the crimes of rape, assault, battery, sodomy, kidnapping and murder.
- Trafficking can occur either within a country or across borders.
- In 2002, Human Rights Watch reported that in Bosnia and Herzegovina, women and girls from Moldova and Romania were being bought and sold in open markets to the highest bidder and then forced into brothels to have sex with international personnel, including UN peacekeepers.
- In many low-income countries, women and girls are lured with the promises of well-paid jobs overseas as waitresses or nannies, and instead find themselves sold into sexual slavery. Trafficking victims are often drugged, traded, bought and sold by brothels and beaten and raped. These women and girls are controlled through the use or threat of violence not only against themselves but against their families back home. They are isolated and fearful of police since they typically no longer have any identification papers.

6 WHAT IS AN OFF-LIMITS LOCATION?



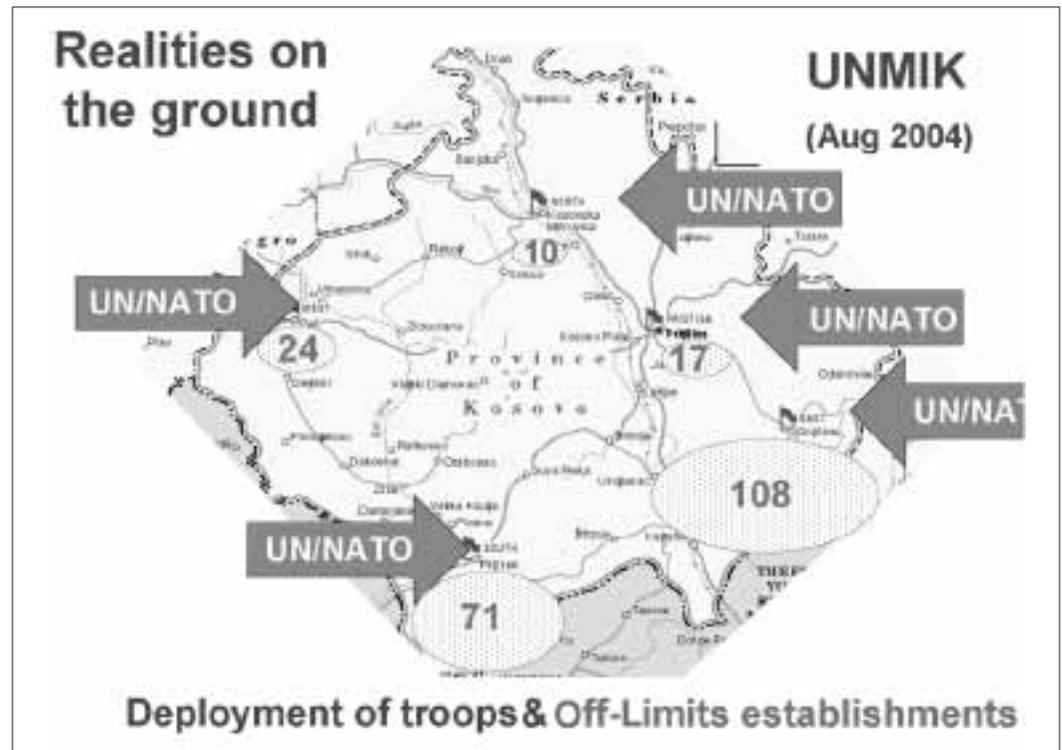
TALKING POINTS

- Human trafficking is organized through criminal networks that view any influx of international personnel (military, civilian police or civilian) as a potential source of revenue: Traffickers expect peacekeepers to seek prostitutes in the mission area.

What Is an Off-Limits Location?

- Off-Limits locations are establishments such as bars, night clubs, brothels or hotels where sexual exploitation and abuse, often utilizing trafficked women and children and forced sex work — prostitution — are present.
- All members of peacekeeping operations are prohibited from purchasing sex or visiting these establishments.
- The presence of a member of the peacekeeping operation in an Off-Limits location constitutes support for the sexual exploitation of women and children and contributes to the profits of organized crime.
- Defining Off-Limits locations in mission areas is the responsibility of the Head of Mission. Managers at all levels are obliged to create an environment that prevents sexual exploitation and sexual abuse and have a responsibility to support and develop systems that maintain this environment.
- **NONCOMPLIANCE WITH OFF-LIMITS DIRECTIVES CONSTITUTES MISCONDUCT.**

7 TRAFFICKING AND PEACEKEEPERS



TALKING POINTS:

What Does the Slide Represent?

- This slide depicts the proximity to troop and staff deployment areas of Off-Limits locations in the Province of Kosovo. It highlights the relationship between large numbers of international peacekeeping personnel and establishments presumed to be involved in organized crime and trafficking.
- If peacekeepers use prostitutes who are trafficked women or children, or if they invest in or support bars or brothels that use trafficked women or children, they are creating a demand that perpetuates human trafficking.
- The same criminals who traffic in women and children tend to be involved in trafficking drugs or arms. By buying sex from trafficked women and children, you are supporting the same criminals who bring guns and drugs into a country. This creates a more insecure environment and undermines the peacekeeping operation's goal of promoting peace and stability.

8 ONE UNITED NATIONS, ONE STANDARD



TALKING POINTS

All United Nations peacekeeping personnel are required to maintain the highest standards of integrity and conduct. Any involvement of peacekeeping personnel in human trafficking constitutes an act of serious misconduct and is grounds for disciplinary measures such as dismissal or repatriation. Although UN peacekeeping operations have different categories of personnel (military, civilian police and civilian), they are all expected to uphold the same standard of conduct.

When peacekeeping personnel are involved in human rights abuses such as trafficking, it affects the reputation and credibility of the entire peacekeeping operation. Sexual misconduct can expose personnel to blackmail and result in violent retaliation by family members and communities against the perpetrators, or even against the entire contingent or mission. Sexual exploitation and abuse by UN peacekeepers affects individuals and peacekeeping operations in the following ways:

- **Mandate implementation:** Such acts seriously damage the image and credibility of the mission, which in turn impedes the implementation of the mission's mandate. If the mandate includes building respect for human rights and support for the rule of law, trafficking and sexual misconduct directly contravene that mandate.
- **Security:** Personnel involved in human trafficking may be open to blackmail and retaliation by organized crime groups or families of trafficking victims.
- **Health:** Personnel involved in sexual misconduct are exposed to the risk of contracting and passing on HIV/AIDS and other sexually transmitted diseases within the host country and to families and communities within their home country.
- **Most importantly, trafficking is a human rights abuse and harms victims** physically, psychologically and emotionally. In some cases, victims of trafficking also face the additional problem of being stigmatized by their families and communities, which deprives them of all support (economic, social, personal, etc.) and in turn increases their vulnerability to being trafficked and/or abused again in the future. A woman who has been trafficked and shunned by her own family and/or community may be pushed into exchanging sex for money with international personnel in order to survive economically. The UN has a duty to assist victims of such acts committed by UN personnel by, for instance, informing them of support available to them, such as medical or counseling services.

9 THE THREE ELEMENTS OF TRAFFICKING



TALKING POINTS

Each of the three stages of human trafficking must be present and linked to each other for a crime to be considered human trafficking: Some form of deception must be used, as well as force or the threat of force with an end-purpose of exploitation. If any one of the three elements is absent, then the crime of trafficking has not been committed under the terms of the Trafficking Protocol.

FACILITATOR'S NOTES

You may wish to ask participants for examples or information about specific cases from their experience, or which they have encountered through media, that illustrate the elements of trafficking found in the UN definition. Examples relevant to the mission should be discussed.

Deception: This could include misleading employment ads or recruitment for one job, such as a position as a nanny, when a trafficked person will actually be forced into sexual slavery. (In the Balkans, employment ads in newspapers were a typical recruitment mechanism.)

Force: This describes the threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or a position of vulnerability or the giving or receiving of payments or benefits to achieve the consent of a person.

Exploitation: This describes the condition in which trafficked persons do not benefit from their employment and are unable to leave. It may entail forced prostitution, domestic service or agricultural work. In all cases, it constitutes a form of slavery.

10

HOW TO DETECT TRAFFICKING



TALKING POINTS

Each case of human trafficking is unique. The characteristics between and among DPKO missions and the scale and diversity of organized criminal networks can vary through the length of a mission. The following information is generic; it attempts to provide baseline information that can form the foundation of anti-trafficking materials tailored to the specific conditions in a particular mission. Specific materials should be based upon completed assessments and information gathered through local partners and should help peacekeepers understand unique circumstances on the ground.

- It is difficult to identify the crime of trafficking. Problems with victim identification and classification arise primarily from insufficient knowledge and analysis of facts.
- Trafficking is a crime that occurs over a period of time with a series of criminal activities involved.
- Law enforcement cannot take a 'snapshot' at one moment in time and be able to make reasonable judgments about whether a case is one of trafficking or not.
- Mischaracterizing or misidentifying victims of trafficking as smuggled individuals, economic migrants or willing sex workers leads to improper and inappropriate law enforcement and government responses.
- While trafficked victims might have committed one or more offences relating to irregular border crossing, prostitution or the possession of stolen or forged documents, the presumption is in favour of the individual's claim that he/she is a trafficked victim.

11

**DPKO RESPONSE
TO HUMAN
TRAFFICKING****TALKING POINTS**

Complaint mechanisms: The peacekeeping operation will ensure that there is a clear reporting mechanism for complaints against UN peacekeepers. Peacekeeping personnel may choose to report a complaint using any of the four channels below:

- **Chain of command:** Military and civilian police personnel may report a complaint up their chain of command.
- **Mission Focal Point:** Alternatively, military, civilian police and civilian personnel, including members of the local population and other UN and NGO agencies, can report a complaint to the peacekeeping operation's Focal Point for Sexual Exploitation and Abuse or his/her Alternate. Each mission is required to designate Focal Points at the mission headquarters and in all field offices with a significant presence.
- **Personnel Conduct Officer:** Some missions may also have a Personnel Conduct Officer or Code of Conduct Officer whose task it is to receive complaints, conduct basic fact-finding and monitor disciplinary cases. Where a peacekeeping operation has a Personnel Conduct Officer or Code of Conduct Officer, this person would also be the Focal Point for Sexual Exploitation and Abuse.
- **Other UN Agencies or NGOs:** The Focal Point for Sexual Exploitation and Abuse or the Alternate in any other UN agency or NGO in the mission area can also receive complaints regarding trafficking and sexual misconduct.

12 RESPONSIBILITIES OF PEACEKEEPERS



TALKING POINTS

Set a personal example: Do not become involved in any acts of sexual exploitation or abuse. The UN expects the highest standards of integrity and professionalism from you. You should also be a role model for your colleagues.

Report rumours and allegations:

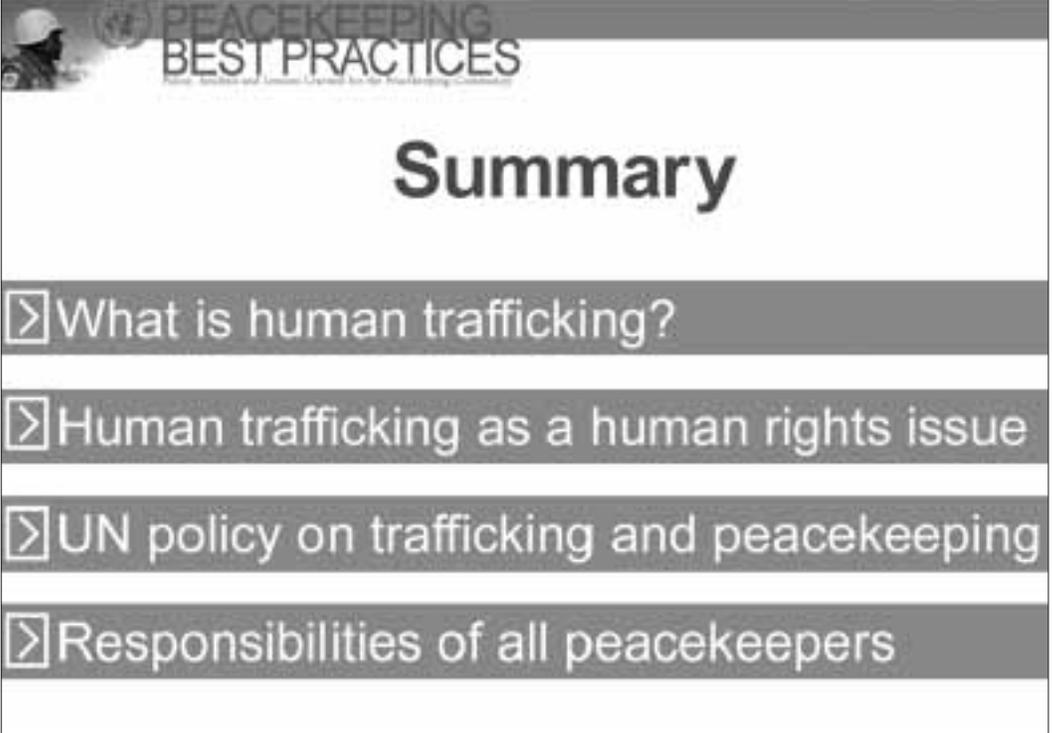
- Under the Secretary-General's Bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13), there is an obligation to report all rumours and allegations immediately through the peacekeeping operation's complaint mechanism.
- It is not necessary to know, at the time of reporting a rumour or allegation, whether it is true or false, as long as the rumour or allegation is made in good faith.
- Rumours, if left unchecked, may damage the individual(s) concerned and the mission. All rumours must therefore be investigated.

Cooperate fully: Any investigations or Boards of Inquiry into allegations of serious misconduct must have the full cooperation of all personnel.

FACILITATOR'S NOTES

During induction training sessions, the names and contact details of the peacekeeping operation's Focal Point on Sexual Exploitation and Abuse and the Alternate, both in the peacekeeping operation's headquarters and its field offices, should be provided to participants. In addition, where available, a full listing of the participants in the in-country Network of Focal Points for Sexual Exploitation and Abuse should be provided.

13 SUMMARY



**PEACEKEEPING
BEST PRACTICES**

Summary

- ▢ What is human trafficking?
- ▢ Human trafficking as a human rights issue
- ▢ UN policy on trafficking and peacekeeping
- ▢ Responsibilities of all peacekeepers

FACILITATOR'S NOTES

Use this section to summarize the presentation by reminding participants of the structure of the presentation and the four most important components of this module:

- What constitutes human trafficking?
- Human trafficking is a human rights abuse
- UN policy on trafficking in peacekeeping missions
- Responsibilities of all peacekeeping personnel

14 QUESTIONS



FACILITATOR'S NOTES

Allow the participants to ask any final questions and make any comments.

CASE STUDIES AND HANDOUTS

FACILITATOR'S NOTES

Method:

(I)
Explain that participants will review the international legal definition of trafficking through the use of case studies and exercises.

(II)
Divide participants into four groups (one case study per group).

(III)
Ask participants to do the following:

- (1)** Examine the case studies they have been given and
 - (a) Identify and discuss the issues around trafficking.
 - (b) Outline which of the identified acts constitute misconduct and why.

(IV)
Review answers in conjunction with the facilitator's case study guide (Facilitator's Materials 1). Make notes on issues that are raised.

The following case studies are designed to ensure that participants can identify human trafficking in various settings common to mission areas.

The 'Victim Identification' handout can be duplicated for distribution to all training participants or the main questions from the text can be written on a chalkboard or flip chart. The goal is to train participants to use the questions in each of the case studies to determine if a case might involve human trafficking in the circumstances described.

Four case studies are provided from different regions of current peacekeeping operations. If time permits, each group can review each of the case studies. If time is limited, the groups can complete one case study each. In either case, results should be shared with the other groups and the facilitator should ensure that the correct analysis was reached. Facilitators can also ask a participant in the training to read the case studies out loud before the groups begin discussing the questions.

HANDOUT: VICTIM IDENTIFICATION

Traffickers prey on the most vulnerable and subject their victims to degradation and misery, violating their most basic human rights. Every year, an estimated 700,000 to 4 million people around the world are victimized by traffickers through fraud, deception or coercion. The overwhelming majority of victims are women and children. Traffickers often force them into pornography and sexual slavery, subjecting them to mental and physical abuse, and putting them at risk of HIV/AIDS. Victims of trafficking toil under inhuman conditions — in brothels, sweatshops, fields and private homes.

Mischaracterizing or misidentifying victims of trafficking as smuggled individuals, economic migrants or willing sex workers leads to improper and inappropriate law enforcement and government responses. While trafficked victims might cross a border illegally and/or possess stolen or forged documents, international law requires that the individual's claim of being a trafficked victim takes precedence and should be accepted at face value.

The most effective method of identifying a victim of trafficking is to evaluate all of the circumstances and available information in each case. The following information is generic and attempts to provide baseline information. It is presented as a checklist of questions to be considered when attempting to decide whether to report suspicious activity that may constitute trafficking. This information can form the foundation for anti-trafficking materials that are specifically developed for a particular mission and are based upon completed assessments and information gathered through local partners about the unique circumstances on the ground.

- 1.** Establish standardized questionnaires to identify trafficking victims and make these available to all persons who might come into contact with such victims (including but not limited to border and immigration officials, police, doctors, medical and social workers, housing inspectors, agricultural inspectors and immigrant rights, women's rights, refugee and asylum organizations).

- a. Initial screening checklist (if you suspect a person is a trafficking victim)**:
 - Is the person allowed to leave the place of work?
 - Is there evidence of controlled exiting from the premises?
Are there people guarding the premises?
 - Does the person have a well-rehearsed alibi?
 - Has the person been threatened?
 - Has the person been physically or mentally abused?
 - Does the person have a passport or other identification?
 - Has the person been paid for his/her work?
 - How many hours does the person work a day?
 - What are the person's living conditions?
 - Who organized the person's migration?

*** All conditions do not have to exist in order to determine that the person is a possible victim of trafficking.*

- b. Assessment areas checklist (after taking a suspected victim into custody, to determine if he/she is indeed a trafficking victim)**:
 - What is the person's biographical background?
 - What type of identification documents does the person have or have the papers been confiscated?
 - How was the person recruited?
 - How did the person enter the country?
 - Are more details available on the type of labor performed and the terms of employment?
 - Are more details available on workplace and living conditions?
 - Is the person in debt bondage?

*** All conditions do not have to exist for the person to have been trafficked.*

2. Train all who might come into contact with trafficked persons on how to recognize the signs of trafficking and how to refer possible victims to specialized victim support organizations. Immigration and border officials should go over these checklists before deporting irregular migrants. Police should use the template when they raid brothels or other establishments suspected of participating in trafficking or harbouring victims.
3. The following services must be available for the rehabilitation of trafficked persons (these should be provided free of charge, in cooperation with relevant NGOs):
 - translation services
 - shelter, food, clothing
 - medical care
 - support during criminal justice proceedings and immigration processes
 - long-term recovery and reintegration services
 - job-placement services
 - education/vocational training
 - language classes
 - psychological counseling
 - witness protection
 - legal and immigration services
 - medical and health education

CASE STUDY

I: MODERN SLAVERY AND CHILD TRAFFICKING

BACKGROUND

In Haiti, trafficking mainly involves the internal movement of children, primarily young girls between 6 and 14 years old, from the countryside to the cities for domestic service. Poorer families, unable to provide adequately for their children, send the children to the cities to work for wealthier families. In return, at least some of the families expect the children to receive shelter, food, education and a better life.

This traditional practice places children, called *restavecs* (derived from the French words *rester avec* meaning 'to stay with'), in situations that often lead to exploitation. Many are placed in slavery-like conditions and are subject to violence, threats and other forms of physical and mental abuse.

A 1997 UNICEF study estimated that between 250,000 to 300,000 children currently serve as *restavecs* in Haiti, 80 percent of whom are under the age of 14. Most *restavecs* work from 12 to 14 hours per day and do not receive any compensation for their work. *Restavec* children often start work before the rest of the household wakes up and continue until long after the others have gone to sleep at night. In addition to the extremely harsh working conditions, in many cases *restavec* children are subject to severe neglect and suffer from malnutrition; physical, emotional and sexual abuse; marginalization within the household; lack of adequate and proper health care and nurturing; lack of or inadequate education; inadequate clothing and shelter and are often cut off from their families.

In Haiti today, the term *restavec* is used as a slur to add insult to the injury of these children whose labour is exploited in countless households, and who are most often treated as outcasts. The complicit silence about this practice does not change the fact that by trading these children like merchandise and exploiting their innocence and labour, many of their own families as well as those at the receiving end are taking part in trafficking and enslavement.

QUESTIONS FOR DISCUSSION

1. Is the placement of children in domestic service considered trafficking?
2. Is there truth to the traditional belief that placing children in domestic service provides opportunity for a better life?
3. How do conditions for *restavecs* contribute to the security situation in the DPKO mission area?

FACILITATOR'S NOTES

1. Is the placement of children in domestic service considered trafficking? **YES**

The abuse and conditions of work constitute slavery-like conditions. For example, *restavec* children are subject to the physical trauma of long hours and are frequently abused or beaten.

2. Is there truth to the traditional belief that placing children in domestic service provides opportunity for a better life?

Possible answers

The hidden nature of trafficking and the common link of this abuse with cultural or social mores can complicate the issue for peacekeepers on mission. Peacekeepers without a clear mandate or specialized training or expertise in the area of trafficking are not expected to personally interview or become involved directly with victims or potential victims of trafficking since such actions could place a victim in greater danger. However, all staff members have an obligation to report suspected abuse of children such as *restavecs* in their mission area. Partners such as UNICEF or local NGOs that focus on children's issues exist in all mission areas.

Reality for Haitian children includes:

- Lack of education prevents children from advancing to decent jobs.
 - Limited social skills and lack of emotional nurturance perpetuate the cycle of abuse.
3. How do conditions for *restavecs* contribute to the security situation in the DPKO mission area?
 - Male *restavecs* often run away from harsh conditions and join street gangs for support and survival.
 - Female *restavecs* often become pregnant after being raped by their employers, run away and are trafficked into forced prostitution.

CASE STUDY

II: THE YOUNG BOY

In a West African village, a neighbour introduces a boy's parents to a friend who has migrated to a nearby country and is visiting the village. The man tells the boy's parents that he can find work for the boy abroad washing and servicing cars. He offers to take the boy with him and pay for his travel. He also gives the parents two months of the boy's estimated earnings and promises to send more every month. The parents agree, take the money and tell the boy to go with the man.

The man takes the boy illegally across the border. Once in the neighbouring country, he tells the boy that he has to beg for money on the street and threatens to beat him if the boy does not collect at least \$30 per day. The boy begs all day on the street and gives the man all the money he collects.

QUESTIONS FOR DISCUSSION

1. Is this trafficking?
2. What questions from the victim identification handout could assist you in identifying the boy as a trafficking victim?

FACILITATOR'S NOTES

1. Is this trafficking? **YES**

The man who visited the village actively recruited the young boy by making false promises (deception) about opportunities for him in a neighbouring country while actually intending to subject him, through threats and violence (force), to hazardous labour by begging on the streets (exploitation).

2. What questions from the victim identification handout could assist you in identifying the boy as a trafficking victim?
 - Has the boy been threatened?
 - Has the boy been physically or mentally abused?
 - Does the boy have a passport or other identification?
 - Has the boy been paid for his work?
 - How many hours does the boy work a day?
 - What are the boy's living conditions?
 - Who organized the boy's migration?

CASE STUDY

III: ROSEMARY

Rosemary is a secretary in the CivPol division in Bosnia and Herzegovina. She has heard her supervisor, Darlene, speak about her profitable investment in a local bar. Rosemary is always on the lookout for good business opportunities since she has to support her family back home.

Other colleagues have told Rosemary that some of the prostitutes in the bar are under age, and that women and girls have begun to arrive from neighbouring countries to work in the bar. She also suspects that some members of CivPol are helping organize the movement of the women and girls into the country with false visas and passports as a side business.

TRUE OR FALSE

1. Darlene may be guilty of the crime of trafficking.
2. Rosemary has a duty to report her suspicions about Darlene's and other colleagues' possible misconduct.
3. If any of the women in the bar signed a contract or knew beforehand that they would be sex workers, they cannot be considered trafficked persons.

FACILITATOR'S NOTES

Facilitators may use this case study and the following one to highlight the variety of actors, both public and private, involved in the trafficking process. Owners of nightclubs, brothels, bars and motels participate in the process of recruitment and exploitation. Shippers, taxi drivers and truckers facilitate recruitment and transportation of trafficked persons. Immigration and police officers and other public officials who have access to government records are crucial to the process as well. Public officials may help to falsify identity and travel documents. Police officers may facilitate the process by declining to investigate suspect establishments, sometimes because they patronize them. Border guards may fail to identify cases of trafficking either because they are unwilling or incapable of doing so.

1. Darlene may be guilty of the crime of trafficking.**TRUE**

If the rumours that women and children have been trafficked into the bar prove to be true, Darlene's role in the bar makes her criminally liable for the crime of trafficking and in violation of *Ten Rules: Code of Personal Conduct for Peacekeepers*, which states:

Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons by means of the threat or use of force or other forms of coercion (such as abduction, fraud, deception, abuse of power or a position of vulnerability or the giving or receiving of payments or benefits), for the purpose of exploitation. Exploitation shall include, at a minimum, prostitution or other forms of sexual exploitation, forced labour or services or slavery.

2. Rosemary has a duty to report her suspicions about Darlene's and other colleagues' possible misconduct.**TRUE**

All DPKO staff have the responsibility to report suspected human rights abuses such as human trafficking to the appropriate Mission Focal Point. Rosemary should report her suspicions of colleague misconduct to the Focal Point for Sexual Exploitation and Abuse or the Personnel Conduct Officer in the mission or to the Focal Point or Alternate in other UN agencies or NGOs in the mission area. Such reports are essential to alert the appropriate authorities and human rights groups to enable them to respond to the immediate needs of the trafficked persons and ensure a full investigation into any potential misconduct.

3. If any of the women in the bar signed a contract or knew beforehand that they would be sex workers, they cannot be considered trafficked persons.**FALSE**

Trafficked persons are usually tricked into their vulnerable situation. Persons may be offered well-paying jobs and end up in forced labour or sexual slavery. No person can meaningfully consent to being subjected to slavery-like conditions. Freedom is an inalienable right.

CASE STUDY IV: EMPLOYMENT AGENCY

At the end of 2000, many newspapers in the Ukraine started running advertisements saying ‘Company X invites girls between the ages of 18 and 27 for highly-paid work abroad.’

So many women responded to the notice that the company’s narrow corridor could not accommodate all those wishing to go abroad in search of employment. In spite of the crowd, the company representative gave each person a warm welcome and treated some to a cup of coffee. The representative, who appeared to be a professional woman, promised different kinds of jobs: nursing the elderly and children, cleaning apartments and restaurants, harvesting, etc. She spoke respectfully to the applicants and promised that the company would cover any costs connected with issuing foreign passports and transporting the applicants to their new workplace.

But as an 18-year-old girl later testified, all the promises were false:

Three days later I was granted a foreign passport, and a few days later three girls and I crossed the border in a car and arrived in a Czech city. We were taken to an apartment in a multistory building. In the room, two men and one woman started examining us as if we were cattle: ‘For this one, \$500 dollars; for that one, \$450 dollars and for that blonde, \$700 dollars.’ Amazed, we looked to the driver and demanded to know what was going on. But the driver counted the money and left. We were left without money or our documents. At that moment it occurred to us that we had simply been sold into slavery.

A man introduced himself to us as our boss. He said, ‘You will work for me. You must pay me back the money I paid for you.’ We had to walk along an international highway, stop German tourists and offer sex services to them. Beside me stood a few dozen other girls who were victims of the same Ukrainian company. We had to work hard as we were watched by the boss’s guard. We were punished for any fault by a severe beating. The boss told us we were nobody and worth less than animals.

QUESTIONS FOR DISCUSSION

1. Is this trafficking?
2. How does the number of actors potentially involved in the trafficking process complicate efforts to combat trafficking?

FACILITATOR’S NOTES

1. Is this trafficking? **YES**

The company representative promised employment opportunities but intended to exploit the victims in a Czech city. The company in the Ukraine is a recruiter and in the case of the 18-year-old girl, trafficking involved crossing international borders where she was ‘purchased’ from the driver.

2. How does the number of actors potentially involved in the trafficking process complicate efforts to combat trafficking?

As in Case Study III, many actors, from the company representative to the driver to the people who bought the women, all play a role in trafficking. Police and border guards may look the other way when trafficked persons are brought across borders. The diversity of actors means that simply arresting the driver or the people who bought the women will not stop trafficking. In addition, corrupt officials often limit peacekeepers’ ability to coordinate with international police attempting to infiltrate criminal networks involved in trafficking.

TRAFFICKING TRUE/FALSE QUIZ

1. Trafficking requires transportation across international borders.
2. Physical confinement or violence must be witnessed for a case to be considered trafficking.
3. If a person signs a contract or knows beforehand that she or he will be a sex worker, the person cannot be considered a victim of trafficking.
4. Victims of trafficking often have legitimate visas.
5. Rape, kidnapping and murder are crimes frequently associated with human trafficking.
6. If an individual claims to be a victim of trafficking, this claim should be accepted at face value.
7. If a person claims to be a victim of trafficking, you should report it immediately to your supervisor or commanding officer.
8. The internationally accepted definition of a child is any person below 18 years of age.
9. Human trafficking is an element of organized crime and can affect the security of a DPKO mission.
10. Victims of trafficking may include household servants.

FACILITATOR'S ANSWER KEY

1. **Trafficking requires transportation across international borders.**

FALSE

Trafficking does not require crossing an international border. Victims from rural areas are often promised opportunities in urban centres of the same region or country.

2. **Physical confinement or violence must be witnessed for a case to be trafficking.**

FALSE

While force and containment are central components of trafficking cases, they are not automatically evident. Threats, pressure or deception are sufficient to make an initial determination of trafficking. In many cases, women are trafficked from their small villages in rural areas through a criminal network linked to their local community. Traffickers often threaten the safety of the victim's family members, such as their children, to ensure they will not attempt to escape. Trafficked persons are also dependent upon their traffickers for food, clothing and housing and must submit to the demands of their captors.

3. If a person signs a contract or knows beforehand that she or he will be a sex worker, the person cannot be considered a victim of trafficking.

FALSE

Traffickers deceive their victims about the conditions of work or the abuse they will be forced to endure. No person can consent to slavery-like conditions. Freedom is an inalienable right.

4. Victims of trafficking often have legitimate visas.

TRUE

Trafficking can occur whether people are moved by legal or illegal means. Traffickers may arrange for a tourist or short-term work visa for the country where the exploitation occurs. For example, in one country in South-East Europe, women trafficked for forced prostitution had been granted valid visas for work as 'dancers' or 'performers.' Some victims of trafficking have received visas for education or marriage, but were forced into sexual slavery upon arrival.

5. Rape, kidnapping and murder are crimes frequently associated with human trafficking.

TRUE

Trafficking is a human rights abuse that equates human beings with commodities that can be bought, sold, damaged or destroyed. Traffickers commit serious crimes in the process of trafficking, especially at the workplace or site where the victim is being abused in slavery-like conditions.

6. If an individual approaches you and claims to be a victim of trafficking, this claim should be accepted at face value.

TRUE

Many victims of trafficking fear additional abuse and reprisals from their trafficker if they identify themselves as a victim. Language barriers can also limit the ability of a victim to communicate with a PKO mission member. However, if an individual does come forward and asks for rescue or other help, he/she should immediately be given assistance. In some cases, this could include transportation to a local emergency shelter and immediate access to services such as medical, psychological and legal support.

7. If a person claims to be a victim of trafficking, you should report it immediately to your supervisor or commanding officer.

TRUE

All military, civilian police and civilian staff have an obligation to report all rumours or suspicions of human trafficking in their mission area or allegations of misconduct by any colleague or mission member. These should be reported through the mission's complaint mechanism. All rumours of human trafficking or the involvement of peacekeeping personnel in human trafficking must be investigated thoroughly.

8. The internationally accepted definition of a child is any person below 18 years of age.

TRUE

The Convention on the Rights of the Child defines a child as any person below 18 years of age. Peacekeepers have a duty to uphold and respect the rights of all members of the host population, particularly women and children who may be at greater risk of sexual exploitation and abuse. Sexual activity with anyone under the age of 18 is prohibited, regardless of consent.

9. Human trafficking is an element of organized crime and can affect the security of a DPKO mission.

TRUE

Trafficking in human beings has been linked to trafficking in drugs and arms. Personnel involved in human trafficking may be open to blackmail. Involvement in trafficking by UN peacekeepers could result in violent retaliation by organized criminal groups against the perpetrators, or against the entire contingent or the mission. Corruption of local officials is frequently linked to trafficking, thus anti-corruption strategies should be linked to criminal investigations from the outset of civilian police efforts.

10. Victims of trafficking may include household servants.

TRUE

Many women and children are trafficked into slavery-like situations that do not always include sexual exploitation or abuse. In some cases, women and children are sold to employers as household servants. The core elements of trafficking are the coercive and abusive conditions into which the trafficker places the victim. The kind of business or service into which a person is trafficked does not dictate whether or not trafficking has occurred.

