



# **Re/integration of trafficked persons: supporting economic empowerment 2012**

**Issue paper #4**

**Trafficking Victims Re/integration Programme (TVRP)**





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An initiative of the King Baudouin Foundation (KBF), Belgium and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

Rebecca Surtees  
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## COLOPHON

Trafficking Victims Re/integration Programme (TVRP)

**Re/integration of trafficked persons: supporting economic empowerment. Issue paper #4**

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## FOREWORD

This paper was developed in the context of the Trafficking Victims Re/integration Programme (TVRP), which funds NGOs in several countries of Southeastern Europe. In addition to direct funding, the TVRP provides technical assistance and capacity development for partner organisations.

Meaningful re/integration is a complex and costly undertaking. It requires a full and diverse package of services for the individual (and often also the family) to address the root causes of trafficking as well as the physical, mental and social impacts of their exploitation. Obstacles to sustainable recovery and re/integration for trafficking victims are myriad and often specific to the socio-cultural, economic or political situation in the country where the victim is re/integrating.

Central to any assistance programme must be a victim and human rights centered philosophy, with sustainable re/integration as the measure of success. This philosophy lies at the core of the Foundation's strategy, which aims not only to support different models and approaches to re/integration in different countries but also to analyse the strengths of the various strategies as well as any inhibitors to full re/integration success.

Based on the direct work and experiences of re/integration organisations working within the framework of the TVRP in Albania, Bosnia-Herzegovina, Bulgaria, Kosovo, Macedonia, Romania and Serbia, this paper is the fourth of a series that aims to shed light on good practices and lessons learned in the area of re/integration. By focusing specifically on the economic empowerment of trafficked persons, it addresses one of the most challenging and crucial aspects of re/integration work.

For many trafficked persons, economic opportunities – whether a job or some form of income generation/micro business – is their primary focus, both immediately after exiting a trafficking situation and as part of the longer-term re/integration process. Economics – sometimes acute need; sometimes economic aspiration – was also often an important contributor in their initial migration and exploitation. Moreover, the general economic situation can play a significant part in determining the various re/integration options as well as their effectiveness.

From job placement to social business, this paper outlines the main economic empowerment models and discusses some of the challenges faced by both service providers and trafficked persons in using these models. The paper also highlights the need for further analysis and evaluation of these different approaches particularly in terms of their long-term impact on re/integration outcomes.

The Foundation would like to express its gratitude to the author, Rebecca Surtees of NEXUS Institute, for her insightful perspective on these critical issues as well as to the TVRP partner organisations and to the international experts for sharing lessons from their daily practice.

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Re/integration is one of the most important and complex aspects of assistance to trafficked persons. Within the framework of re/integration, economic empowerment is critical. Economic need or aspiration is often a primary trigger for migration; addressing this issue is crucial to the trafficked person's future. However, this work is complex, constrained by the impacts of trafficking as well as the difficult socio-economic environments to which most trafficked persons return. Efforts are further constrained by a dearth of information regarding both obstacles to economic empowerment as well as good practices in addressing those obstacles. Too little is known about how to effectively address the economic needs – and hopes – of trafficked persons.

As such, I would like to begin by thanking the King Baudouin Foundation (KBF) and Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH for its interest in working toward a better understanding of economic empowerment in the context of its Trafficking Victims Re/integration Programme (TVRP), including the technical seminar held in Bulgaria in June 2010 and the commissioning of this paper. This is the fourth in a series of issue-based papers relating to the re/integration of trafficked persons. In particular, my thanks to Fabrice de Kerchove, TVRP project manager, who oversees the programme and has provided valuable assistance and inputs into the TVRP issue paper series. He has also reviewed and provided inputs into this particular paper on economic empowerment. Thanks also to Ann Nicolletti for her contribution to the 2010 TVRP partners meetings in Pomorie, Bulgaria, which provided a forum for discussing economic empowerment. Thanks are also due for her work on the TVRP and all of her work in arranging the publication of this paper. In addition, thanks to staff of GIZ's Regional Programme on Social Protection and Prevention on Human Trafficking for their review of the paper – namely Rrezarta Jashari, Tatjana Junuzagic and Natalija Spasovska.

This paper is based on the direct work and experiences of re/integration organisations working within the framework of the TVRP in Albania, Bosnia-Herzegovina (BiH), Bulgaria, Macedonia, Romania, Serbia and Kosovo.<sup>1</sup> Their day-to-day experiences and re/integration work form the foundation of this paper. They have contributed to this paper through their participation at the 2010 TVRP technical seminar on economic empowerment in Bulgaria as well as through individual interviews and email correspondence. They have also reviewed and provided inputs into the draft version of this paper. Of particular value was their knowledge of what is *not* working in terms of economic empowerment, reflections that are essential in guiding future practice and policy. This candour in sharing frustrations and “failures” is essential to understanding the economic needs of trafficked persons. Thanks to all TVRP

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<sup>1</sup> *This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.*

partners for their contributions. This includes: Different and Equal (Albania), Tjeter Vision (Albania), Vatra (Albania), Medica Zenica (Bosnia-Herzegovina), Zemlja Djece (Bosnia-Herzegovina) Animus (Bulgaria), Nadja Centre (Bulgaria), Centre for Protection of Victims and Prevention of Trafficking in Human Beings, PVPT (Kosovo), Hope and Homes (Kosovo), Open Gate (Macedonia), Equal Access (Macedonia), Adpare (Romania), Young Generation (Romania), Atina (Serbia) and Centre for Youth Integration (Serbia).

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## ACRONYMS AND ABBREVIATIONS

AT	Anti-trafficking
CSR	Corporate social responsibility
D&E	Different and equal
EC	European Commission
EU	European Union
KBF	King Baudouin Foundation
GAO	Government Accountability Office (United States)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GO	government organisation
ICS	Italian Consortium of Solidarity
IO	international organisation
IOM	International Organization for Migration
M&E	monitoring and evaluation
MOU	memorandum of understanding
NGO	non-governmental organisation
PVPT	Centre for Protection of Victims and Prevention of Trafficking in Human Beings
SEE	South-eastern Europe
THB	trafficking in human beings
TIP	trafficking in persons
TRP	temporary residence permit
TV	Tjeter Vision
TVRP	Trafficking Victims Re/integration Programme
UN	United Nations
UNOHCHR	United Nations Office of the High Commission of Human Rights
VoT	victim of trafficking



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## EXECUTIVE SUMMARY

### **1. Introduction**

A central feature of successful re/integration is access to a reasonable (and sustainable) standard of living, along with opportunities for economic growth. For many victims the desire to improve their economic situation and that of their families was a key factor in their decision to migrate. Both trafficked persons and their families consider economic issues to be primary concerns during re/integration.

Comprehensive re/integration programmes typically include an economic empowerment component – either through vocational training and job placement or through business training, planning and start up support. These programmes are complex and involve a raft of challenges, any of which can directly influence the programme’s success or failure. Moreover, the circumstances of re/integration – including individual characteristics, family situation, social environment, the general economic situation and other assistance needs – play a significant part in determining economic options and effectiveness.

This paper discusses economic empowerment efforts of trafficked persons in the Balkans, drawing on the first hand experiences of both service providers and trafficked persons. The paper outlines the main economic empowerment models used in working with trafficked persons – namely job placement, microbusinesses and social enterprises – and then discusses some challenges and issues faced in using these models as well as strategies used to address those obstacles.

### **2. What is economic empowerment?**

Economic empowerment refers to the economic strengthening of individuals and communities. In the context of re/integration, economic empowerment is about trafficked persons equipping themselves with the skills, resources and confidence to economically support themselves and their families and, in the longer term, contributing to the economic well-being of their communities.

The workplace is a key environmental factor in our mental wellbeing and health. Economic well-being impacts personal identity, self-esteem and social recognition. Moreover, economic options contribute to social integration, including social contact, social context, time structure and social identity, all of which affect people’s health and mental health status. For many trafficked persons, economic opportunities – whether a job or some form of income generation like a micro business – are their primary focus, from immediately after exiting a trafficking situation on through the longer term re/integration process.

### **3. Job placement**

Job placement involves seeking out appropriate, long term and safe employment options for trafficked persons. In many settings from which trafficked persons originate, there are limited economic opportunities and/or trafficked persons may lack the requisite skills for available jobs.

TVRP organisations have secured job placements in various fields of work through many different employers. Some examples include being employed as a staff in the service sector (hotel, restaurants, shops), hairdresser, call centre operator, nanny/babysitter, cleaner, cook/baker, factory worker, agricultural worker, office assistant, photocopy shop assistance, housekeeper and so on.

Successful, sustainable and appropriate job placement involves overcoming a range of challenges and obstacles. Some stem from residual effects of trafficking (e.g. stress, anxiety, traumatisation, lack of trust) while others are linked to the individual trafficked person's situation and characteristics (e.g. their educational and professional capacities; lack of confidence). Still other challenges are attributable to the broader social and economic environment (e.g. limited job opportunities, preconceptions of employers). Re/integration organisations have developed a range of strategies to mitigate these and ensure successful job placements which are discussed in the paper. While some techniques are common throughout the TVRP, others have had mixed results, depending on the specific context and circumstances.

### **4. Micro businesses**

Micro businesses afford many opportunities, not least in terms of ensuring a safe work environment, allowing beneficiaries to combine domestic responsibilities with work, providing options to work from home, improving the family's economic situation, improving the beneficiary's status with the family and contributing to the beneficiary's empowerment. Where a micro business is a viable option it can be extremely worthwhile, although there are a range of steps to overcome and skills for prospective entrepreneurs to acquire before the business can be successful.

However, micro business is not suitable for all beneficiaries and careful consideration is needed as to which persons make suitable candidates. Failure in such a venture can have a negative impact on the individual – psychologically, socially and economically – and, thus, careful assessment is needed as to when this option is (and is not) viable or appropriate.

Examples of micro-businesses include hairdresser salon, clothes boutique, tailor shop, graphic design studio, second hand clothes store, dairy, bakery, greenhouse, beautician shop, upholstery business, textile print business, grocery store, beauty salon, laundry and ironing business, handicraft store and so on.

Establishing micro businesses is a difficult undertaking in the best of circumstances and may be particularly challenging for trafficked persons, for a range of reasons. Re/integration organisations have developed a range of strategies and techniques to mitigate the challenges of establishing and running a micro business, which are detailed in the issue paper.

## 5. Social enterprises

A social enterprise is an organisation that applies business strategies toward achieving philanthropic goals. Revenue from social enterprises can be a valuable and sustainable way to generate funding for social services for trafficked persons. Moreover, it can potentially serve as a (safe and protected) workplace for trafficked persons seeking employment. Some examples of social enterprises initiated by TVRP partners include a bagel bakery, car wash and tire services, restaurant, hairdressing salon, Internet café, laundry service, jewellery business, hairdresser and manicure salon, tailor shop, upholstery shop and textile printing business.

Establishing a successful social enterprise is a complex undertaking; a range of strategies and approaches are needed to ensure the success of these social enterprises.

## 6. Economic empowerment models for trafficked children and youth

Careful consideration is needed as to how economic empowerment initiative can best support the needs of trafficked children and youth and their families. The economic needs of trafficked children and youth differ quite substantially from those of adults as well as from case to case. Adequate time is needed to make an informed assessment of these needs, both from the perspective of the individual child and their parent or guardian. Exploring economic options will necessarily involve deciding when and how to work with the child's parent or guardian, when to work toward the child's skills development and economic empowerment. This will necessarily involve a comprehensive understanding of each child's situation and will depend on various factors including the child's age, education and stage of development. Dynamics within the family where the child will live as part of re/integration is another factor in such decisions, as is knowledge of the local labour market. The overarching factor, ultimately, is a determination of what is in the child's best interest. All programmes, whether employment programmes, micro businesses or social enterprises, must be market-driven and appropriate to the capacity, context and culture of the individual child.

In cases where children are directly involved in economic empowerment, programmes must be designed and implemented so that the necessary skills, capacities and experience are imparted in an age appropriate and child friendly and accessible way. It is also imperative that the economic environment does not pose risks to the child. In line with ILO Convention No. 182 and ILO recommendation No.190, work should not involve long hours, extensive work at night or be dangerous to the children's health, well-being or morals. Work should positively contribute to maximise the enjoyment of the child's rights.

## 7. Other challenges and circumstances influencing economic empowerment outcomes

While each economic empowerment model has its strengths and weaknesses, all are influenced by certain overarching factors. These include: 1) individual characteristics and capacities; 2) family situation and dynamics; 3) the broader social environment; 4) the general economic situation; and 5) other needs impacting re/integration success. Recognition and accommodation of these considerations goes a long way toward improving beneficiaries' chances of success.

## **8. Conclusion**

This paper is intended as a starting point for discussion on supporting the long term and sustainable economic empowerment of trafficked persons as part of their recovery and re/integration into society. Future discussions on the subject should include further analysis and evaluation of these different approaches. These are self reported strategies and techniques which should be independently evaluated to assess their effectiveness and replicability. The anti-trafficking community should also assess the long-term impact of these programmes. Do they lead to long-term results and change? What impact have they had on the lives and re/integration of formerly trafficked persons? Have there been any unforeseen or negative consequences? This evaluative process should include not only the perspectives of practitioners but also the views, experiences and evaluation of trafficked persons.



## UITGEBREIDE SAMENVATTING

### 1. Inleiding

Een basiskenmerk van succesvolle re/integratie is toegang tot een aanvaardbare (en duurzame) levensstandaard, alsook kansen op economische vooruitgang. Voor veel slachtoffers was het streven naar een betere economische toestand voor henzelf en hun families een doorslaggevende factor om te migreren. Tijdens de re/integratie zien zowel de slachtoffers als hun familieleden de economische situatie als één van de eerste bezorgdheden.

Gebruikelijk houden omvattende re/integratieprogramma's een component van economische *empowerment* in – hetzij via beroepsopleiding en arbeidsbemiddeling of via bedrijfstraining, planning en ondersteuning bij opstart. Deze programma's zijn complex en houden vele uitdagingen in die elk rechtstreeks tot succes of falen kunnen leiden. Bovendien spelen de omstandigheden van re/integratie – waaronder de individuele kenmerken, de familiale situatie, de sociale omgeving, de algemene economische situatie en andere noden aan ondersteuning – een significante rol in het bepalen van economische keuzes en de effectiviteit ervan.

Deze paper bespreekt de inspanningen die worden ondernomen voor de economische *empowerment* van slachtoffers van mensenhandel in de Balkan, gebaseerd op de ervaringen uit de eerste hand van zowel de dienstverleners als de slachtoffers zelf. De paper schetst de voornaamste modellen van economische *empowerment* die in het werken met dergelijke slachtoffers worden gebruikt – met name arbeidsbemiddeling, micro-ondernemingen en sociale ondernemingen. Vervolgens behandelt het enkele uitdagingen en kwesties waarmee men wordt geconfronteerd in de hantering van deze modellen, en tevens strategieën om die obstakels aan te pakken.

### 2. Wat is economische *empowerment*?

Economische *empowerment* is het in staat stellen van individuen en gemeenschappen om economisch zelfredzaam te worden. In de context van re/integratie gaat het erom dat slachtoffers van mensenhandel vaardigheden, middelen en vertrouwen opdoen om zo zichzelf en hun families economisch te onderhouden en, op langere termijn, bij te dragen tot het economisch welzijn van hun gemeenschappen.

De werkplaats is een belangrijke omgevingsfactor voor het ons mentaal welzijn en onze gezondheid. Economisch welbevinden heeft een impact op persoonlijke identiteit, zelfrespect en maatschappelijke erkenning. Bovendien dragen economische mogelijkheden bij tot sociale integratie, meer bepaald sociaal contact, maatschappelijke context, tijdsplanning en sociale identiteit.

Deze elementen beïnvloeden de fysieke en mentale gezondheid van mensen. Voor vele slachtoffers van mensenhandel is economisch perspectief – zij het een job of de verwerving van inkomen via een micro-onderneming – hun eerste aandachtspunt, van het moment waarop ze zich hebben ontdaan van de toestand van mensenhandel tot ver in het re/integratieproces.

### **3. Arbeidsbemiddeling**

Arbeidsbemiddeling houdt in dat er wordt gezocht naar geschikte, langdurende en stabiele werkgelegenheid voor slachtoffers van mensenhandel. Ze komen veelal uit situaties waar er beperkte economische kansen zijn en/of ze niet de vereiste vaardigheden hebben voor de beschikbare jobs.

TVRP-organisaties hebben arbeidsplaatsen geregeld in verscheidene werkvelden, via vele verschillende werkgevers. Enkele voorbeelden: tewerkstelling als personeelslid in de dienstensector (hotel, restaurants, winkels), kapper, telefonist(e) in een callcenter, kinderjuffrouw/babysitter, schoonma(a)k(st)er, kok/bakker, fabrieksarbeider, landbouwhulp, kantoorassistent(e), medewerker in een fotokopiewinkel, huishoud(st)er, enzoverder.

Om te komen tot succesvolle, duurzame en aangepaste arbeidsbemiddeling moeten er een aantal uitdagingen en obstakels overwonnen worden. Er zijn de blijvende nawerkingen van de mensenhandel (zoals stress, angst, trauma's, gebrek aan vertrouwen). Andere factoren hangen samen met de individuele situatie en kenmerken van het slachtoffer van mensenhandel (zoals hun capaciteiten op het vlak van onderwijs en werk; te weinig vertrouwen). Nog andere uitdagingen hebben te maken met de bredere sociale en economische omgeving (zoals beperkte jobkansen, vooroordelen van werkgevers). Re/integratie-organisaties hebben een aantal strategieën uitgewerkt om deze moeilijkheden te beheersen en om zo succesvol arbeidsbemiddeling te verrichten. Die strategieën worden in deze paper beschreven. Bepaalde technieken zijn standaard geworden in TVRP, andere leveren voorlopig wisselende resultaten op, afhankelijk van de specifieke context en omstandigheden.

### **4. Micro-ondernemingen**

Micro-ondernemingen leveren vele voordelen op, met name een veilige werkomgeving, de mogelijkheid om huistaken te combineren met werk, de mogelijkheid om van thuis uit te werken, de verbetering van de economische situatie van de familie, de bevordering van de status van de betrokkene binnen de familie en het bijdragen tot zijn/haar zelfredzaamheid. Indien een micro-onderneming een haalbare kaart is, kan het uitermate waardevol zijn. Wel moeten een aantal drempels worden overwonnen om succes te hebben en moeten toekomstige ondernemers eerst de nodige vaardigheden verwerven. Micro-ondernemingen zijn echter niet voor iedereen mogelijk. Het is belangrijk goed te overwegen welke personen in aanmerking komen. Het mislukken van zo'n project kan immers een nefaste impact hebben op het individu – psychologisch, sociaal en economisch. Daarom moet er zorgvuldig worden ingeschat of dit al dan niet tot de reële mogelijkheden behoort.

Voorbeelden van micro-ondernemingen zijn: een kapsalon, kledingboetiek, kleermakeratelier, studio voor grafische vormgeving, winkel met tweedehandskledij, zuivelbedrijf, bakkerij, plantenkwekerij, winkel van schoonheidsproducten, stoffenwinkel, textieldrukkerij, kruidenierswinkel, schoonheidssalon, wasserij en strijkerij, handwerkwinkel, enzoverder.

Het opzetten van micro-ondernemingen is in alle omstandigheden moeilijk, maar dat is het des te meer indien het gaat om slachtoffers van mensenhandel, omwille van meerdere redenen. Re/integratie-organisaties hebben een waaier aan strategieën en technieken uitgewerkt om te helpen bij het vestigen en beheren van een micro-onderneming. Deze worden geduid in de thematische paper.

## 5. Sociale ondernemingen

Een sociale onderneming is een organisatie die bedrijfsstrategieën toepast voor humanitaire doeleinden. Met de inkomsten van dergelijke ondernemingen kan men op een waardevolle en duurzame manier fondsen verzamelen om in sociale diensten te voorzien voor slachtoffers van mensenhandel. Bovendien kan het dienen als een (veilige en beschermde) werkplaats voor slachtoffers die werkgelegenheid zoeken. Enkele voorbeelden van sociale ondernemingen die werden opgezet door TVRP-partners: een bagelbakkerij, carwash- en bandendienst, restaurant, kapsalon, internetcafé, wasserij, juwelenzaak, kapsalon en manicuresalon, kleermakerswinkel, stoffenwinkel en textieldrukkerij.

Een succesvolle sociale onderneming opzetten is een complexe zaak; er zijn een aantal strategieën en benaderingen nodig voor het slagen ervan.

## 6. Modellen van economische *empowerment* voor jonge slachtoffers van mensenhandel

Het is belangrijk nauwkeurig te bekijken hoe initiatieven van economische *empowerment* zo goed mogelijk tegemoet komen aan de noden van kinderen en jongeren die slachtoffer zijn geworden van mensenhandel, alsook hun families. De economische behoeften van kinderen en jongeren verschillen erg tegenover die van volwassenen; ook van geval tot geval zijn ze trouwens anders. Men moet de tijd nemen om een grondige inschatting te maken van deze noden, rekening houdend met het perspectief van het individuele kind en van hun ouder of voogd. Bij het aftasten van de economische mogelijkheden moet er worden beslist wanneer en hoe men met de ouder of voogd van het kind werkt, en wanneer men werkt aan de vaardigheden en de economische *empowerment* van het kind. Dit houdt een omvattend begrip in van de situatie van ieder kind en hangt af van verschillende factoren zoals de leeftijd, de opvoeding en de ontwikkelingsfase. Evoluties binnen de familie waarin het kind terechtkomt tijdens zijn/haar re/integratie is een ander element dat meespeelt bij zo'n beslissingen, evenals kennis van de lokale arbeidsmarkt. Cruciaal is uiteindelijk wat het beste is voor het kind. Alle programma's, zij het werkgelegenheidsprogramma's, micro-ondernemingen of sociale ondernemingen, moeten marktgedreven zijn en passen bij de capaciteit, context en cultuur van het individuele kind.

Daar waar kinderen direct betrokken zijn bij de economische *empowerment* moet men programma's uittekenen en uitvoeren die hen de nodige vaardigheden, capaciteiten en ervaring verstrekken op een naar leeftijd aangepaste, kindvriendelijke en toegankelijke manier. Van belang is ook dat de economische omgeving geen risico vormt. Volgens de ILO-conventie Nr. 182 en de ILO-aanbeveling Nr. 190 mag er slechts een bepaald aantal uren gewerkt worden en moet nachtwerk beperkt zijn; daarnaast mag het onder geen beding risicovol zijn voor de gezondheid, het welzijn of het moreel van de kinderen. Dan pas kan arbeid positief bijdragen tot maximaal respect van de kinderrechten.

## **7. Andere uitdagingen en omstandigheden die economische empowerment beïnvloeden**

Ieder model van economische *empowerment* heeft zijn sterktes en zwaktes, maar ze hebben met elkaar gemeen dat ze worden beïnvloed door een aantal overkoepelende factoren: 1) de individuele kenmerken en capaciteiten; 2) de familiale situatie en veranderingen hierin; 3) de bredere sociale omgeving; 4) de algemene economische situatie; en 5) andere noden die het welzijn van re/integratie bepalen. De erkenning van en het rekening houden met deze overwegingen verhoogt alvast de kansen op succes voor de begunstigen.

## **8. Conclusie**

Deze paper is bedoeld als een uitgangspunt voor debat omtrent de langdurende en duurzame economische *empowerment* van slachtoffers van mensenhandel als onderdeel van hun herstel en re/integratie in de samenleving. Toekomstige discussies rond dit onderwerp dienen deze verschillende modellen verder te analyseren en evalueren. De strategieën en technieken die hieraan bod komen, moeten onafhankelijk worden doorgelicht op hun effectiviteit en veralgemeenbaarheid. De gemeenschap die strijdt tegen mensenhandel dient ook de langetermijnpact van deze programma's te beoordelen. Leiden ze tot blijvende resultaten en verandering? Welke impact hebben ze op het leven en de re/integratie van mensen die uit een situatie van mensenhandel komen? Zijn er bepaalde onvoorziene of negatieve gevolgen? Dit evaluatieproces moet niet enkel rekening houden met de standpunten van de begeleiders maar tevens met de opvattingen, ervaringen en beoordeling van de slachtoffers van mensenhandel zelf.

# SYNTHÈSE

## 1. Introduction

Une caractéristique essentielle d'une réinsertion réussie est l'accès à un niveau de vie raisonnable (et durable) ainsi qu'à des possibilités de croissance économique. Pour de nombreuses victimes, le désir d'améliorer leur situation économique et celle de leur famille a été un facteur clé dans leur décision d'émigrer. Tant les victimes de la traite des êtres humains que leurs familles considèrent que les enjeux économiques sont des préoccupations prioritaires au cours de leur réinsertion.

Les programmes globaux de réinsertion comprennent typiquement une composante dite d'empowerment économique – soit par une formation professionnelle et une aide au placement, soit par une formation, une planification et une aide à la création d'entreprise. Ces programmes sont complexes et impliquent un grand nombre de défis, dont chacun peut influencer directement la réussite ou l'échec du programme. De plus, les conditions de la réinsertion – notamment les caractéristiques individuelles, la situation familiale, l'environnement social, le contexte économique général et d'autres besoins d'assistance – jouent un rôle majeur dans les choix économiques qui sont faits et dans leur efficacité.

Ce rapport traite des efforts d'empowerment économique des victimes de la traite dans les Balkans, en s'appuyant sur des expériences de première main, tant de la part de victimes que de prestataires de services. Il esquisse les principaux modèles d'empowerment économique utilisés dans le travail avec les victimes de la traite – aide au placement, micro-entreprises et entreprises sociales – et aborde certains défis liés à l'utilisation de ces modèles ainsi que les stratégies pour surmonter ces obstacles.

## 2. Qu'est-ce que l'empowerment économique?

L'empowerment économique désigne le renforcement économique d'individus et de communautés. Dans le contexte de la réinsertion, il concerne des victimes de la traite qui se dotent des compétences, des ressources et de la confiance nécessaires pour se prendre en charge économiquement, assurer la subsistance de leur famille et, à plus long terme, contribuer au bien-être économique de leurs communautés.

Le lieu de travail est un facteur environnemental essentiel dans notre santé et notre bien-être mental. Le bien-être économique influence l'identité personnelle, l'estime de soi et la reconnaissance sociale. En outre, les potentialités économiques contribuent à l'intégration sociale, y compris aux contacts sociaux, au contexte social, à la structuration temporelle et à l'identité sociale, autant d'éléments qui affectent la santé et l'état mental des gens. Ces poten-

tialités – que ce soit sous la forme d’un emploi ou d’une autre forme de création de revenu, comme une micro-entreprise – constituent une priorité pour de nombreuses victimes de la traite, dès le moment où elles échappent à leur condition et tout au long de leur processus de réinsertion à long terme.

### **3. Aide au placement**

L’aide au placement implique la recherche de possibilités d’emplois sûrs, appropriés et à long terme pour les victimes de la traite. Celles-ci proviennent souvent de milieux où les possibilités économiques sont limitées ou bien il leur manque les compétences requises pour les emplois disponibles.

Les organisations du programme TVRP peuvent les orienter vers des emplois sûrs dans divers secteurs et par l’entremise de nombreux employeurs différents: par exemple, comme salarié dans le secteur des services (hôtels, restaurants, magasins), comme coiffeur, comme opérateur de call center, comme assistant dans un magasin de photocopies, comme nourrice, babysitter ou gouvernante, dans le secteur du nettoyage, de la cuisine, de la boulangerie, de l’industrie, de l’agriculture, du travail de bureau, etc.

Pour que cette aide au placement soit une réussite durable, il faut surmonter un certain nombre d’obstacles et de défis. Certains d’entre eux sont dus à des effets résiduels de la traite (comme le stress, l’anxiété, des traumatismes, le manque de confiance) alors que d’autres sont liés à la situation et aux caractéristiques personnelles des victimes (comme leur niveau de formation ou leurs compétences professionnelles) ou sont imputables à l’environnement économique et social plus large (comme le manque de possibilités d’emploi, les préjugés de certains employeurs). Le rapport aborde toute la gamme des stratégies développées par les organismes de réinsertion pour atténuer ces difficultés et permettre un accès à l’emploi. Si certaines de ces techniques sont communes à travers tout le programme TVRP, d’autres ont eu des résultats mitigés, selon le contexte et les circonstances spécifiques.

### **4. Micro-entreprises**

Les micro-entreprises procurent de nombreuses opportunités, notamment en assurant un cadre de travail sûr, en permettant aux bénéficiaires de combiner un travail et des responsabilités familiales, en donnant la possibilité de travailler chez soi, en améliorant la condition économique de la famille et le statut du bénéficiaire et en contribuant à son empowerment. Lorsqu’une micro-entreprise est une option viable, elle peut s’avérer extrêmement précieuse, même s’il faut effectuer toute une série de démarches et si les futurs entrepreneurs doivent acquérir certaines compétences pour que leur projet soit une réussite.

Cependant, une micro-entreprise ne convient pas à tout le monde et il convient de réfléchir soigneusement au profil des personnes qui constituent de bons candidats. Comme l’échec d’un tel projet peut avoir un impact négatif – psychologiquement, socialement et économiquement – sur l’individu, une évaluation minutieuse s’impose afin de déterminer pour qui une micro-entreprise est (et n’est pas) une option viable ou appropriée.

Parmi les exemples de micro-entreprises, citons un salon de coiffure, une boutique de vêtements, un tailleur, un studio de conception graphique, un magasin d’habits de seconde main, une ferme laitière, une

boulangerie, une serre, une boutique d'esthéticienne, une entreprise de tissus d'ameublement, une entreprise d'impression de textile, une épicerie, un service de blanchisserie et de repassage, un magasin de produits artisanaux, etc.

Même dans des circonstances optimales, le lancement d'une micro-entreprise est toujours un projet difficile et un défi, en particulier pour des victimes de la traite, et ce pour diverses raisons. Le rapport présente en détail l'éventail des stratégies élaborées par les organisations de réinsertion pour réduire ces risques et bien gérer une micro-entreprise.

## **5. Entreprises à finalité sociale**

Une entreprise à finalité sociale est une organisation qui utilise des stratégies commerciales en vue d'atteindre des objectifs philanthropiques. Les revenus qu'elle génère peuvent être un moyen précieux et durable pour financer des services sociaux destinés aux victimes de la traite. En outre, elle peut servir de lieu de travail (sûr et protégé) pour des victimes à la recherche d'un emploi. Parmi les entreprises à finalité sociale créées par des partenaires du programme TVRP, il y a par exemple une boulangerie, un car-wash, un commerce de pneus, un restaurant, un salon de coiffure, un cybercafé, un service de blanchisserie, une bijouterie, un salon de manucure, une boutique de tailleur, un magasin de tissus d'ameublement et une entreprise d'impression de textile.

La réussite d'une entreprise à finalité sociale est aussi un projet complexe, qui nécessite de recourir à toute une gamme de stratégies et d'approches spécifiques.

## **6. Modèles d'empowerment économique pour enfants et jeunes victimes de la traite**

La question de savoir comment les projets d'empowerment économique peuvent répondre aux besoins d'enfants et de jeunes victimes de la traite et de leurs familles doit être examinée avec le plus grand soin. En effet, leurs besoins économiques diffèrent sensiblement de ceux des adultes et peuvent aussi varier d'un cas à l'autre. Il faut prendre le temps nécessaire pour évaluer ces besoins en pleine connaissance de cause, tant du point de vue de l'enfant que de celui de son parent ou tuteur. L'examen de ces options implique que l'on décide du moment et de la manière de travailler avec le parent ou le tuteur de l'enfant et du moment où on s'attache à développer les compétences de l'enfant dans un but d'empowerment économique. Cela passe par une compréhension globale de la situation de chaque enfant et dépend de divers facteurs, parmi lesquels son âge, son degré de formation et son stade de développement. Les dynamiques au sein de la famille dans laquelle va vivre l'enfant dans le cadre de sa réinsertion sont un autre élément qui intervient dans ces décisions, tout comme la connaissance du marché de l'emploi local. En fin de compte, il s'agit avant tout de déterminer ce qui rencontre le mieux l'intérêt de l'enfant. Tous les programmes – d'emploi, de micro-entreprises ou d'entreprises à finalité sociale – doivent être axés sur le marché et être adaptés aux capacités, au contexte et à la culture de l'enfant.

Au cas où des enfants participent directement à des programmes d'empowerment économique, ceux-ci doivent être conçus et mis en œuvre de manière à ce que les compétences, les capacités et les expériences nécessaires soient transmises à l'âge adéquat et de manière accessible pour l'enfant. Il est tout aussi essentiel que l'environnement économique ne comporte pas de risques pour l'enfant – en termes d'horaires de travail,

de travail de nuit ou de dangers pour sa santé, son bien-être ou ses mœurs – conformément à la Convention 192 et à la Recommandation 190 de l’OIT. Au contraire, le travail doit contribuer positivement à ce qu’il puisse pleinement jouir de ses droits.

### **7. Autres défis et circonstances influençant les effets de l’empowerment économique**

Si chaque modèle d’empowerment économique a ses forces et ses faiblesses, ils sont tous influencés par certains facteurs globaux, parmi lesquels: 1) les caractéristiques et capacités individuelles; 2) la situation et la dynamique familiale; 3) l’environnement social plus large; 4) la conjoncture économique générale; et 5) d’autres besoins qui exercent un impact sur la réussite de la réinsertion. La reconnaissance et la prise en compte de ces éléments sont déjà des pas importants pour accroître les chances de succès des bénéficiaires.

### **8. Conclusion**

Ce rapport veut amorcer une discussion sur le soutien à long terme aux victimes de la traite et leur empowerment économique durable, dans le cadre de leur processus de rétablissement et de réinsertion dans la société. Les débats futurs sur ce sujet devraient porter sur une analyse et une évaluation plus poussées des différentes approches. Il s’agit de stratégies et de techniques auto-rapportées qui devraient être évaluées de manière indépendante afin de juger de leur efficacité et de leur reproductibilité. Tous les acteurs qui luttent contre la traite doivent également évaluer l’impact de ces programmes. Produisent-ils des résultats et des changements à long terme? Quel est leur impact sur la vie et la réinsertion d’anciennes victimes de la traite? Ont-ils eu des conséquences imprévues ou négatives? Ce processus d’évaluation ne devrait pas seulement inclure le point de vue de praticiens, mais aussi la vision et les expériences de victimes de la traite.



# 1. INTRODUCTION

Re/integration refers to the process of recovery and social and economic inclusion following a trafficking experience.<sup>2</sup> A central feature of successful re/integration is access to a reasonable (and sustainable) standard of living, along with opportunities for economic growth. For many trafficking victims, the desire to improve their economic situation (and that of their families) was a key factor in their decision to migrate. Thus, it is not surprising that both trafficked persons and their families consider economic issues to be primary concerns during re/integration.

Comprehensive re/integration programmes typically include an economic empowerment component – either through vocational training and job placement or through business training, planning and start up support. These programmes are complex and involve a raft of challenges, any of which can directly inform the individual's success or failure. Moreover, the circumstances of re/integration – including individual characteristics, family situation, social environment, the general economic situation and other assistance needs – play a significant part in determining economic options and effectiveness.

This paper discusses economic empowerment efforts of trafficked persons in the Balkans, drawing on the first hand experiences of both service providers and formerly trafficked persons. The paper outlines the main economic empowerment models that have been used in working with trafficked persons – namely job placement, microbusinesses and social enterprises – and then discusses some challenges and issues faced in using these models as well as strategies used to address those obstacles.

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<sup>2</sup> Within the context of the TVRP, successful re/integration is defined as:

*...the process of recovery and economic and social inclusion following a trafficking experience. This inclusion is multifaceted and takes place in social, cultural and economic arenas. It includes settlement in a stable and safe environment, access to a reasonable standard of living, mental and physical well-being, opportunities for personal, social and economic development and access to social and emotional support. It may involve returning to one's family and/or community of origin; it may also involve integration in a new community and even in a new country. A central aspect of successful re/integration is that of empowerment, supporting victims to develop skills toward independence and self-sufficiency and to be actively involved in their recovery and re/integration (Surtees 2006).*

*The term "re/integration" is not without its problems. It implies a return to victims' community/environment of origin, which may not always be the most advisable solution and might, in reality, work against social inclusion in the long-term. Moreover, the term implies that the individual was integrated in society prior to being trafficked. However, in many cases, trafficked persons have never experienced social integration or inclusion as a result of their social, economic, cultural or marginalisation in their communities/countries of origin. As such, there are reasons why some organisations (including some TVRP organisations) chose to frame their work as "social inclusion" and "integration". In the context of this paper (and the TVRP more broadly), the term "re/integration" is used in an effort to capture both the issues of integration and re-integration and because it is commonly used within the anti-trafficking assistance framework (and in development and social assistance frameworks generally). However, the articulation of appropriate terminology is an on-going discussion within the TVRP.*

Some issues are specific to the Balkan context and beneficiaries being assisted within the TVRP, the majority of whom are female victims of trafficking for sexual exploitation, both adults and children. Most are nationals of the countries in which they are reintegrating, although some organisations also support the integration of foreign nationals. At the same time, many issues will resonate more widely and have relevance for victims of other forms of trafficking and the many different environments in which re/integration takes place. Re/integration efforts in the Balkans are quite diverse, including economic empowerment models being used by different organisations, and many lessons can be drawn taken from these approaches and programmes.

This paper was authored by the NEXUS Institute in the framework of the TVRP, which was implemented by KBF across six countries in SEE from 2007 to 2011. Since 2011, with funding from KBF and GIZ, the TVRP is working on re/integration in Albania, BiH, Macedonia, Serbia and Kosovo.<sup>3 4</sup> It is the fourth in a series of issue-based papers focusing on the re/integration of trafficking victims, developed in the context of the TVRP,<sup>5</sup> and is intended as a starting point for dialogue and discussion of economic empowerment during re/integration.

The intention, on the one hand, is to explore through empirical data drawn from organisations working in the Western Balkans, problems and possible entry points for improving re/integration efforts. Equally important, however, is to share these experiences more broadly – with practitioners, policy makers and programme beneficiaries. This can serve to initiate a dialogue with those directly experiencing or working on re/integration efforts.

The paper is based on the direct experience and work of TVRP partner organisations – collected through interviews, email communication, annual TVRP progress reports and partners' participation at TVRP partners meetings (in Brussels, Belgium in 2008; in Durres, Albania in 2009 and, most particularly, in Pomorie, Bulgaria in 2010 where the focus of the TVRP technical seminar was economic empowerment). Partner organisations also reviewed and provided inputs into a draft version of the paper. The paper also benefits from the presentations of three technical experts at the 2010 TVRP economic empowerment seminar – Velichka Ivanova (Chief Expert, National employment agency, Bulgaria), Pieter Lauwaert (formerly Payoke, Belgium) and Maria Antonia Di Maio (formerly ICS, Moldova, now an independent consultant) – who shared their experiences of different economic empowerment models and efforts. In addition, some examples are drawn from the economic empowerment work of Italian Consortium of Solidarity (ICS) in Moldova and Instant A and Payoke's in Belgium. The paper is also based on interviews conducted by the author with anti-trafficking professionals and trafficked persons for past studies for the NEXUS Institute<sup>6</sup> and a review of relevant literature.

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<sup>3</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

<sup>4</sup> Please see appendix 1 for a description of the TVRP and partner organisations in SEE.

<sup>5</sup> Topics for the issue paper series were identified in discussions between KBF, NEXUS Institute and TVRP partner organisations. To date, these have included: how reintegration work can be more effective (Surtees 2008b), handling difficult cases (Surtees 2008a) and monitoring and evaluation (Surtees 2009). Additional issue papers will appear in the forthcoming phase of the TVRP.

<sup>6</sup> Please see [www.nexusinstitute.net](http://www.nexusinstitute.net)

## 2. WHAT IS ECONOMIC EMPOWERMENT?

Economic empowerment refers to the economic strengthening of individuals and communities. It often involves developing confidence in one's capacities, along with opportunities for using those capacities. It involves enhancing the learning and earning capacities of individuals through strengthening human capital, building interpersonal skills, facilitating access to financial capital and enhancing social networks.<sup>7</sup> In the context of re/integration, economic empowerment is about trafficked persons equipping themselves with the skills, resources and confidence to economically support themselves and their families. In the longer term, it is about contributing to the economic well-being of their communities. Trafficked persons must also develop skills and capacities to orient themselves and function in the labour market, choosing from the available options and taking the steps to achieve them.

The workplace is a key environmental factor in mental wellbeing. There is a growing awareness of the role that work plays in promoting or hindering mental wellness. Economic well-being impacts personal identity, self-esteem and social recognition. Moreover, economic options contribute to social integration, including social contact, social context, time structure and social identity, all of which affect people's health and mental health status.<sup>8</sup>

For many trafficked persons, economic opportunities – whether a job or some form of income generation – are their primary focus, immediately after exiting a trafficking situation on through the longer term re/integration process. This emphasis has been noted across studies in different parts of the world.<sup>9</sup> Economics – sometimes acute need; sometimes economic aspiration – was often an important factor in their initial migration and continued to be primary in their post-trafficking lives. In a study of why some trafficking victims declined assistance in Albania, Serbia and Moldova some trafficked persons explained that their need to support their families or at least contribute to the household economy was central in their decision to decline assistance. In their cases, being assisted instead of earning money was a luxury that they could not afford.<sup>10</sup> Similarly, men trafficked from the FSU and SEE region often did not return home immediately after escaping trafficking because they felt the need to work to be able to remit and/or return with at least some money for their families. Many felt both shame and a sense of failure for being unable to return home with money. One Ukrainian man trafficked to Russia for construction was abused, suffered serious injuries and received no payment.

<sup>7</sup> See Midgley 1997.

<sup>8</sup> See Harnois & Gabriel 2000.

<sup>9</sup> See, for example, Brunovskis & Surtees 2012a&b & 2007; Craggs & Surtees 2012; Di Maio 2004; Lisborg 2009; Miller 2006: 51; Sanlaap 2008; Skilbrei & Tveit 2007; Surtees 2008c, 2007; UNIAP 2012.

<sup>10</sup> See Brunovskis & Surtees 2007.

However, when he managed to escape, he went to Moscow to look for work to earn money for his family. He worked for three months, saving 160USD, after which he returned home to his family.<sup>11</sup>

This paper discusses economic empowerment opportunities for trafficked persons in the Balkans, as part of existing re/integration programmes. Sections 3,4 and 5 outline the various economic empowerment approaches being employed – job placement, micro-businesses and social enterprises – while, at the same time, highlighting where some of the challenges and fault lines lie in terms of implementation along with opportunities and strategies to overcome these problems. Section 6 discusses some of the specific issues related to the economic empowerment of trafficked children and youth, including potential strategies to address them.

In addition, there are some overarching and cross cutting issues that influence the viability and success of these different approaches, linked to individual characteristics and capacities, the family situation and dynamics, the broader social environment, the economic situation generally and other assistance needs. Section 7 explores some of these issues in terms of how they can and often do influence the outcome of economic empowerment efforts.

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<sup>11</sup> See Surtees 2008c: 88.

### 3. JOB PLACEMENT

Job placement involves seeking out appropriate, long-term and safe employment options for trafficked persons. In many settings from which trafficked persons originate, there are limited economic opportunities and/or trafficked persons may lack the requisite skills for available jobs.

Training must be aligned with the capacities and potential within the target group, based on realistic and up-to-date labour market assessments and looking toward employment that allows for economic independence.

TVRP organisations have secured job placements in many fields of work through many different employers, with varying degrees of success. This is summarised in table #1, on next page.

**Table #1: Some examples of job placement opportunities through TVRP partners<sup>12</sup>**

Organisation	Country	Private sector	Public sector
Different and Equal (D&E)	Albania	<ul style="list-style-type: none"> <li>- Cook, cook's assistants and dishwasher</li> <li>- Staff at fast food restaurants</li> <li>- Hairdresser in hair salon</li> <li>- Salesperson in boutiques and supermarket</li> <li>- Call centre operators</li> <li>- Staff/operator in an Internet cafe</li> <li>- Receptionist in restaurants and hotel</li> <li>- Cleaner in businesses</li> <li>- Nanny/babysitter</li> <li>- Caregiver in playground for children</li> <li>- Factory worker (e.g. tailoring, fish factory, chocolate factory)</li> <li>- Housekeeper</li> </ul>	<ul style="list-style-type: none"> <li>- Cleaner for municipality</li> <li>- Gardener at municipality</li> </ul>
Tjeter Vision	Albania	<ul style="list-style-type: none"> <li>- Hairdresser</li> <li>- Kitchen assistant</li> <li>- Restaurant cleaner</li> <li>- Waitress</li> <li>- Confectionary and bakery staff</li> </ul>	
Vatra	Albania	<ul style="list-style-type: none"> <li>- Office assistant in NGOs</li> <li>- Salesperson in the market, boutique, cosmetic shops, etc.</li> <li>- Hairdresser in beauty saloon</li> <li>- Cook, cooking assistant</li> <li>- Factory worker – e.g. making shoes, bags, etc.</li> <li>- Tailor</li> <li>- Cleaner in grocery stores</li> </ul>	
Medica Zenica	BiH	<ul style="list-style-type: none"> <li>- Tailor and seamstress</li> <li>- Upholsterer</li> <li>- Hairdresser and hairdressing assistant</li> <li>- Beautician, manicurist, cosmetician</li> </ul>	
PVPT	Kosovo <sup>13</sup>	<ul style="list-style-type: none"> <li>- Hairdresser at a beauty salon</li> <li>- Tailor</li> <li>- Call centre staff</li> <li>- Salesperson in retail stores</li> <li>- Bakery staff</li> </ul>	<ul style="list-style-type: none"> <li>- Cleaner in government building</li> </ul>
Open gate	Macedonia	<ul style="list-style-type: none"> <li>- Textile factory worker</li> <li>- Office staff at accounting office</li> <li>- Photocopy shop assistant</li> <li>- Staff at jewellery workshop</li> <li>- Cosmetician</li> <li>- Professional cleaner</li> <li>- Small textile factory worker</li> <li>- Baker</li> </ul>	
Adpare	Romania	<ul style="list-style-type: none"> <li>- Qualified restaurant and hotel staff – e.g. waiter, bartender, cleaning personnel, etc.</li> <li>- Hairdresser and beautician</li> <li>- Commercial salesperson</li> <li>- Call centre operator</li> </ul>	
Atina	Serbia	<ul style="list-style-type: none"> <li>- Cleaner</li> <li>- Hairdresser and beautician</li> <li>- Salesperson in retail sector</li> <li>- Fruit picker</li> <li>- Kitchen assistant in restaurants</li> <li>- Bakery staff</li> <li>- Telephone operator</li> <li>- Babysitter</li> <li>- Waitress</li> </ul>	

<sup>12</sup> These are some examples of job placements facilitated by TVRP partners in the context of their reintegration work. The list is not exhaustive. In addition, not all TVRP partners work directly on job placement. For a complete list of TVRP partners and their specific area of work, please see Appendix 1.

<sup>13</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

### 3.1 Challenges and obstacles to successful job placement

Successful, sustainable and appropriate job placement involves overcoming a range of challenges and obstacles. Some stem from residual effects of trafficking (e.g. stress, anxiety, traumatisation, lack of trust) while others are linked to the individual trafficked person's situation and characteristics (e.g. their educational and professional capacities, lack of confidence). Still other challenges are attributable to the broader social and economic environment (e.g. limited job opportunities, preconceptions of employers). These are listed in box #1. Each of these challenges is discussed in more detail below.

#### **Box #1: Challenges and obstacles in successful job placement**

- *Stress, anxiety, trauma*
- *Insufficient education or professional skills to find a "good job"*
- *Lack of work experience inhibits job options*
- *Lack of confidence in one's own capacity*
- *Unrealistic expectations about work and salary*
- *Inadequate or unavailable vocational training opportunities*
- *Vocational training does not align with market realities*
- *Lack of resources to attend long-term training*
- *A focus on some forms of vocational training*
- *Unsuitable employment options*
- *Labour intensive process to find and follow job placements*
- *Issues in job retention*
- *Limited number of "good jobs"*
- *Few job options in many areas of origin*
- *Stigmatisation and discrimination*
- *Preconceptions and biases by employers*
- *Fear of being "outed" or asked too many questions*
- *Beneficiaries that are "hard to place"*
- *Curtailed freedom of movement upon returning home*
- *Practical barriers, such as childcare and transportation*
- *Risks and opportunities through re-migration*

Each of these challenges is discussed in more detail below.

- **Stress, anxiety, trauma.** Many trafficked persons suffer high levels of stress and anxiety, even traumatisation, as a result of their experience, which may influence their ability to function in a working environment or negatively impact relationships with co-workers and employers. Stress and anxiety typically abates over time, as the individual recovers and moves on with his/her life. For this reason, many service providers start job counselling and placement only in the transition (as opposed to crisis) phase.<sup>14</sup> However,

<sup>14</sup> Within the framework of the TVRP, the reintegration process is divided into three phases, over a three year period – phase 1, crisis intervention (0-3 months), phase 2, transition (4-12 months), and phase 3, re/integration/social inclusion (13-36 months). However, the number of months is a guideline and each TVRP organisation works according to different models, protocols and within different national and local contexts and according to each individual case and needs, which means the length of time in crisis, transition and re/integration may differ (Surtees 2009, 2010).

for many trafficked persons, in the absence of other resources or means of support, delaying their return to the labour market is not an option. They have personal economic needs (including, in some cases, debt) and a family to support. These individuals may face additional problems and stressors in the workplace, which translate into low levels of job retention during the early post-trafficking stage. In addition, some victims use their job as a coping strategy, to avoid dealing with the impact of trafficking. In some cases this led to over-work or burnout (e.g. refusing to take breaks, working extra hours) or to accepting problematic work environments (e.g. competitive or unhealthy relationships with work colleagues, unreasonable/abusive employer, forced to take on extra work and work longer hours, etc).

- **Insufficient education or professional skills to find a “good job”.**<sup>15</sup> Many available jobs are beyond the education or professional competencies of programme beneficiaries. It can be particularly challenging when trafficked persons lack literacy and numeracy skills or have only a few years of formal schooling. Governments do have a responsibility to provide universal education, particularly for children, and to take measure to avoid dropout and to support re-entry. It is also important to support vocational training, without undermining the right to pursue education and an enthusiasm for learning. This involves making connections between formal education and vocational training opportunities.

*“Irena”<sup>16</sup> was initially a store clerk in a grocery store but was quickly promoted to cashier because of her hard work and success in that position. However, she lacked the numeracy skills to balance her cash register accurately and was unable to retain this position.*

Education, both formal and informal and vocational training options, can meet these needs in the longer term. However, it is less helpful in the short term when trafficked persons need to work and earn income immediately. When beneficiaries lack motivation or do not see the value of education or training programmes, this limits their future employment options.

*“Larissa” not only lacked education and professional training but also motivation to complete vocational training. She was offered a range of options but was not interested in any of them. She also started and quit a number of training courses. As a consequence, the only job that she was able to find was as a cleaner, which was insecure and not well paid.*

- **Lack of work experience inhibits job options.** Many trafficked persons have only limited work experience (including in their intended field of work), making them less competitive in the labour market. That they have often been off the job market while trafficked means that even their past professional experience may be dated. Further, many employers balk at employing persons that appear to be long-term unemployed, which can be a challenge for trafficked persons who are unwilling to explain their absence from the job market (many trafficked persons do not reveal their experiences even to their closest family).

<sup>15</sup> What constitutes a “good job” is subjective and an assessment of a good job depends on a wide range of factors: the preferences and the expectations of the person, his/her abilities and competences, his/her physical and mental strengths, etc. For the purpose of this paper, a good job is one that offers the person a safe and comfortable working environment with good working hours, a livable salary and, ideally, social benefits. However, given the constrained economic environment in which TVRP partners work, it is also possible for someone to have a good job with only some of these conditions.

<sup>16</sup> All names and identifying information have been changed to protect the privacy and confidentiality of trafficked persons.



- **Lack of confidence in one's own capacity.** Many trafficked persons do not have confidence in their own abilities. Building self-confidence is often an important part of assisting trafficked persons to find suitable job placements. This means helping them to identify their skills and strengths in a professional setting and helping them feel secure in their capacities. This generally involves intensive, long-term counselling and monitoring and continuous encouragement.

*"Katja" suffered grave psychological problems as a result of trafficking and faced difficulty not only in coping with this but also in caring for her daughter. In addition, she lacked both the confidence and professional skills to find a suitable job. The organisation offered her a position working as an office assistant, which allowed the staff to work intensively with her to enhance her capacities and build her confidence. Over time, this led to "Katja" becoming a highly productive and successful employee.*

- **Unrealistic expectations about work and salary.** Some trafficked persons have unrealistic expectations about their job options. They may want a job that does not match their skills/education or expect an unrealistically high salary. Some also have unrealistic perceptions about the work they are expected to do and confused motivations. One beneficiary, for instance, wanted to work as a secretary because she saw this as a "clean job", not because she was interested in this type of work. This can lead to frustration and disappointment, which negatively impacts their ability to find and accept suitable job placements. Working with beneficiaries to identify realistic and viable employment options often takes time and intensive work, including longer term counseling.
- **Inadequate or unavailable vocational training opportunities.** Vocational training is a specialised field and should be undertaken by specialist agencies to ensure sufficient quality, a variety of options and appropriateness to the job market. Training opportunities may be offered through state or private programmes. However, state or NGO supported training programmes are not always offered on a timetable that meets trafficked persons' needs. Private training opportunities are often more flexible, available and responsive but most trafficked persons cannot afford the fees and even some agencies face difficulties in leveraging funds to pay for these programmes.
- **Vocational training does not align with market realities.** Available vocational training does not always line up with actual employment opportunities. An assessment of local labour market needs in the area where the individual will re/integrate should be part of any decision about vocational training. The training itself must be accredited and of a sufficient quality to ensure its utility in the job market. Further, vocational training is not an end in itself, but only one step towards job placement (or small business development). Market analysis can improve decisions about which vocational training to offer and how to design appropriate programmes. Such an analysis can also assist beneficiaries in deciding which training to undertake, based on the marketability of their skills. This will, in turn, increase employment opportunities. It is important that beneficiaries understand which employment routes best match their skills, aspirations, expected salary and resources as well as how training will translate into a post-training livelihood.
- **Lack of resources to attend long-term training.** Assisting agencies often need to provide financial support to trafficked persons while they are being trained. This is because beneficiaries are unable to work while training and yet generally remain fully or partially responsible for their families' economic wellbeing. Without this support, trafficked persons may be unable to enter or complete training. Training schemes that

work around existing work and family commitments are useful, insofar as not all trafficked persons have access to stipends while being trained. At a minimum, many organisations have found it necessary to cover the costs of travel and/or lodging for beneficiaries to attend training when commuting from outside the area. The time commitment involved for the beneficiary, however, must equally be considered given that many have dependents family members and often work both inside and outside the home.

- **A focus on some forms of vocational training.** Some forms of vocational training are more prevalent. For women and girls, this is generally sewing, knitting, weaving, hairdressing, cosmetics/beautician and jewellery-making. For men, this is commonly construction, carpentry, automobile/motorbike repair and farming. This can lead to a surplus of some skills sets and saturation in the supply of job seekers in those industries, making it difficult to find a job. Gender-specific training may also perpetuate gender stereotypes and may not fit with the aspirations and ambitions of beneficiaries, particularly those whose experiences abroad have changed their life and material expectations. However, it is equally important that beneficiaries can access skills they are interested in and many more are seemingly interested in traditional skills than alternative options. It is also worth considering when it may (or may not) be advisable for trafficked persons to choose a non-traditional form of employment when seeking to re/integrate into their communities. Highlighting their “difference” may complicate social inclusion. Certain types of work may also be more feasible in that they can be done from home, which minimises the high cost of business start up (including renting a business premise) and issues such as childcare. Some organisations are pursuing training in transferable skills – e.g. administrative work, accounting, typing, information technology (IT), service industry/hospitality, etc. – given that the demand for these skills is more broad based and often better paid.
- **Unsuitable employment options.** Some types of employment may be inappropriate for trafficked persons, depending on the nature of their exploitation and their current situation. Women who have been exploited in bars, nightclubs, casinos or massage parlours may not feel comfortable working in these environments. For some trafficked persons, it may be inappropriate to accept gendered work – e.g. for a female to accept traditionally male work or vice versa – as it may expose them to sexism and harassment, particularly if their trafficking experience is known. Still other jobs may involve high levels of stress and pressure, which can exacerbate existing anxieties.

*“Sladjana” found working in a telephone call centre to be an extremely stressful job, working without a clear job description, having to meet unrealistic targets and being forced to put in excessively long hours.*

In some cases, stress may be less a function of the job itself and more a result of workplace dynamics.

*“Ana” was working in a bakery but eventually left this position because she became extremely anxious about and unsettled by workplace gossip and interpersonal conflicts. As she explained, “They are not bad people but some of them gossip so I am afraid that they will talk about me. After my experience, I want peaceful relationships”.*

The appropriateness of a job placement varies from person to person.

*"Vera" was trained as a tailor during her re/integration support. She later found employment in a factory but was unable to keep the job because she was distressed by the loud noises in the factory. She suffered from headaches, lack of concentration, high levels of stress and allergies to dust in the workplace*

Moreover, some organisations may only promote certain types of safe and legal work due to their values, perceptions or ideological positions. But the only available (or well remunerated) jobs for some trafficked persons may be in the informal job sector or more hazardous forms of work.

- **Labour intensive process to find and follow job placements.** Suitable job placements are difficult to find in the Balkans; this is more pronounced among vulnerable groups like trafficked persons. Service providers invest a great deal of time and energy to find and negotiate suitable job placements for beneficiaries, drawing on personal contacts and advocating on beneficiaries' behalf. In addition, placements involve intensive work with beneficiaries – e.g. contacting multiple employers, supporting beneficiaries through practice interviews, debriefing after unsuccessful interviews or placements, counselling during employment when facing problems, finding multiple placements for beneficiaries unable to retain positions, etc. In most countries, the government employment agencies are not actively involved in finding job placements for trafficked persons. As such, organisations rely on their own personal contacts and networks in finding positions for beneficiaries, which is neither systematic nor sustainable in the long-term.
- **Issues in job retention.** Beyond finding jobs lies the challenge of keeping jobs. Retaining employment in the long-term can be complicated. Some trafficked persons find it difficult to adapt to their new work environment and may face interpersonal problems with co-workers or employers. Some may also be stressed by encounters with customers –e.g. some women have come into contact with former clients from when they were exploited in prostitution. This can be not only stressful but may lead to relapses and setbacks in recovery.

*"Lara" was trained as a baker and was initially satisfied with her position at a local bakery. Over time, however, she was not able to cope with co-workers and complained also about the employer. Her position was eventually terminated.*

*"Biljana" found a job in a café after leaving the shelter. She worked there as a waitress, serving customers. The café was largely frequented by men, which made her uncomfortable. After a short period, she left this job as a result of her discomfort.*

Many beneficiaries require multiple placements and ongoing counselling in order to stabilise their employment prospects. There is a correlation between on-going counselling and high job retention. Job retention also tends to be higher at later stages of the individual's post-trafficking life, although this differs from case to case.

Leaving one's job may also be a positive signal of empowerment and confidence. Keeping the first job isn't always an indication of success, especially when it is unpleasant and/or underpaid work. Leaving a job to pursue better opportunities, thus, may be a positive outcome and desirable expression of self-determination and empowerment and confidence.

*"Karina" worked at a call centre as an operator for some time but faced problems in the workplace. As a result of increased confidence in her professional skills she left this job and accepted work in a more professional company with better staff treatment.*

- **Limited number of "good jobs".<sup>17</sup>** Job opportunities available to trafficked persons are not always "good jobs" – i.e. those with a safe working environment, good working hours, liveable salaries, social benefits and so on. Low salaries and lack of health and social benefits is a universal concern for re/integration organisations; often jobs do not assure a reasonable salary or benefits. In part, poor remuneration is due to trafficked persons' low education, lack of vocational skills or inadequate work experience. In the longer term, this can be addressed through vocational training, on the job learning, education programmes and work experience. In other cases, difficulty in finding a job with a liveable wage is a function of the generally weak economic situation in the Balkan region. Jobs are generally scarce and much work is "informal" (i.e. without assured contracts, job security, health and other social benefits and so on).

Some trafficked persons have been sexually or verbally harassed by employers who were intended to provide a positive job placement. In at least one instance, a woman who had been trafficked into prostitution was asked by her employer to have sexual relations with him. Others have been forced to accept work hours and conditions that they cannot reconcile with their family situation and responsibilities. This is particularly challenging for single mothers who lack access to day care for evening shifts or weekend work.

*"Maria" moved to the capital city after having a lot of conflict with her family in her home village. As a single mother of a five year old daughter, she was unable to find work that was compatible with her daughter's kindergarten schedule. Eventually she was forced to send her daughter to live with her parents.*

Some others, in their post-trafficking job placements, worked in unsafe and unhealthy work environments.

*"Tatiana" found work in a textile factory but became ill and developed allergies as a result of the dusty work environment.*

- **Few job options in many areas of origin.** Job opportunities are constrained in many rural areas or smaller towns, where trafficked persons typically re/integrate. Some jobs require travelling to another town or community, which may pose obstacles in terms of safety, cost and social acceptance. While it may be possible to find better jobs in urban centres, it is difficult to find affordable and safe housing and there are generally no options for state subsidised housing. While some NGOs offer temporarily subsidised apartments or semi-independent living options, they cannot absorb the costs of accommodation in the long-term. Moving to a city may also be unfeasible because of family responsibilities. For some beneficiaries, the best economic option may be to provide skills and opportunities that allow them to work from home.

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<sup>17</sup> Please see footnote #6 for a discussion of what constitutes a "good job".

- **Stigmatisation and discrimination.** Trafficked persons may face stigma and discrimination – e.g. because of their trafficking (generally associated with prostitution), their failed migration or because they were marginalised before trafficking (e.g. because of family, ethnicity, etc). This stigma and discrimination may translate into an inability to find work options in their home communities or to problems at work with colleagues and/or employers.

*"Milena" was trafficked for prostitution by her fiancée. When she returned home she reported her trafficker to the police and, as a result, her trafficking experience became known in the community. Neighbours and friends discriminated against her, calling her a prostitute. She was assisted by an organisation with vocational training and a range of other services but found it impossible to find work in her community in spite of her skills and qualifications because no one would hire "a prostitute".*

In addition, some beneficiaries had to cope with fear of disclosure, which could lead to stigmatisation and discrimination.

*"Marijana" was trafficked abroad for prostitution and has since returned home. She has a good position in a local company. However, as she explained, she faced difficulties in relationships because she was afraid of stigma:*

*"Some of my colleagues were very curious; they asked me so many questions. I didn't disclose my past experience but I'm afraid that some of them recognised me and they talked to employer. [My country] is a small place. People can recognise you easily and judge you..."*

- **Preconceptions and biases by employers.** Some employers are reluctant to hire vulnerable persons, including (and sometimes especially) trafficked persons, because of their own biases and preconceptions about this category of persons, including that they do not have the professional competencies or the personal attributes that they desire in their employees. In some cases, trafficked persons faced stigma and discrimination by employers who were aware of their trafficking experience and saw them as "prostitutes" or failed migrants.

*"Jasmina" began working in a tailoring store and was good at her job. She befriended one of her colleagues who she eventually told about her trafficking experience. Her friend then told her story directly to the employer who immediately fired her, saying: "We can't have a prostitute working here".*

In other cases, employers declined to employ formerly trafficked persons because they perceived them as unreliable or unsatisfactory employees and feared that they would negatively influence other employees. Some employers also feared encountering traffickers if they hired a formerly trafficked person. In addition, some trafficked persons belonged to groups that were already marginalised and suffered bias and

discrimination in the workforce. A number of re/integration organisations found it particularly difficult to find suitable job placements for Roma beneficiaries. Other marginalised groups included youth and the poor.

- **Fear of being “outed” or asked too many questions.** Some beneficiaries can find the intimacy of work relationships invasive and nerve wracking insofar as knowing someone well may lead to their learning that s/he had been trafficked. Many trafficked persons described being nervous about relations and interactions with work colleagues and employers for this reason.

*“Albana” is employed in a good position in a local company. She explained how she chooses not to have relationships with colleagues because of the risks involved: “I try not to make close friends so as not to tell them [about trafficking]. For me it’s a big trauma and I try to avoid speaking to anyone about it ... At work I have very good relations with everyone. My boss respects me and my colleagues respect me to. I am never late for work. Whenever they ask, I can work. But they don’t know about this experience”.*<sup>18</sup>

*“Diana” found a job in the capital but ended up quitting because her colleagues asked her “so many questions”. While she had developed a cover story – i.e. that she was from other city and rented a flat in the capital – she was nonetheless fearful of what these personal questions and connections would eventually reveal.*

That being said, other beneficiaries had very positive experiences with colleagues and were able to foster friendships in their working environment.

*“Hera” was one of the best employees in her workplace and made many friends amongst those she worked with. She felt comfortable with her work colleagues. When she got married and had a child, s her work colleagues brought gifts and supported her.*

- **Beneficiaries that are “hard to place”.** Some beneficiaries have characteristics that make finding suitable job placements very difficult – e.g. persons with mental or physical disabilities or with mental illness. They are unable to work in regular positions and there are very few opportunities for protected workspaces. Beneficiaries with on-going problems – e.g. mental health issues, chronic health problems, trauma and the like – may be more likely to require sick leave or to work below optimal capacity, making them less desirable in an already competitive job market.

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<sup>18</sup> Interview conducted by author in context of research on reintegration in Moldova in 2009. See also Brunovskis and Surtees 2012b.

*"Aida" has mental health issues and is unable to work eight hours per day. It was not possible to find her a suitable part time position. Even when a more flexible work schedule was set by her employer, she was often unable to cope.*

*"Edita" suffers from severe kidney problems and a weak immune system. This condition makes some forms of employment – e.g. in a hair salon – unviable for her.*

- **Curtailed freedom of movement upon returning home.** For persons who continue to face security threats, resuming a normal life and regular employment is a significant challenge. They may be unable to move freely for fear of meeting the trafficker or because of on-going court cases. Some stay in high-risk shelters for some time as a result of these security issues, limiting employment and training options. Some victims and their families may fear encountering their traffickers in their home community and, as a result, curtail movement. In some cases, victims' families have also limited the movements of family members after returning home, as a means of protecting them from further problems.
- **Practical barriers, such as childcare and transportation.** Some beneficiaries face practical barriers in being able to accept and continue with a job. Beneficiaries with dependent family members – particularly small children – often face difficulty in balancing work with these responsibilities. Access to childcare programmes is not assured in most countries; even less common are childcare options for persons working irregular hours or overnight shift work. For others, barriers may be the cost or lack of transportation between the work place and home. Shift work can also involve traveling at potentially unsafe times (i.e. very late at night).
- **Risks and opportunities through re-migration.** The process of supporting job placement often involves developing labour market skills that may, in some cases, lead to job opportunities abroad. For some trafficked persons, re-migration is their goal. This requires supporting the possibility of safe migration when pursuing professional skills development and job placements abroad. When job placements abroad are safe, healthy and constructive, they can be an important social and economic opportunity for formerly trafficked persons. That being said, in some re/integration programmes, an implicit condition of being assisted is that beneficiaries not re-migrate.

### 3.2 Strategies and technique for successful job placements

In light of the challenges outlined above, re/integration organisations have developed a range of strategies to mitigate these and ensure successful job placements. See box #2 (below). While some techniques are common throughout the TVRP, others have had mixed results, depending on the specific context and circumstances.

#### **Box #2: Strategies and techniques for successful job placement**

- *Assessment of labour market and realistic job opportunities*
- *Skills development and vocational training*
- *Job counseling and preparation*
- *Increased involvement of state employment agencies in job placement*
- *Work readiness programmes*
- *Long-term, transparent, realistic employment plan*
- *Long-term and intensive case counseling and follow-up*
- *Employment mediation*
- *Sensitisation of employers about trafficking victims*
- *Engagement with the private sector*
- *Wage subsidies and stipends as incentives*
- *Apprenticeships and on-the job training*
- *Affirmative action employment policies*
- *Options for work in the state/public sector*
- *Delayed job placement to later stages of assistance/reintegration*
- *Non-identifying assistance*
- *Strategic partnerships with organisations focused on vocational training and job placement*
- *Database of vacancies for vulnerable persons*

- **Assessment of labour market and realistic job opportunities.** To increase the likelihood of successful job placements, it is important to assess the overall labour market, including appropriate and safe work opportunities in a wide range of fields. Understanding labour market trends, especially those affecting the target group, is crucial in directing beneficiaries to appropriate training opportunities and suitable employment. Service providers generally do not have the resources to conduct regular labour market assessments and instead use professional contacts – e.g. with the private sector, employment centres, individual employers – to access information and identify opportunities for beneficiaries.

Beyond a macro-level assessment, it is also necessary to consider options within an individual beneficiary's community, as these can differ quite substantially from location to location. One organisation works closely with state regional employment centres, where employment counsellors advise beneficiaries. Counsellors conduct a job market assessment and facilitate training and job placements. They also follow the individual through the re/integration process, in cooperation with the re/integration agency, allowing for multi-disciplinary collaboration. A key aspect of this follow-up is that the agency does not "out" the individual as a trafficking victim to other persons including family, employers and colleagues.



- **Skills development and vocational training.** Beneficiaries often lack the professional skills needed to work in their field of choice or require “top-up” training to augment their skills after being out of the job market while trafficked (and sometimes before that). This training is most effective if it is practical, aiming to increase the likelihood of finding (and keeping) appropriate employment. Skills development should include as much formal, state-endorsed certification as possible, including training provided or funded by the state. It should also be in line with labour market needs, which needs to be regularly (re)assessed in the context of each individual beneficiary. Another option is on-the-job training opportunities, where available.<sup>19</sup> Some vocational training options are provided by the state, generally in connection with national employment agencies. In some cases, trafficked persons (as a category of vulnerable persons) are considered a priority group to receive this training
- **Job counseling and preparation.** Beneficiaries need a range of skills to successfully access the job market. Service providers support job seeking by, for example, training beneficiaries in how to write a CV, answer interview questions (often through role plays), dress and behave in an interview, register with employment services, negotiate salaries, assess whether a job is suitable (i.e. “good”, “safe”, “legal”). Service providers also work with beneficiaries in understanding employees rights and work responsibilities as well as how to deal with problems that they may face in the workplace (e.g. conflict with colleagues, the boss, work pressures). Other skills that are important as part of the economic empowerment process include opening a bank account, paying taxes, obtaining documents for legal employment, accessing work benefits and childcare, etc.
- **Increased involvement of state employment agencies in job placement.** An important development in the Balkans has been the involvement of state employment agencies in securing jobs for trafficked persons. Some state employment agencies have specific programmes for promoting the employment of vulnerable persons, including trafficking victims. While these do have some constraints – not least that trafficked persons may not be willing to identify themselves as trafficked – they have, in some situations, afforded job opportunities to trafficked persons and can be a valuable resource for future placements.
- **Work readiness programmes.** Trafficked persons also benefit from skills, which support their readiness to enter the job market and retain positions. General skills that augment “employability” of beneficiaries include:
  - “employability skills” (e.g. teamwork, communication, planning and organising, initiative, motivation, problem solving, decision making);
  - “life skills” (e.g. budgeting, opening a bank account, setting up a regular savings plan/schedule, paying taxes); and
  - interpersonal skills and personal development (e.g. human rights, gender relationships, health and personal safety, domestic violence)
- **Long-term, transparent, realistic employment plan.** Job placement involves, together with beneficiaries, the development of a long-term and realistic employment plan. Goals must be realistic and beneficiaries must clearly understand what is possible in terms of their long-term employment. They must also understand what they must do in the short term to achieve their long-term goal (e.g. vocational training, language class, etc.). This often takes time and involves regular, on-going contact with beneficiaries. It also

<sup>19</sup> When a trafficked person is integrating in a new country, this will also include gaining adequate language skills to function in the workplace as well as the necessary documents and certifications for employment.

requires that beneficiaries have full and realistic information about employment options so that they can consider their options and decide for themselves.

- **Long-term and intensive case counseling and follow-up.** On-going assistance is needed by most beneficiaries – initially to develop a long-term plan, during any training that is needed, while job seeking and even after a job has started. Training and initial placement is seldom sufficient support for this target group. Typically beneficiaries face problems and issues in the context of their employment, which, without support, may lead them to leave the position.

*One assistance organisation explained their role in counseling and case follow-up after job placement in this way:*

*"It is important to have contact... to be available to talk about job all of the time. Because at the start their head is exploding, full of new information. And maybe they have problems with boss or colleagues, they don't know how to behave, how to talk to others. It is important to coach them through these issues, especially in the beginning but also in the long-term. Because if you stop this, they will quit the job very quickly".*

Job retention is significantly enhanced when beneficiaries communicate with service providers about workplace problems. Tension with co-workers, problems with the employer, difficulties in communicating in the work environment or problems in handling work stress can all pose serious problems for beneficiaries. Another strategy is group discussions led by beneficiaries who are already working<sup>20</sup> successfully, to discuss the challenges, fears, and frustration that they have faced and how they managed them.

- **Employment mediation.** Given that so many trafficked persons lack work experience or have been out of the job market for some time, they often need guidance and support in initially navigating the labour force. Service providers play an important role in this phase, serving as a "go-between" with employers and employment agencies. This is generally in terms of the initial job search and placement and possibly also in the initial stages of employment. This is a short-term measure, though. In the long-term, beneficiaries must acquire the skills to mediate their work environment independently. In cases where mediation is not required, it should not be included as this may undermine the self-sufficiency of beneficiaries.
- **Sensitisation of employers about trafficking victims.** Because some employers have preconceptions about employing vulnerable persons (including trafficked persons), it is often necessary to sensitise employers and encourage them to hire from this group. It may also be necessary to prepare the employer for potential problems that may arise in the work setting as well as how these can be handled. What is involved in this sensitisation process differs from organisation to organisation and also case to case. Some TVRP partners have, in the past, told employers about the individual's trafficking experience in an effort to explain their needs and behaviours.

<sup>20</sup> This is also noted in the context of Hagar Cambodia's Pathways programme which focuses on vocational training and job placement. Staff were heavily involved in helping beneficiaries to find a job (Hagar 2010).

*One beauty salon owner expressed a commitment to helping trafficked persons after being educated by one reintegration organisation, explaining her motivation as follows:*

*"The shocking story that you told during the informative session, about the 17-year-old girl, victim of trafficking, made me see beyond her story. What will happen to her onwards? ... Who will support her if the family doesn't? I would like very much to give my contribution and help these girls who, through no fault of their own, have fallen prey to traffickers".*

*This employer offered free training to two beneficiaries and then employed them in her store. One has since gone on to set up her own beauty salon.*

However, this approach has not always been successful. Many organisations have abandoned this tactic, finding that it contributed to stigmatisation and even exploitation in the workplace by both colleagues and employers. One TVRP organisation has, over time, concluded that for their beneficiaries it is preferable, when possible, to avoid placing trafficking victims through special programmes for disadvantaged groups given that being seen as "disadvantaged" leads to stigma.

*One Belgian organisation that works on job placement with vulnerable groups maintains that rather than appealing to the compassion of the employer, it is more strategic to focus on the qualities of the individual (e.g. that they are hard working, flexible, loyal, honest, etc.). This has also proven to be a more positive approach for the trafficked person, not least because it allows them to put the trafficking experience behind them in this new environment.*

Some organisations have found that employers did not keep information about the trafficking experience confidential, constituting a serious ethical breach and putting the employee in an awkward and potentially dangerous situation.

- **Engagement with the private sector.** Most current engagement by the private sector in employing trafficked persons is a result of personal contacts and extensive lobbying by NGOs. Further engagement with the private sector would be very advantageous, including structured cooperation – with employer's organisations, business associations, local chambers of commerce and the like – to promote and implement affirmative action measures designed to assist trafficked persons.

*In Belgium the project Instant A worked to build cooperation between the private and public sectors. Partners in this project included an NGO, a commercial employment agencies and the public employment service in Flanders.*

*As the project's manager explained, there are some key conditions for this partnership between private and non-profit sectors including:*

- recognition of the competences of each partner and vice versa;*
- trust in the professional and complimentary competences and skills of the partner;*
- a (written and signed) comprehensive agreement, that describes the partnerships and the responsibilities of each partner involved;*
- a minimum term of engagement; and*
- long-term engagement of the participating government.*

Corporate social responsibility (CSR)<sup>21</sup> is worth exploring in the Balkan context, particularly in terms of how this might translate into employment options for trafficked persons and/or funding for programmes that support their employment. At present, CSR remains the domain of larger corporations and businesses because smaller businesses generally lack the staff, resources, time and (often also) the skills to develop it, unless it is subsidised.

- **Wage subsidies and stipends as incentives.** Wage subsidies and stipends offered by the NGO can create an incentive for employers to employ trafficked persons. This has typically entailed covering the beneficiary's salary (or a portion thereof) for a set period of time, with the agreement that the employer assumes these costs in the longer term. Financial incentives are generally only successful when linked with working condition agreements, a limited period of support and an additional contract following the subsidised period. Some TVRP organisations reported problems with employers who did not hire the individual after the subsidy finished, in spite of satisfactory work performance and a prior agreement to do so. Some organisations nevertheless continue with this practice, as it is sometimes the only means by which beneficiaries can gain work experience. Other organisations have suspended this approach due to lack of funds. State employment agencies generally do not offer this option.

An alternative approach used by one organisation was to hire beneficiaries themselves who were difficult to employ externally. One beneficiary had a small child and the other had mental health issues. The former worked a storekeeper selling items and handicrafts made by beneficiaries; the other as a cleaner. Wages were set in accordance with national salary standards and they received social and health insurance. Such an approach has limited scope, although it could be expanded within the framework of social enterprises.

- **Apprenticeships and on-the-job training.** This approach offers on-the-job learning for trafficked persons in their desired field of work. Some employers prefer on-the-job training as it ensures that the individual has the precise skills needed for their work environment. Apprenticeships are of particular importance when beneficiaries lack work experience (e.g. younger trafficking victims who have never been in the workforce), have been out of the job market for some time (e.g. women who raised children and worked within the

<sup>21</sup> CSR is a form of corporate self regulation integrated into a business model. CSR policy functions as a built-in, self-regulating mechanism whereby businesses monitors and ensures its active compliance with the spirit of the law, ethical standards, and international norms. The goal of CSR is to embrace responsibility for the company's actions and encourage a positive impact through its activities on the environment, consumers, employees, communities, stakeholders and all other members of the public sphere. For more detail, please see: [http://en.wikipedia.org/wiki/Corporate\\_social\\_responsibility](http://en.wikipedia.org/wiki/Corporate_social_responsibility)

home) or do not have experience in a new field of work. In addition to practical experience, beneficiaries also receive a salary, which may be a crucial condition. Many trafficked persons must support their families, making on-the-job training the only viable training option. Salaries or stipends may come from employers running apprenticeship programmes, from service providers that initially pay stipends on the condition that the beneficiary is hired afterwards or from government-supported apprenticeship programmes, which typically subsidise a portion of the salary for a set time.

- **Affirmative action employment policies.** These policies prioritise the employment of vulnerable groups and, in many countries, trafficked persons are considered one such group. However, while such policies often do exist, they are not monitored and enforced nor are state employees penalised if they do not fulfill the policy. Trafficked persons also rarely identify themselves as “trafficked” to national employment centres or employers. Fear of stigma and discrimination is a key factor in this decision. Nor do all trafficked persons recognise their experience as “trafficking” (viewing it instead as “bad luck”, “prostitution” or “failed migration”), leaving some unaware that they are entitled to assistance.
- **Options for work in the state/public sector.** Public employment opportunities would, in many ways, be well suited to trafficked persons. The public sector generally affords greater protection than the private sector, including medical and social insurance as well as job security. While this avenue has been tested by some service providers in the Balkans, it is seldom successful. Even the most vulnerable trafficked persons, including single mothers with small children, have had difficulty finding public sector employment

*One NGO in the Balkans that found job placements for some beneficiaries in a municipal gardening programme for vulnerable persons. Another NGO placed one beneficiary in a government department as a cleaner. However, this was only possible with the intervention and support of AT authorities within the state structure. Moreover, in the latter example, the NGO paid the salary for the first four months, with the government responsible for the subsequent six months. The NGO is counting on the government office to continue her employment beyond this period.*

- **Delayed job placement to later stages of assistance/reintegration.** When possible, many organisations focus on crisis intervention in the initial stages after trafficking (e.g. attaining mental and physical well-being) and delay economic empowerment activities until later in recovery. Nonetheless, even at early stages of assistance, future economic issues are a consideration, with NGOs undertaking activities aimed at improving economic empowerment skills – e.g. budget management, independent living skills, etc.
- **Non-identifying assistance.** Trafficked persons attend vocational training and on-the-job training programmes that target a range of different persons, not limited to fellow trafficking victims. This mainstreaming of training and job placement is important, given the potential for stigma and discrimination against trafficked persons
- **Strategic partnerships with organisations focused on vocational training and job placement.** Some organisations have collaborated with other agencies and institutions (NGOs and GOs) that specialise in the field of training and employment. They refer beneficiaries to these organisations, which then offer relevant training and counselling as well as job options. This is an important strategy in terms of professionalism and sustainability, as many reintegration organisations do not have the in-house expertise or resources to undertake this work themselves.

- **Database of vacancies for vulnerable persons.** A database of vacancies for disadvantaged/vulnerable persons, including trafficking victims, can be helpful in locating appropriate placements. Such tools can be developed and updated by state employment services and shared among those groups working with the target population.

*In Romania a national database of vacancies exists and is managed by the National Job Placement Agency. While it is a general database, there are specific projects that target employment of vulnerable categories. In 2010, this included ethnic minorities, persons with disabilities, youth who were previously in institutions, former convicts, foreign nationals and trafficking victims.*

*In Flemish Belgium, there is a database of vacancies for vulnerable persons. The association of employers established a (subsidised) NGO that purchases vacancies and offers them on a closed website to privileged partners who work with vulnerable groups ([www.jobkanaal.be](http://www.jobkanaal.be)). There is a commitment that the jobs offered will be at least a few weeks and reserved only for these privileged organisations and their target group.*

Alternatively, or at least in the interim if the state has not assumed this role, NGOs (possibly in partnership with private sector actors) can initiate such a database, sharing the information amongst similarly focused NGOs and stakeholders.

## 4. MICRO BUSINESSES

A micro business (or micro enterprise) is a type of small business, generally registered, having five or fewer employees and requiring limited seed capital. The term connotes different entities or sectors, depending on the country, but generally speaking:

- in *developed* countries, micro businesses comprise the smallest end (by size) of the small business sector, whereas
- in *developing* countries, micro businesses make up the vast majority of the small business sector – in some respects, the result of a relative lack of formal sector jobs.<sup>22</sup>

In the Balkans, reintegration organisations make another important distinction – between businesses that involve opening a shop front (e.g. a beauty salon in a public space) with employees versus businesses that are run from the home environment (e.g. laundry, tailor), which generally have no employees except family members assisting when/if needed.

The micro business approach affords many opportunities, not least in terms of ensuring a safe work environment, allowing beneficiaries to combine work with domestic responsibilities, providing options to work from home, improving the family's economic situation, improving the beneficiary's status with the family and contributing to the beneficiary's empowerment. Where a micro business is a viable option it can be extremely worthwhile, although there are a range of steps to overcome and skills for prospective entrepreneurs to acquire before the business can be successful.

However, the micro business option is not suitable for all beneficiaries and careful consideration is needed as to which persons make suitable candidates. Failure in such a venture can have a negative impact on the individual – psychologically, socially and economically – and, thus, careful assessment is needed as to when this option is (and is not) viable or appropriate.

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<sup>22</sup> Definition adapted from: <http://en.wikipedia.org/wiki/Micro-enterprise>

**Table #2: Some examples of micro businesses supported by TVRP partners<sup>23 24</sup>**

Organisation	Country	Types of micro businesses established
Different and Equal (D&E)	Albania	<ul style="list-style-type: none"> <li>- Hairdressing salon</li> <li>- Clothes boutique</li> <li>- Tailor shop</li> <li>- Second hand clothes store</li> <li>- Graphic design studio</li> <li>- Bakery</li> <li>- Retail shop</li> </ul>
Tjeter Vision	Albania	<ul style="list-style-type: none"> <li>- Tailor shop</li> <li>- Hairdressing salon</li> <li>- Dairy</li> <li>- Greenhouse</li> </ul>
Vatra	Albania	<ul style="list-style-type: none"> <li>- Tailor shop</li> <li>- Hairdressing salon</li> <li>- Second hand clothes stores</li> <li>- Beauty salon (e.g. manicure, pedicure, cosmetics)</li> </ul>
Medica Zenica	BiH	<ul style="list-style-type: none"> <li>- Tailor shop</li> <li>- Upholstery store</li> <li>- Textile print shop</li> <li>- Hairdressing salon</li> <li>- Beauty salon (e.g. manicure, pedicure, cosmetics)</li> </ul>
PVPT	Kosovo <sup>25</sup>	<ul style="list-style-type: none"> <li>- Beauty salon</li> <li>- Tailor shop</li> <li>- Laundry and ironing business</li> </ul>
Adpare	Romania	<ul style="list-style-type: none"> <li>- Grocery store</li> <li>- Hairdresser salon</li> <li>- Beauty salon (e.g. manicure, cosmetics)</li> <li>- Handicraft store</li> <li>- Tailor shop</li> </ul>
Atina	Serbia	<ul style="list-style-type: none"> <li>- Retail shop</li> </ul>

<sup>23</sup> These are some examples of micro businesses facilitated by TVRP partners in the context of their reintegration work. The list is not exhaustive. In addition, not all TVRP partners work directly on micro businesses. For a complete list of TVRP partners and their specific area of work, please see Appendix 1.

<sup>24</sup> In Ukraine, small business started by trafficked persons included: photocopy outlet, fitness, laundry, making jersey clothes, repair of medical equipment, woodworks shop, rabbit breeding, making ad stickers on T-shirts, interior design (Kozlova 2006: 57).

<sup>25</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.



## 4.1 Challenges and obstacles to successful micro-business development

Establishing micro businesses is a difficult undertaking in the best of circumstances. Business ventures may be particularly challenging for trafficked persons, for a range of reasons, as outlined in box #3. Each of these challenges is discussed in more detail below.

### **Box #3: Challenges and obstacles in micro business development**

- *Stress, anxiety, trauma*
- *Lack professional skills to run the business*
- *No access to grants or loans*
- *Negative psychological, social and economic impact of a failed business*
- *Unconducive legal framework for operating a micro business*
- *Prohibitively high business taxes*
- *Stigmatisation and discrimination results in failed business*
- *Difficulties balancing business and family responsibilities*
- *Family tensions*
- *Reliance on family members*
- *Long-term sustainability of the business not assured*

- **Stress, anxiety, trauma.** Many trafficked persons have high levels of stress and anxiety as a consequence of trafficking. Others are deeply traumatised, requiring a long period of time to recover from their experience. While counselling and psychological support can be helpful in managing these problems, it is not always readily available. Being traumatised, stressed or anxious may influence beneficiaries' ability to succeed economically in any situation. This is all the more significant when establishing a business, as success or failure rests almost entirely with the individual.

- **Lack professional skills to run the business.** Not all trafficked persons have the ability to run a successful and sustainable business, even when provided with the relevant resources and training. Many service providers assist trafficked persons with low educational achievement, including low levels of literacy and numeracy, which are essential skills in running a business. Even those with higher levels of education or business competency may not have the full skill set (e.g. marketing, public relations, etc.) required to run a successful business. Because beneficiaries often run the business alone, this weakness can be fatal to the enterprise. High levels of competition in the industry can further exacerbate this weakness.

Tied intimately with this is the lack of training and resources available for improving one's business – e.g. management skills, budgeting, auditing, legal issues and the like. Where opportunities do exist they are often restricted to certain categories of person. In one country, business opportunities tended to target women or entrepreneurs under 25 years of age, which meant beneficiaries outside of these criteria did not have access to this support.

*"Ekaterina" was assisted to set up her business, a stall in the local market. She received a grant, business training and counselling and support to manage the administrative and legal tasks involved. However, she faced many problems including having to bribe the market authorities to get a stall, price fluctuations which decreased the value of her goods and the generally poor economic situation in the country. Also, her income was irregular, which meant she was unable to pay taxes. As a result, she ended up with a debt of 1000Euros and a failed business.*

- **No access to grants or loans.** Even when trafficked persons have the capacity to run a small business, they often lack the requisite resources, whether a loan or a grant to initiate, maintain or expand the business. Beneficiaries rarely have collateral to access loans from a banking institution, nor the resources to pay the prohibitively high interest rates of informal moneylenders. Access to grants is equally rare and trafficked persons may not be knowledgeable about where these funds can be accessed.

*"Jasna" was successfully managing her own beauty salon but faced a crisis after a short period of time because of the combination of high taxes, low earnings, rent and heating expenses during the winter season. She was able to access some business support and subsidies through the re/integration organisation, which allowed her to overcome the temporary crisis. She has now been running her business successfully for three years.*

- **Negative psychological, social and economic impact of a failed business.** Failure in a micro business may have serious social and psychological effects on trafficked persons. At a personal level, it may result in lowered self-confidence, depression, anxiety about the future, and so on. There may also be negative effects on the individual's social environment – such as disappointment or resentment of family members, anxiety over finances, disapproval over not having succeeded, etc. When the failed business has economic implications – such as a loan that cannot be repaid or lack of income to support the family – trafficked persons may be exposed to further vulnerability. In some cases, this may lead to highly risky behaviours intended to address these economic problems.
- **Unconducive legal framework for operating a micro business.** Some Balkan countries have complicated and costly legal procedures surrounding micro business – e.g. high business registration fees, complicated regulations, etc. Failure to conform to this legal framework carries prohibitive sanctions, including heavy fines that far exceed any profits that can be earned. This has led some organisations to suspend their work in micro business development. Alternatively, some countries may have an inadequate legal framework for the operation of micro businesses, which undermines the viability of this approach.
- **Prohibitively high business taxes.** In some countries, taxation levels for businesses, including micro businesses, are prohibitively high. One organisation faced problems when the state established a new tax code in an effort to generate funds for the state budget. These taxes were tailored towards large, successful businesses and, unsurprisingly, the impact on micro-business was serious and debilitating. When faced with high taxation, many beneficiaries were unable to earn enough profit to pay their own salaries, rendering the business unviable. One organisation negotiated an agreement with select municipalities and communes, which aimed to ease the tax burden on trafficked persons running a micro business. The agreement allowed for a three month "trial period" during which taxes were waived, a waiver that can be extended up to one year, to enable businesses to become profitable and stable enough to make full tax payments.

- **Stigmatisation and discrimination results in failed business.** Trafficked persons often face stigma and discrimination upon their return home. This may not only be about their trafficking experience; discrimination can also result from having failed at migration or because they were marginalised before trafficking. Discriminatory attitudes can inhibit business success. Businesses have failed when community members have refused to frequent the business of a “prostitute” or refused to pay bills for goods taken on credit.

*“Emilja” originated from a small town and was deeply concerned that people within the community knew what had happened to her and, as a result, would not frequent her business. She felt discriminated against and doubted she could succeed at business. She opted to open her business in a nearby town where others did not know about her experience. This she felt enabled her to have a level playing field with other businesses.*

*“Nina” returned home after trafficking to be warmly welcome by her family. She had been trained as a hairdresser and given the resources to set up a small hairdressing shop. Immediately upon opening her shop she faced severe stigma and discrimination from people in the community who saw her as a prostitute and did not frequent her shop. Some were also jealous that she had received this support. She tried different things to make the business work – e.g. selling cosmetics in the shop – but nothing changed the community’s attitude and behaviour toward her. The business was unviable in this community. She eventually closed her shop and left her community to live with relatives elsewhere.*

- **Difficulties balancing business and family responsibilities.** Starting up and managing a successful business is a significant undertaking. One of the many challenges faced is how to balance this undertaking with family responsibilities. This is can be especially difficult when victims have dependent family members or in the case of single parent families.<sup>26</sup>

*“Zena” was very successful in managing her hair dressing shop but decided to close the shop after the delivery of the second child because her mother-in-law was able to care only for her first child, not the second, leaving her without any day care options.*

*“Arjana” is a single mother and responsible also for her elderly, ailing parents. It was not possible to find a suitable job placement that could be coordinated with her family responsibilities. Setting up her own business was the only real option for her economically in balancing work and family. She was supported by the re/integration organisation to run a small business from home as a means of reconciling her economic and care needs.*

- **Family tensions.** Family tension can result when trafficked persons receive assistance that other family members wish to have. This may be particularly an issue when women are assisted while their male family members (commonly seen as the household head and main income earner) are unable to find suitable economic opportunities. Such tensions may inhibit the beneficiary’s possibility to succeed in business. In

<sup>26</sup> See: Kozlova 2006: 59.

addition, in many cases, family relations are complex and negatively charged. Family members may feel angry, disappointed or embarrassed about the victim's failed migration, particularly in countries where migration is normative and "success stories" prolific. At the same time, victims may feel misunderstood by their family upon return, that they are not receiving support or reassurance and are being blamed for trafficking.<sup>27</sup> Even in the best of family circumstances, the stress and pressure involved in trying to set up and run a successful business has the potential to create (or increase) tensions and stress within the family.

- **Reliance on family members.** Many businesses are family run, with family members as staff. While this can positively impact the family as a whole, it requires that family members are well-suited to the work, have the requisite skills and can contribute to the business. Some trafficked persons have faced problems in their business when depending on family members who have not met this criteria. When there are tensions within the family, as discussed above, the involvement of family members in the business can be further complicated.

*"Anita" set up a second hand clothing business that was initially successful due to her skills as well as her contacts/network within her community and surrounding villages. One element of her business was to travel to different markets in the sidecar of her husband's motorbike. However, her husband was an alcoholic and often either drunk or hung over when she needed his help. This significantly inhibited the success and viability of her business. Domestic violence was an additional issue – he regularly and severely abused her – and, ultimately, the business failed.*

*"Senka" was pressured by her brother to sell business assets she received from the re/integration organisation, intended to help her start her own business. She required the intervention of the organisation to withstand this pressure; family mediation was an integral part of this approach.*

That being said, other victims have benefitted from the involvement of family members in their business – i.e. helping them in business decisions, being available during times of ill health, etc. For one man, his wife's involvement in the business programme led him to share his trafficking experience with her (he had kept it a secret until then), which allowed her to better understand and support him emotionally.<sup>28</sup>

- **Long-term sustainability of the business not assured.** While it is possible for formerly trafficked persons to open micro businesses, keeping them open – i.e. making them profitable and sustainable in the long-term – has proven a challenge. It often takes some time for a business to turn a profit and, during this time, former VoTs are usually unable to generate funds for themselves and their dependents. Constraints typically include: high rents for business premises, high business taxes, lack of water and electricity in some (smaller, more rural) locations, etc. This is a reality for many businesses and has been further exacerbated by recent financial crises. In addition, if the business involves more than one person, this may also lead to other challenges. Reliance on multiple parties (e.g. more than one victim collaborating to start a company) can lead to critical instability when there are tensions or conflict among parties or if one or more of the parties decides to leave the business.

<sup>27</sup> See Brunovskis & Surtees 2012b.

<sup>28</sup> See Kozlova 2006: 58.

## 4.2 Strategies and technique for successful micro business development

Re/integration organisations have developed a range of strategies and techniques to mitigate the challenges of establishing and running a micro business. Some of these are outlined in box #4 (below).

### **Box #4: Strategies and techniques for successful micro business development**

- *Clear selection criteria and in depth assessment of suitability*
- *Provide professional business training*
- *Undertake professional market appraisal*
- *Conduct individual feasibility assessment*
- *Provide small business grants and loans*
- *Vocational training where requisite skills are not pre-existing*
- *Subsidies during initial start up phase of the business*
- *Provision of legal advice and assistance in setting up a micro business*
- *Combine social support and micro business development skills*
- *On-going support and counseling while starting up and running the business*
- *Non-identifying business assistance*
- *Monitoring by a multi-disciplinary team*
- *Provision of an "emergency fund"*

- **Clear selection criteria and in depth assessment of suitability.** An initial assessment is used to gauge beneficiaries' suitability to run a micro business based on specific criteria, including their professional skills and capacity as well as their attitude and motivation. This involves a multi-disciplinary team that can assess economic viability, social constraints and individual capacities. An initial assessment may take some time but ultimately validates its cost over time through an increased rate of success. When a beneficiary is not suitable for running a small business, they are referred to other, more suitable economic programmes. It is worse, both for the assistance agency and the individual beneficiary, to fail at the business than to be referred for other options. Such losses can result in wasted resources as well as a loss of confidence and self-esteem on the part of the failed entrepreneur.
- **Provide professional business training.** Beneficiaries are provided with professional business training, conducted by a businessperson or economist. Skills offered include developing a business plan, accounting, marketing, pricing and business management, among others. In addition to building capacity, this training can provide an additional stage of vetting, to gauge whether an individual has the capacity and resources to open and manage a successful micro business. In some cases, this training may be provided in-house by the re/integration organisation. However, a number of organisations have found it preferable to partner with organisations or government agencies that specialise in business training and development. This ensures that the maximum level of skills and competencies are secured. This also supports the process of sustainability in the long-term and mainstreams into the training section work with vulnerable groups, like trafficked persons.

- **Undertake professional market appraisal.** When establishing a micro business, it is necessary to assess a range of factors to ensure that the proposed business is viable within the local labour market. This appraisal should include, at a minimum, an assessment of market needs, capabilities of the entrepreneur, available resources, local infrastructure and local competition.
- **Conduct individual feasibility assessment.** Beyond assessing the overall labour market, it is also necessary to assess the feasibility of each business plan, including an assessment of the family and social environment and their potential impact on the viability of the business. A seemingly feasible business venture may be seriously undermined by the (complicated) family and social context in which the business is to be run.

*"Melvina" applied to set up a laundry service in her village. However, a feasibility assessment – which included a visit to her village and family – found several challenges, not least that she was in the midst of a divorce and the location for her proposed business was the home of her husband's relatives which she would leave following the divorce. Another obstacle was the lack of water in the village.<sup>29</sup>*

*"Annika" wanted to open her business in the centre of her hometown but, after a feasibility assessment, it was concluded that it was preferable to set up the business on the outskirts of the town, closer to where she lived and where there were no other such businesses.*

- **Provide small business grants and loans.** TVRP partners have found grants to be the most effective means of providing start-up capital to trafficked persons establishing micro businesses. While some beneficiaries have succeeded with micro loans, many others have faced difficulties, not least because micro loans are often associated with high interest rates. Loans have been assessed as unsuitable by a number of organisations because of the risk of repayment forfeiture and the often difficult economic environment in which business were being established. By contrast, grants involve minimal financial risk to beneficiaries and have proven effective for trafficked persons. Additionally, many agencies find it preferable to provide in-kind grants (e.g. often directly purchasing business equipment and implements) rather than cash grants. Links may also be made with existing micro credit and grant programmes, although it will be necessary to ensure compatibility of interests and suitability vis a vis the target group of trafficked persons.
- **Vocational training where requisite skills are not pre-existing.** When pursuing a new field of work, beneficiaries may require vocational training to ensure an adequate level of professional competency. Even individuals with past experience and training in a certain field may need re-training or re-certification opportunities to ensure that their skills are up to date and responsive to the current market.
- **Subsidies during initial start up phase of the business.** Some organisations have found it useful to provide small subsidies to newly established entrepreneurs toward salaries or benefits in the initial start up phase. This gives the entrepreneur some time to develop the business and cover other start up costs, while crucial basics costs are guaranteed. This is a temporary measure only, generally lasting for a few months or less.

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<sup>29</sup> See Di Maio 2004.

- **Provision of legal advice and assistance in setting up a micro business.** Navigating the legal issues surrounding micro business development, such as business registration, is both complicated and intimidating. Some entrepreneurs require quite considerable support in this arena, although this differs according to the national legal framework. Regardless, entrepreneurs need a clear understanding of the legal framework in which they are operating and its requirements, which often involves professional legal advice.
- **Combine social support and micro business development skills.** Social assistance alone is not enough when starting up a small business; professional business guidance is also needed. Supporting agencies need a strong understanding of both the social assistance and the economic needs of the beneficiary. This generally requires accessing two different sets of professionals, sometimes two different agencies/ organisations as these are two different fields of expertise. Cooperation between such agencies is valuable in terms of long-term synergies and sustainability.
- **On-going support and counseling while starting up and running the business.** On-going support and mentoring is commonly necessary in the initial start up phase as well as while running the business. This should be provided by an economist or experienced entrepreneur, whether internal to the service organisation or otherwise. While the need for mentoring typically decreases over time, it is often essential in the preliminary phase of the business. Mentoring advice can include how to maximise profit, reinvesting in the business, adjusting the business to current market situations, how to handle clients who purchase on credit, problem solving skills, business expansion and increasing business capacities to meet market needs. A one-on-one format allows for tailored support and individuals may be better able to discuss personal challenges than they would in a group setting.

*"Dragoslava" opened a beauty salon that was very successful and, after a period of two years, was advised as to how she could expand the business to include manicure/pedicure services. In addition, guidance was provided on how to properly manage income gained from the business (e.g. savings, meeting household needs, etc.) as well as navigate any social pressures which may arise (e.g. requests for loans, cooperation with family members).*

- **Non-identifying business assistance.** Given the potential for stigma and discrimination, assistance organisations typically keep a low profile when working with beneficiaries in their home communities. Fear of being "outed" within one's community has, in some instances, led potential beneficiaries to decline to participate in economic empowerment programmes. Some organisations present their business development work as a programme for vulnerable persons from low income families, with no mention of trafficking or migration. Others, in their interactions with community authorities, describe their work as helping returned migrants, which is potentially less stigmatising in communities where migration is common and unsuccessful migration frequent.

*"Christina" was assisted by the re/integration organisation while living with her family in her home community. Soon after her return, she married. While her husband knew about her trafficking experience, no one else in his family knew about it and she did not want this information to reach them. Therefore, the re/integration organisation, when working with her to set up her small business, presented themselves to the husband's family as an organisation that provided assistance to families in need.*

- **Monitoring by a multi-disciplinary team (e.g. economist, social worker, psychologist, etc.).**

On-going monitoring – for a minimum of twelve months but sometimes up to three years – is important in terms of providing support and advice, counseling, identifying additional support needs and providing/referring for other assistance, as needed. It allows organisations to identify any additional re/integration needs that may arise, including over time. While some challenges will be specific to the business, other issues are linked to the individual's personal and social situation. Responding to these latter needs should be the responsibility of a social worker. Common issues include family tensions and conflict, health problems, lack of motivation, lack of experience in the field of work, lack of self confidence, etc. Financial and human resources should be set aside to monitor the success of individual businesses as well as of the programme as a whole.

*"Fadila" ran a successful business for two years but the business collapsed when her parents-in-law fell ill and she used her savings and capital to pay for their medical bills. Had she been able to access medical care for her family, she may have been able to continue with the business. Lack of long-term monitoring and attention to ancillary needs led to its failure.*

Long-term monitoring of cases also allows programmes and donors to assess the outcomes of the economic empowerment strategy, using clear standards and concrete, verifiable indicators.

- **Provision of an "emergency fund"**. An emergency fund (i.e. funds, service or in-kind goods) can be used to address beneficiaries' urgent and pressing needs, which, if unaddressed, may result in problems for and even the collapse of the business. In the case above, the woman was forced to use her savings and capital to pay for family medical bills. The provision of emergency medical care through such a fund might have prevented bankruptcy. Ideally, an emergency fund should exist within the state structures and be responsive to the needs of various service providers working with trafficked persons. As an emergency fund, it is important that it be possible to leverage funds quickly and in response to a range of different 'set-backs' that trafficked persons may face in the reintegration process.



## 5. SOCIAL ENTERPRISES

A social enterprise is an organisation that applies business strategies toward achieving philanthropic goals. Social enterprises can be structured as either “for profit or “non-profit”. Many commercial enterprises have social objectives, but these are linked to the belief that these will make the enterprise more financially valuable. Social enterprises differ in that they do not aim to offer a benefit to their investors, except where doing so will ultimately further their capacity to realise philanthropic goals. Many entrepreneurs who running a profit-focused enterprise, make charitable gestures through the enterprise, expecting a loss in the process. However this is not a social enterprise unless the social aim is the company’s primary purpose. The distinction is essentially that social enterprises are “doing charity *by* doing trade” while other businesses are “doing charity *while* doing trade”.<sup>30</sup> Revenue from social enterprises can be a valuable and sustainable way to generate funding for social services for trafficked persons. Moreover, it can potentially serve as a (safe and protected) workplace for employing trafficked persons.

Social enterprises are not common in many parts of the world, but they are increasingly being explored by organisations and institutions working with vulnerable groups, including the Balkans.<sup>31</sup> The model is also increasingly being explored by NGOs working on anti-trafficking, including within the context of the TVRP, as outlined in table #3 (see next page). Typically the NGO runs the social enterprise, staffing it, at least in part, with beneficiaries. This protected workspace may be of particular value for trafficked persons with particularly challenging issues, such as mental health problems or persons whose social/family situation constrains their employment options.

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<sup>30</sup> Definition adapted from: [http://en.wikipedia.org/wiki/Social\\_enterprise](http://en.wikipedia.org/wiki/Social_enterprise)

<sup>31</sup> See, for example, UNDP 2012 which provide guidelines for setting up or developing a social enterprise within or for Roma communities in Romania. See also EMES & UNDP 2008 for a discussion of social enterprises in Europe and the CIS.

**Table #3: Some examples of social enterprises initiated by TVRP partners<sup>32</sup>**

Organisation	Country	Types of social enterprises established
Different and Equal (D&E)	Albania	Bagel shop
Tjeter Vision	Albania	Car wash and tire services Restaurant Hairdressing salon Internet cafe Laundry service (in partnership with NGO Vatra)
Vatra	Albania	Laundry service (in partnership with NGO Tjeter Vision)
Medica Zenica	BiH	Hairdressing and manicure salon Tailor shop Upholstery shop Textile printing business
PVPT	Kosovo <sup>33</sup>	None (a market assessment was conducted to identify possible social enterprises to be implemented by the NGO but no funding was available to initiate the project)
Adpare	Romania	Arts and crafts including jewellery, painting, etc. (This started as a form of therapy and expanded into an economic enterprise, partnering with another organisation working on social enterprises in the field of arts).

<sup>32</sup> These are some examples of social enterprises initiated by TVRP partners in the context of their reintegration work. The list is not exhaustive. In addition, not all TVRP partners run social enterprises. For a complete list of TVRP partners and their specific area of work, please see Appendix 1.

<sup>33</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

## 5.1 Challenges and obstacles to successful social enterprises

Establishing a successful social enterprise is a complex undertaking. Many social services organisations struggle with it, as outlined in box #5. Each of these challenges is discussed in more detail below.

### **Box #5: Challenges and obstacles to successful social enterprises**

- *(High) taxation of social enterprises*
- *No law on social enterprises; no legal framework for operation*
- *Difference in business and social values*
- *Business skills needed to run social enterprises*
- *Lack of access to initial start up capital*
- *Discrimination, stigma and risk if advertised as assisting trafficking victims*
- *Stress, anxiety, trauma*
- *Risk that failed social business exacerbates vulnerability*
- *Social enterprises are not preferred workplaces for everyone*

- **(High) taxation of social enterprises.** In some Balkan countries, social enterprises face high taxation levels, equivalent to those for large businesses. This makes it difficult to generate funds that can be used to fund services and pay employees. Given the societal benefit that social enterprises offer, special tax arrangements and exemptions are needed.<sup>34</sup>
- **No law on social enterprises; no legal framework for operation.** Many countries lack a legal framework surrounding the establishment and management of social enterprises. Operating in this legal vacuum poses a range of challenges, including being unable to pay appropriate (preferential) taxes which, in turn, reduces profits that would have benefited the target group (formerly trafficked persons). Where legal frameworks do exist, they are often quite rigid and restrictive.<sup>35</sup>
- **Difference in business and social values.** Businesses generally aim to maximise profits so that benefits may be shared among shareholders, investors, employees and partners. By contrast, profits from social enterprises are used to benefit vulnerable groups that they specifically target. Some NGOs find it difficult to reconcile their organisational mandate, philosophy and way of working with a “business approach” that is ultimately geared toward profit (even when this profit is to be used for social outcomes). Conflict between these purposes can undermine the enterprise’s long-term prospects.

<sup>34</sup> This has also been noted amongst social enterprises in Europe and the CIS where the legal frameworks in place fails to consider the social commitment and degree of disadvantage taken on by social enterprises and restrict their potential to carry out economic activities (EMES & UNDP 2008).

<sup>35</sup> This is consistent with findings from a study of social enterprises in Europe and the CIS which found considerable impediments to social enterprises including: lack of supporting environments and infrastructure, restricted access to resources, privileged administrative treatment of specific organisational forms, unsuitable institutional framework and an inconsistent legal environment. As a result, there is often a void in terms of suitable legal regulations (EMES & UNDP 2008).

- **Business skills needed to run social enterprises.** Running a business, including a social enterprise, requires business skills and knowledge, including marketing, business management, economics and so on. These skill sets are not typically found within anti-trafficking NGOs, including social service providers, necessitating some amount of outside help and expertise.
- **Lack of access to initial start up capital.** Access to start up capital can be quite constrained and NGOs setting up social enterprises may not be considered good credit risks by formal lending institutions, constraining capital options. TVRP partners have typically accessed capital in the form of grants from international donors but this is not an option for all organisations. Access to micro-credit from financial institutions, including an option for “soft credit”, is often essential.
- **Discrimination, stigma and risk, if advertised as assisting trafficking victims.** Advertising a social enterprise’s assistance to formerly trafficked persons has the potential to drive socially-motivated custom towards the business. At the same time, it may pose risks or complications for those who work there. It may lead to stigma and discrimination, even harassment and abuse of the enterprise’s staff. It is also important to consider how former trafficking victims and staff feel about customers knowing (or thinking that they know) about their experiences

*One organisation in Asia trains women and girls who have escaped trafficking in making fashion accessories and stationery. However, they have faced problems in terms of how to market these goods. Buyers who are reselling the goods abroad ask for stories and photos of the women and girls as a marketing tool, to make the products more appealing. The organisation has declined to do this because of concerns about confidentiality and privacy as well as the impact on the women of being (negatively) perceived as a trafficking victim. However, this has had a negative effect on business success, with buyers unwilling to buy the products without this additional marketing technique.*

- **Stress, anxiety and trauma.** As has been discussed in sections 3 and 4, many trafficked persons suffer elevated stress and anxiety as a consequence of trafficking. Others may be deeply traumatised. Their psychological state will influence their ability to work successfully, including in a social enterprise environment. This, in turn, can potentially impact the viability of the enterprise.
- **Risk that failed social business exacerbates vulnerability.** Some attempts to set up social enterprises in the Balkans have failed. This was generally due to unfavourable legal frameworks and high taxation of social enterprises, as discussed above. When formerly trafficked persons rely on the business for employment, failure can trigger extreme vulnerability and may undermine their confidence in their skills and their options in the job market.
- **Social enterprises are not preferred workplaces for everyone.** Some organisations have found that the social enterprises that they ran were not suitable for everyone. Some beneficiaries were unwilling to work for the typically low wages associated with social enterprises when they could find other jobs at a higher salary. Social enterprise nevertheless offer an opportunity for many beneficiaries to gain employment, training, experience and some amount of money before then moving on to other positions.

## 5.2 Strategies and technique for successful social enterprises

A range of strategies and approaches are needed to ensure the success of social enterprises. Some of these are briefly outlined in box #6 (below).

### **Box #6: Strategies and techniques for successful social enterprises**

- *Conduct market assessments and internal staff assessment*
  - *Hire staff with appropriate skills and capacities in running a business, especially social enterprises*
  - *Sensitisation of staff and management*
  - *Advocate for appropriate administrative, legal and tax framework*
- 
- **Conduct market assessments and internal staff assessment.** Determining what types of social enterprises might be appropriate for NGOs to establish requires an assessment of different business options and their viability within the local market as well as the inner capacities and resources of the organisation.
  - **Hire staff with appropriate skills and capacities in running a business, especially social enterprises.** Staff hired to work with social enterprises should have the skills needed to run a business. This might include expertise in business management, marketing, economics, etc. The enterprise must be run by skilled professionals in order that it can be competitive in the market, offer quality services and maintain viability while pursuing social goals over profit. Even more advantageous would be experience and skills in the management of a social enterprise, given the differences in the goals and outcomes of social and traditional types of businesses. One challenge in hiring appropriate staff is locating individuals whose work goals and approach are consistent with the values of the social enterprise. Equally challenging can be finding skilled staff willing to work for social enterprises, when they can earn more in a profit-oriented businesses. There may also a clash between the NGO's existing service providers and those hired to work on the social enterprise, around the perceived gap between philanthropy and a 'cold' business approach. It may also be a challenge for new staff members to approach the business in an appropriate way that recognises and accomodates the vulnerabilities of the target group.
  - **Sensitisation of staff and management.** When social enterprises are staffed by trafficked persons, it is vital that other staff (and most particularly management) are sensitised to the issue as well as the specific needs and circumstances of these employees. Just as trafficked persons benefit from counselling about how to manage workplace issues, so too can other staff benefit from an understanding of post-trafficking life and challenges. Working effectively and sensitively with a vulnerable target group involves some specific sensitivities and care for all staff interacting with them.
  - **Advocate for appropriate administrative, legal and tax framework.** Operating a successful social enterprise requires a conducive legal and administrative environment. This means a legal context that does not disadvantage social enterprises in comparison with business organisations (i.e. one that is not overly restrictive or overly regulated) but still allows flexible entrepreneurial activity.<sup>36</sup> Depending on the context, this might include lobbying for new legislation on social enterprises, the application of fiscal

<sup>36</sup> See: EMES & UNDP 2008.

benefits, simplified procedures for social enterprises, creating resources to build capacity in social enterprises and so on. In Albania, for example, a number of NGOs (including, but not exclusively, those working on re/integration) have been actively lobbying for and involved in the drafting of a law on social enterprises. This process, however, is labour intensive and long-term. And any changes or amendments to laws or regulations must be sufficiently flexible to encourage the establishment of social enterprises but not create space for the abuse of this model, with traditional businesses setting themselves up as social enterprises.

## 6. ECONOMIC EMPOWERMENT MODELS FOR TRAFFICKED CHILDREN AND YOUTH

Careful consideration is needed as to how economic empowerment initiative can best support the economic empowerment needs of trafficked children and youth and their families, may differ quite substantially from adults as well as from case to case. Adequate time is needed to make an informed assessment of these needs, both from the perspective of the individual child or youth and their parent or guardian. Exploring economic options will necessarily involve deciding when to work directly with the child toward his/her skills development and economic empowerment as well as when and how to work with the child's parent or guardian. This will necessarily involve a comprehensive understanding of each child's situation and will depend on various factors, including the child's age, education and stage of development.<sup>37</sup> Dynamics within the family where the child will be re/integrated is another factor in such decisions, as is knowledge of the local labour market. The overarching factor, ultimately, is a determination of what is in the child's best interest, which can only be assessed by involving the child in this decision-making process.

All programmes, whether employment programmes, micro businesses or social enterprises, must be market-driven and appropriate to the capacity, context and culture of the individual child or youth.

Economic empowerment programmes generally do not directly target trafficked children; they are generally too young to participate in the type of initiative designed. Trafficked youth may be more appropriate as participants in economic programmes, although at times their caregivers would still be a more suitable target group.<sup>38</sup>

That being said, whether to support the individual trafficked child and youth or their family requires careful assessment. Service providers need to assess the relative benefits and risks of targeting youth and children directly. There is little point in supporting a business venture for the family of a trafficked child if that child will be taken out of school to work in that business. By contrast, there are myriad examples of similar programmes translating into very positive outcomes for the family and child, including being able to pay back migration debts, acquiring resources for the child to attend school, building the child's skills through reasonable after-school work, etc.

In cases where children are directly involved in economic empowerment efforts, programmes must be designed and implemented such that the necessary skills, capacities and experience are imparted to the child in an age appropriate, child friendly and accessible way. It is also imperative that the economic environment does not pose risks to the child. In line with

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<sup>37</sup> See *Tdh 2009: 14*.

<sup>38</sup> See *AED 2008: 14; Reimer 2012*.

ILO Convention No. 182 and subsequent ILO recommendation No.190, work should not involve long hours, extensive work at night or be dangerous to the children's health, well-being or morals. Further, work should positively contribute to maximise the enjoyment of the child's rights. Under the ILO Convention No. 138, the minimum age for employment is 14 years for developing countries.<sup>39</sup>

Some of the challenges faced when working toward the economic empowerment of formerly trafficked children and youth are detailed in box #7, below.

**Box #7: Challenges and obstacles in the economic empowerment of formerly trafficked children and youth**

- *Finding work opportunities for children and youth given their lack of experience and in a competitive job market;*
- *Lack of part time jobs for children and youth – e.g. that mesh with their school schedules, homework and other responsibilities;*
- *Balancing basic education with the provision of vocational training and economic empowerment programmes;*
- *Understanding the family dynamics at play and how best to support the child or youth (and their family);*
- *Appreciating the community environment in which the trafficked child or youth (and their family) will live, including the economic options available;*
- *Working directly with children and young people to understand their options and potential careers;*
- *Explaining the importance of basic numeracy and literacy and finding different modes of accessing and encouraging such educational opportunities;*
- *Age restrictions on full time employment that may not be entirely compatible with the economic situation, needs or aspirations of some formerly trafficked children and youth;*
- *Unrealistic expectations that trafficked children and youth will be able to find appropriate jobs easily following vocational training;*
- *Promises to trafficked children and youth about economic opportunities that cannot be realised;*
- *The impact of trauma on the formerly trafficked child or youth, which influences their ability and willingness to study or work.*

There are different strategies and approaches that may be used to address some of the challenges and obstacles faced when working with trafficked children and youth on economic empowerment. Some of these are outlined in table #4 (see next page).

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<sup>39</sup> See ILO 2006: 44, 45.



**Table #4. Economic empowerment strategies for trafficked children and youth**

Programme	Approach	Strengths	Weaknesses/risks
Job placement for parents or guardians of trafficked children	Job opportunities (including any necessary training) is offered to the parent/guardian of the child in an effort to improve the family's overall economic situation.	<ul style="list-style-type: none"> <li>- Appropriate for younger children who are not ready to enter the labour market;</li> <li>- Positively impacts life/opportunities of the child and their family; and</li> <li>- Decreases pressure on the child to work and contribute to household income.</li> </ul>	<ul style="list-style-type: none"> <li>- Some children may continue to face pressure to work and/or situations of exploitation, even re-trafficking;</li> <li>- Does not provide the child him/herself with needed economic skills;</li> <li>- Training/employment pursued instead of formal education;</li> <li>- Child may have to take on increased household chores and responsibilities, such as cooking, cleaning and caring for siblings; and</li> <li>- May not have a direct positive impact on the child, especially if parents are in debt, have alcohol/drug dependency, etc.</li> </ul>
Micro business development for family of trafficked child or youth	Trafficked children and their families receive support for a family based business – commonly but not exclusively petty trade, agriculture or animal husbandry.	<ul style="list-style-type: none"> <li>- Effective in supporting the family as a whole;</li> <li>- Effective when the family is supportive and all members' work and efforts are valued; and</li> <li>- Provides an opportunity for the child to work, where appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>- May involve the economic engagement of the child, which can limit educational and leisure opportunities;</li> <li>- May not have a direct positive impact on the child, especially if parents are in debt, have alcohol/drug dependency, etc.; and</li> <li>- Requires high level of commitment and capacity from the family.</li> </ul>
On the job training and apprenticeship programmes for trafficked children or youth	The child joins a business and assists with different tasks under the guidance of a skilled worker, learning through doing.	<ul style="list-style-type: none"> <li>- Child receives small salary/stipend for their work; and</li> <li>- Child gains practical work experience.</li> </ul>	<ul style="list-style-type: none"> <li>- Learning element needs to be properly designed and implemented;</li> <li>- Work activities may be harmful or exploitative for the child; and</li> <li>- Training/employment is pursued instead of formal education.</li> </ul>
Vocational training for trafficked children and youth, toward job placement	The child receives vocational training which is assessed to be a marketable skill in the local labour market and where employment options are available	<ul style="list-style-type: none"> <li>- Gives the child a skill which can lead to future employment; and</li> <li>- Choice of training based on labour market assessment.</li> </ul>	<ul style="list-style-type: none"> <li>- Training must be of a sufficient quality and length to provide marketable skills;</li> <li>- Training pursued instead of formal education; and</li> <li>- Children want to get on with work rather than take time to get trained.</li> </ul>
Professional high schools/ technical college for trafficked children and youth	The child is registered in a professional high school/ technical college – e.g. tourism, economic, etc.	<ul style="list-style-type: none"> <li>- Receives a formal diploma, which increases chances for employment; and</li> <li>- Receives high level of skills, which can be applied in the labour market.</li> </ul>	<ul style="list-style-type: none"> <li>- Completion takes a longer period of time than vocational training; and</li> <li>- Not suitable for those who need work in the short term.</li> </ul>

Trafficked (and other marginalised) children and youth should have educational opportunities that match their needs and interests rather than being pushed automatically toward vocational training or apprenticeships. It is a priority to ensure education toward basic literacy, numeracy and life skills. That being said, the reality for many children is that they will work in which case efforts must be made to ensure that the work is safe and age-appropriate and does not interfere with their education.<sup>40</sup> Economic empowerment efforts that blend opportunities for both learning and earning (and that recognise the difficult decisions households must often make in this regard), are more likely to provide the kind of flexible educational and livelihood development offerings that will foster long-term opportunities while respecting short-term needs.<sup>41</sup>

Trafficked children also benefit from programmes that offer specific skills, which they may lack as a result of their age, stage of development and trafficking experience. This includes the following initiatives, outlined in table #5, below.

**Table #5: Skills benefit trafficked children and youth toward economic empowerment**

Type of training and skills development	Description
<b>Life skills training</b>	Key components of a life skills programme generally include: <ul style="list-style-type: none"> <li>• Social skills, such as self awareness, problem solving, how to negotiate, decision making, creative thinking, critical thinking, effective communication, interpersonal skills, conflict resolution, empathy, coping with emotions and stress management;</li> <li>• Children's rights, such as the right to education and training;</li> <li>• Personal skills, such as self protection and avoiding abuse, raising a family, positive relationship models, etc.;</li> <li>• Health and physical well-being, including reproductive health, hygiene, nutrition; and</li> <li>• Family and household skills such as money management and budgeting.</li> </ul>
<b>Formal and informal education options</b>	This includes full time and part time formal schooling as well as informal education such as literacy classes, peer education, etc. There should be different options available for children and young people to access educational opportunities and ensure at least a minimal level of educational attainment (i.e. basic literacy and numeracy). These might be offered through state or private schools, accelerated classes, evening classes, etc. Any programme should be accredited and nationally recognised.
<b>Career counselling</b>	Access to career counselling to provide information about realistic opportunities for employment in different sectors before children and youth must decide what training to take.

Regardless of the model chosen, it is important that organisations undertake regular and long-term monitoring and case follow-up. Some needs and issues that arise will be economic in nature – e.g. how to manage incomes, savings and invest properly, etc. However, other needs will be related to the child's social and work environment – e.g. how to cope with work stress, managing interpersonal issues in the workplace or communicating effectively with one's employer. Cases should be regularly monitored by child protection and social service providers who can offer, in addition to job and business counselling, social and psychological support. While this is important in the case of all formerly trafficked persons, it is particularly critical for trafficked children who may be even less able to negotiate and cope with problems and issues in the workplace or their home environment. In the case of trafficked children and youth, the duration of monitoring required is likely to be longer than for adults. This monitoring is also useful in assessing which economic empowerment strategies are most effective for trafficked children and youth (and their families) throughout the re/integration process.

40 See Reimer 2012.

41 See AED 2008: 18.

## 7. OTHER CHALLENGES AND CIRCUMSTANCES INFLUENCING ECONOMIC EMPOWERMENT OUTCOMES

While each economic empowerment model has its strengths and weaknesses, all are influenced by certain overarching factors. These include individual characteristics and capacities, the family situation and dynamics, the broader social environment, the economic situation generally and other needs that impact re/integration. Recognition and accommodation of these considerations goes a long way toward improving beneficiaries' chances of re/integration success.

### 7.1 Individual characteristics and capacities

- **Individual needs, circumstance and aspirations.** A trafficked person's individual situation (e.g. responsibilities, ambitions and plans, skills, psychological state and aptitude) will significantly impacts the success (or failure) of any re/integration efforts, including in terms of economic empowerment. Trafficked persons also have personal and professional ambitions and needs, which can influence the appropriateness of specific economic options.

*"Natalija" was assisted for one year in a shelter and then returned to her family of origin. While assisted she was trained in tailoring and clothing design and supported to set up her own tailoring shop, which was a big success in her community. She is particularly skilled at design, which makes her clothes very popular. In addition to being assisted by the re/integration organisation, she was encouraged and supported by her family. Her father built her a shop near their house so she did not have to pay rent for a shop premises, which led to higher profits and more success*

- **Practical barriers to participate in economic empowerment activities.** Trafficked persons face a range of practical barriers to receiving assistance, including in terms of economic empowerment programmes. The ability to attend vocational or business training or go for job interviews is influenced by factors such as lack of money for transportation, long distances to be traveled, lack of lodging while being trained, lack of day care for children (especially for single mothers), social bias against traveling (e.g. for a woman to travel alone or far from home), nervousness about traveling to unknown towns or communities and so forth.
- **Different needs and opportunities based on the profile and experience of trafficked persons.** Economic empowerment approaches discussed in this paper have focused primarily on women trafficked for sexual exploitation who return to their home countries to re/integrate. As such, some (perhaps even many) of the issues are specific to this target group and the experiences of less considered groups of trafficked persons may

not be adequately represented in this paper. Far less re/integration work had been done with victims of labour trafficking and trafficked males in the Balkans. Working to support their economic empowerment may entail other, perhaps even divergent, techniques and strategies.<sup>42</sup>

## 7.2 Family situation and dynamics

- **Need to work immediately; limited time for training and other forms of support.** For many trafficked persons, pressure to financially support family members means they must return to the job market immediately, even accepting less than desirable and possibly even problematic working arrangements.

*"Epsa" returned from trafficking and needed to work immediately to meet the needs of her family. Her father was disabled and couldn't work so Lara, her sisters and mother worked to support the family. While Lara was offered different types of support she considered this "lost time", that is time she could use to start working and earn money to support her family.*

- **Family economies in crisis.** Migration is often fuelled by victims' (and their family's) economic needs and/or aspirations. Often times their economic situation will have further deteriorated as a consequence of trafficking. Some will have incurred debt to facilitate migration or to escape trafficking and return home. Many will not have received any money while away or will not have been able to remit funds to their family back home. Family members left behind may have incurred debt to support their economic needs, particularly when children have been left behind in the care of the extended family.
- **Family circumstances and dynamics can both support (and hinder) economic success.** Supporting one's family is a significant factor in economic decisions taken by trafficked persons. Some trafficked persons will make choices that fit best with their family's needs and expectations. In some situations, they will decline assistance altogether because of the urgency to earn money to support their families.
- **Need an inclusive approach within the family.** Being economically successful – whether running a successful business or earning a good salary – can play a major role in boosting the beneficiary's status within their family and community. However, this is not automatic and, in some situations, frustration and resentment on the part of unassisted family members may lead to the opposite result. In more conservative settings, assisting women (the bulk of those identified as trafficked), to the inadvertent exclusion of men, may be problematic. Assistance agencies must be cognisant of social and community mores as well as existing tensions and conflicts within the family and/or community. These factors need to be built into the design and implementation of interventions in ways that will not exacerbate these issues. In some cases, these may be minor issues, which can be addressed by working with and informing other family members about the programme. In other cases, it may also mean involving family members directly in economic ventures. However, this avenue should be weighed carefully as some businesses failed after family members directly undermined the business by not working. In other settings tensions may be quite severe – e.g. domestic violence, ostracism – and organisations need to consider how to augment the woman's options

<sup>42</sup> In recognition of this gap, the TVRP has increasingly prioritised re/integration efforts with less considered forms of trafficking and less recognised and assisted profiles of trafficked persons. This is likely to be accompanied by additional challenges being identified when working on economic empowerment with these other types of victims/cases. By necessity, this will also require organisations tailoring their strategies and responses as well as developing new approaches to economic empowerment.

without exposing her to further risk. For those trafficked persons who do not reveal their trafficking to family members, an inclusive approach must also take into account how not to “out” beneficiaries to their family.

### 7.3 Broader social environment

- **Stigma and discrimination can impact economic success.** Trafficked persons may face discrimination and stigma in their communities as a consequence of trafficking (e.g. association with prostitution, being a failed migrant) or for reasons that preceded trafficking (e.g. being marginalised before trafficking). Stigma may also result when others, who also have acute assistance needs, come to resent assistance provided to beneficiaries. Regardless of the source, stigma can negatively impact economic options and success as well as re/integration more generally. Positive family and social relations (i.e. the lack of stigma and discrimination) are a key resource in fostering successful re/integration.

*“Besa” returned home after being sexually exploited abroad. She described being unable to find a job (no one wanted to hire a “prostitute”) and was also unable to enrol her son in the local kindergarten (no one wanted their children at school with the child of a “prostitute”).*

- **Different challenges for integration vs. re/integration.** Economic empowerment models are typically aimed at trafficked persons who return home and are looking to work and live in their home countries, if not communities of origin. However, re/integration can also involve trafficked persons who are settling either temporarily or permanently in the country of destination. For victims temporarily assisted in a destination country – e.g. while involved in legal proceedings or while holding a temporary residence permit (TRP) – the option to work can be vital in their longer term re/integration options. Gaining skills, work experience and earning money while abroad are significant economic advantages. For trafficked persons who stay permanently abroad, economic empowerment is integral to their ability to live in the destination country as well as either support their family there or remit money home. Other issues faced when economically integrating in a new country include:
  - *Language.* Working in a foreign country often involves gaining or enhancing language skills to a reasonable level of professional proficiency. This can take months and even years. One Belgian NGO reported that attaining professional level language proficiency took trafficked persons at minimum two years of intensive language training, typically more.
  - *Cultural adjustment.* A major challenge of integration is adapting to new social traditions, behaviours, cultures, habits and so on. Cultural differences can pose challenges in work settings where acceptable codes of behaviour may differ. Helping foreign nationals to understand how to function in the national labour market and how to effectively communicate with co-workers and employers can go some way toward smoothing this process.
  - *Discrimination and biases.* Trafficked persons re/integrating abroad may face suspicion and hostility as “newcomers” and “foreigners”, hampering efforts to integrate into the local labour market.
  - *Separation from family, friends and broader social network.* Being separated from one’s family members adds an additional layer of stress and complication for trafficked persons.
  - *Adaptation of professional skills to the labour market in the country of integration.* Some skills which are relevant in the country of origin may not be marketable or profitable in the country of integration. This necessitates the need for additional training in that field or re-training in another field.

## 7.4 General economic situation

- **National economic issues.** Success in finding and maintaining a job or running a successful business is directly linked to the country's overall economic situation as well as the local economy in the community where the individual is re/integrating. While there are substantial differences between national economies in the Balkans, it is possible to generalise about the currently weak economic situation and constrained economic options.
- **Problems in the local economy.** Some communities where trafficked persons originate from might be categorised as "economies in crisis". In some communities, the closure of various local industries have resulted in staggering unemployment and a very high rate of emigration. These circumstances often feed vulnerability and may result in situations of failed migration, exploitation and trafficking.
- **Global financial crisis.** The economic crisis has negatively impacted even large and sustainable companies and even highly educated and qualified people have faced difficulties in finding a suitable job. The extent to which the recent and current financial crises have impacted the success of economic empowerment initiatives in re/integration work remains an open but important question. Given that trafficked persons – even when assisted – are often in vulnerable economic situations, they have likely been disproportionately affected by the crisis. Businesses have laid-off staff or reduced salaries. Re/integration organisations also report instances of small businesses being closed because beneficiaries were unable to turn a profit. Additionally, low wages available often do not allow for economic independence; one full-time salary is often not enough to cover basic living expenses.

*"Adrijana" returned home after trafficking to live with her parents, both of whom used to work at a meat factory. The mother and father were laid off soon after the economic crisis and the family had to significantly reduce their living expenses. In the midst of this financial crisis, "Adrijana" was diagnosed with a severe psychiatric condition. The stress of the situation led to family conflict and eventually the parents separated. The mother moved to another town, leaving "Adrijana" in the care of her unemployed father.*

## 7.5 Other needs impacting re/integration success

- **Ancillary services not typically included in economic empowerment programmes.** Many trafficked persons have other assistance needs and issues, which inhibit their economic success (and, thus, re/integration success). This includes chronic health problems, psychiatric problems, lack of self-esteem, motivation in the re/integration process, etc. These associated factors must be addressed for trafficked persons to begin working toward economic empowerment.

For example:

- Beneficiaries often need access to kindergarten or day care for their children before it is possible to look for a job. They may not be able to attend interviews or job preparation courses without this support. Even when childcare is available it may not be sufficiently responsive to their working situation, which may involve night shifts, weekend work, long hours, work over national holidays, etc.

- Transportation can be a factor in the viability of a job placement. Some positions require traveling to and from the workplace at unsafe times, over long distances or at a high cost, hindering the beneficiary's ability to pursue employment.

*"Burbuqe" was trafficked abroad for prostitution. She has since returned home and is working and living with her son who is in the first grade. She faced problems, however, when the summer vacation started as she had no one to care for her son while she was at work and the cost of a babysitter was prohibitive relative to her income. Without any daycare options, she would be forced to leave her job and be in an even more difficult financial position. With the assistance of the re/integration organisation she was able to place her son in a summer camp organised for vulnerable families. She also arranged for her parents to care for him in their home village for part of the vacation, sending money to help them pay for his needs. She then worked overtime during this period of her son's absence to earn extra money for the coming school year and any future unforeseen issues*

#### **Box #8: Good example of other assistance needs as part of economic empowerment**

*A re/integration NGO in Serbia signed an agreement with a kindergarten/daycare service that offers 24 hour care to children while mothers are working. This has been an important service as many beneficiaries work late or overnight shifts and/or have irregular work schedules. Following on from this, the municipal government in Belgrade established a programme whereby women assisted in shelter programmes (e.g. domestic violence victims, victims of trafficking, etc.) are provided with free kindergarten for their children. This allows women to work and also defrays the often high cost of day care services.*

- **Re/integration services and referral system to galvanise economic success.** Trafficked persons have other, non-economic assistance needs that cannot be met through an economic empowerment programme. This might include medical assistance, psychological support, assistance for other family members, etc. Meeting and addressing the non-economic needs of trafficked persons is often critical to the overall well-being of beneficiaries which, in turn, directly impacts economic success. When such needs are left unmet (or are not met in an urgent fashion), they can lead to failed re/integration. This broader set of needs and vulnerabilities requires the availability of re/integration services and a functioning referral system involving state and NGO service providers. Some of these needs will, in the longer term, be "purchasable" (i.e. when the beneficiary's business begins to turn a profit or they have savings from their salary) but programmes should not assume that this will automatically be the case. For some beneficiaries, non-economic needs may remain for some time.

**Box #9: An example of integrated services ensuring economic success**

*"Lilea" was a single mother of a little girl. After returning from her trafficking experience, she set up a business selling second-hand clothes in a small town. In the initial start up of her business, she was not able to earn enough profit to cover the basic living costs for herself and her daughter. The organisations supporting her small business referred her to another assistance organisation, which provided her daughter with books and other school supplies.<sup>43</sup>*

- **Need legal status and documents to access services and opportunities.** Many trafficked persons still struggle to overcome administrative barriers to receiving state services. One of the most challenging aspects relates to legal status. Without birth and residential registration, trafficked persons are often denied state services (e.g. medical, employment, social assistance, kindergarten, etc.) as well as other benefits to which they should be entitled and which are central in the re/integration process.

*"Sanya", a single mother of one, was unable to start working until she had resolved the legal status of her child as she needed to enrol him in kindergarten to be able to work. This involved, with the support of an assistance agency, registering herself and her child, gaining residence registration, obtaining medical insurance booklets, gaining sole custody of her child, "Sanya's" registration at the national employment agency and, finally, her son's enrolment in kindergarten.*

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<sup>43</sup> Example from ICS programme, Moldova.



## 8. CONCLUSION

This paper has focused on different economic empowerment models currently being implemented through re/integration efforts for victims of trafficking in the Balkans. In addition to outlining the main models, the paper has discussed some of the challenges faced in this work and how re/integration organisations have tried to overcome them. While some of the issues explored – both the challenges and the strategies to address them – are specific to re/integration efforts in the Balkans, many issues will resonate more widely and have relevance for different forms of trafficking, different profiles of beneficiaries and the many different environments in which re/integration takes place. Because economic empowerment models and re/integration efforts in the Balkans are quite diverse, many useful lessons can be drawn from data available here and be applied and adapted to economic empowerment work with those individuals who have been trafficked in other parts of the world.

This paper is intended as a starting point for discussion on supporting the long-term and sustainable economic empowerment of trafficked persons as part of their recovery and re/integration into society. It is hoped that by sharing these experiences with practitioners, policy makers, donors and programme beneficiaries, the paper will contribute to a much needed dialogue on this issue within the anti-trafficking and re/integration sphere.

Future discussions on the subject should include further analysis and evaluation of these different approaches. These are self-reported strategies and techniques, which should be independently evaluated to assess their effectiveness and replicability. The anti-trafficking community should also assess the long-term impact of these programmes. Do they lead to long-term results and change? What impact have they had on the lives and re/integration of formerly trafficked persons? Have there been any unforeseen or negative consequences? This evaluative process should include not only the perspectives of practitioners but also the views, experiences and evaluation of trafficked persons.



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## APPENDIX 1:

### **Organisations working on re/integration through KBF/GIZ's Trafficking Victims Re/integration Programme (TVRP) in the Balkans**

#### **About the Trafficking Victims Re/integration Programme (TVRP), 2006-2013**

Within the framework of its project Assisting the Victims of Human Trafficking (Avot), the King Baudouin Foundation launched the Trafficking Victims Re/integration Programme (TVRP) in order to enhance the scope and capacity of re/integration programmes for trafficking victims in the Balkan region. The TVRP aims to support programmes that result in sustainable re/integration of victims, to build NGO capacity in the re/integration sector, to encourage cooperation and synergies with government agencies, to identify effect models of re/integration and to promote sustainable re/integration programmes in the region.

From 2007 to 2011, the TVRP, funded by KBF, was implemented in Albania, Bulgaria, Macedonia, Romania, Serbia and Kosovo.<sup>44</sup> Grants totalling 875,000 Euros were awarded to nine NGO's in these six countries. From 2012 to 2013, the TVRP has been funded by KBF and GIZ, with grants to 11 NGOs in Albania, Bosnia-Herzegovina, Macedonia, Serbia and Kosovo.<sup>45</sup> Grants totalled 370,000 Euros.

#### **Different and Equal (D&E), Albania (2007-2013)**

Different & Equal (D&E) is a non-profit organisation offering qualified psychological and social services for the protection and re/integration of victims of trafficking or those at risk of being trafficked. The organisation's main activities include: re/integration assistance for former Albanian victims of trafficking and their children including economic empowerment efforts; prevention activities by supporting vulnerable groups, especially vulnerable youth; training for NGOs and state institutions and support to and cooperation with the National Referral Mechanism.

For more details, see [www.differentandequal.org](http://www.differentandequal.org)

or contact Different and Equal (D&E) at: [different&equal@icc-al.org](mailto:different&equal@icc-al.org)

#### **Tjeter Vision (Another Vision), Albania (2007-2013)**

"Tjeter Vizion" (Another Vision), with its headquarters in Elbasan, offers social care services for the vulnerable categories of the population: children, youth and women, in the prefecture of Elbasan, through residential and non-residential centres which are designed for the individual needs of victims and focus on supporting their independent living. Tjeter Vizion is a member of the National Reference Mechanism for Victims of Trafficking (NRMVT). Tjeter Vizion is also a member of the various coalitions and international networks. For more details, contact Tjeter Vision at: [tjetervizion@gmail.com](mailto:tjetervizion@gmail.com)

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<sup>44</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

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**Vatra, Albania (2012-2013)**

Psycho – Social Centre “Vatra” was created in 1999 in southern Albania. Vatra Centre aims to support persons in need, particularly women and children. This includes work on prevention and awareness raising of human trafficking (and domestic violence), advocacy, assistance and reintegration of victims of human trafficking and domestic violence (and their children). In 2001, Vatra established the first shelter in Albania for Albanian victims of human trafficking. Vatra is a signatory member of the National Referral Mechanism Agreement (since 2005) and recipient of the Appraisal Awards delivered by Higher National and International institutions.

For more information contact the Psycho-Social Centre “Vatra”,  
[www.qendravatra.org.al](http://www.qendravatra.org.al), [info@qendravatra.org.al](mailto:info@qendravatra.org.al), [qvatra@icc-al.org](mailto:qvatra@icc-al.org)

**Medica Zenica, Bosnia-Herzegovina (2012-2013)**

Medica Zenica is a non-governmental organisation, established in 1993, to work with victims/survivors of trauma and violence. This has included working with women and child victims of war rape and torture as well as victims of sexual violence, domestic violence and human trafficking. Medica provides a wide range of services to its beneficiaries (including shelter, psychological counseling, medical care, legal assistance, educational opportunities, vocational training, small business opportunities and job placement) and operates an SOS helpline. Medica also runs a drop in center and shelter for children at risk and street children. Medica has developed a comprehensive, multi-disciplinary model of care, working closely with government and NGO partners in the provision of services. Medica has also established referral mechanism for addressing domestic violence and violence in Zenica Dobož Canton. In addition to providing services to victims of violence and human trafficking, “Medica” Zenica implements a variety of other educational, research and advocacy initiatives aimed at preventing violence and promoting gender equality and human rights. For more information, please see:

[www.medicazenica.org](http://www.medicazenica.org) or contact the organisation at: [medica1@bih.net.ba](mailto:medica1@bih.net.ba)

**Zemlja Djece, Bosnia-Herzegovina (2012-2013)**

Association “Zemlja djece” was established in Tuzla, BiH in 1995, with the mission of protecting and promoting the rights of children. It’s programme focuses on psycho-social support to youth and advocacy on child protection and children’s rights. In 1999, Zemlja Djece began its work with street children, offering, through its day centre, educational and counselling activities and assistance in enrolling children in the formal school system. Today, assistance to street children is offered through the association’s Daily Centre for Street Children in Tuzla, where children are provided with basic needs (e.g. food, clean clothes, laundry service) and assistance with any urgent needs. The association also continues its work in education and psycho-social support and has, since 2012, been working on the re/integration of trafficked children identified through the Daily Centre and community outreach. The Daily Centre also works on the prevention of child trafficking.

For more details, see <http://www.zemljadjece.org> or contact “Zemlja djece” at:  
[hug.zemd@bih.net.ba](mailto:hug.zemd@bih.net.ba)

### **Animus Association, Bulgaria (2007-2011)**

Animus Association Foundation was founded in 1994 with the aim of providing space where women and children victims of violence can receive professional help and a non-victimising attitude. Animus has been working against trafficking and in support of victims since 1997. In 1998, Animus Association became part of La Strada International's programme for the prevention of trafficking in women in Central and Eastern Europe. For the past eight years, Animus has worked against violence and trafficking of women and children in Bulgaria. Its policy centres on the protection of human rights. The activities of Animus Association Foundation against trafficking are organised in 3 main areas of work: 1) rehabilitation centre, 2) work in the community including lobbying and prevention activities and 3) a training centre through which the organisation transfers its experience and model of work. For more details, see <http://www.animusassociation.org> or contact Animus Association at: [animus@animusassociation.org](mailto:animus@animusassociation.org)

### **Nadja Centre, Bulgaria (2007-2011)**

Nadja Centre was established in 1995 to respond to the lack of services for victims of violence, as a project of the Bulgarian Women's Union, with the financial support of Novib in the Netherlands. It is a psychosocial care centre for women and children who are victims of violence and the centre provides a variety of services, including a telephone help-line; psychological, medical, legal, and social counselling, psychotherapy and referral services. The Nadja team has experience in the implementation of projects related to psychological, medical and juridical consultations provided to women and children victims of domestic violence and trafficking and has branches in Russe, Sandanski, Turgovishte and Kjustendil. Nadja Centre implements projects related to prevention of violence, giving priority to child sexual abuse and re-integration programmes for victims of trafficking, both women and children. For more details, see <http://www.centrenadja.hit.bg/index.html> or contact Nadja centre at: [nadja@cablebg.net](mailto:nadja@cablebg.net)

### **Center for Protection of Victims and Prevention of Trafficking in Human Beings (PVPT), Kosovo<sup>46</sup> (2008-2013)**

PVPT is a non-governmental organisation that works to address the causes and consequences of violence through a multi-sectoral approach (e.g. socio-economic long-term services, awareness raising, advocacy and research) and facilitates empowerment of its target population. PVPT staff has been working in the field of anti-trafficking since 2000, both on direct assistance and on trafficking prevention and awareness-raising. Since 2005, PVPT has been working on the long-term reintegration of victims of the worst forms of child labour, including trafficking, and, in July 2008, opened the Kosovo Rehabilitation Centre, which is an open-type shelter for trafficked women and children. This Centre provides survivors of trafficking with long-term re/integration services, including shelter, medical care, psychological assistance, legal counselling, educational and professional opportunities and empowerment sessions. The PVPT Centre operates in close cooperation and partnership with various government ministries (e.g. Ministry of Internal Affairs, Ministry of Justice, Ministry of Labour and Social Welfare, Ministry of Education Science and Technology) as well as international and national organisations. For more details, see [www.pvptcenter.net](http://www.pvptcenter.net) or contact PVPT at: [pvpt\\_ngo@gmail.com](mailto:pvpt_ngo@gmail.com)

<sup>46</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

**Hope and Homes, Kosovo<sup>47</sup> (2012-2013)**

Hope and Homes is a non-governmental organization, which focuses on the protection and re/integration of children who are victims of human trafficking or at risk of trafficking as well as child victims of other forms of violence and abuse. The organisation was established in 2001 in Pristina and Prizren. Hope and Homes provides a range of assistance and re/integration services to child victims of trafficking, including shelter, medical and psychological assistance, education opportunities, life skills, vocational training legal assistance and family counselling and mediation. The organisation also works with children who have returned to live with their families, providing various off-site services and referrals and monitors the families over the course of the full re/integration process. Assistance is individually tailored to each child's age, needs and capacity. For more details, please contact Hope and home at: [sdsf\\_ks@yahoo.com](mailto:sdsf_ks@yahoo.com)

**Equal Access, Macedonia (2012-2013)**

Association for Equal Opportunities Equal Access is a non-profit organisation founded in 2007 with the aim of providing equal opportunities for all persons, regardless of sex, ethnicity, sexual orientation, age, disability and so on. Trafficking of human beings is a priority issue for Equal Access. The organisation's main activity is in the identification of trafficking victims their local communities, through mobile teams and in cooperation with state Centres for Social Work and various local NGOs. Once trafficking victims are identified, Equal Access provides support and services toward their re/integration. Equal Access assists all victims of human trafficking, including women, men and children and victims of all forms of exploitation. For more information, see: [www.ednakvimoznosti.mk](http://www.ednakvimoznosti.mk) or contact Equal Access at: [ednakov\\_pristap@yahoo.com](mailto:ednakov_pristap@yahoo.com)

**Open Gate, Macedonia (2007-2013)**

Open Gate – La Strada Macedonia is a non-governmental, non-profitable organisation registered in September 2000. It works on the prevention and psychological and social support to potential and victims of trafficking. As a part its social assistance programme, Open Gate runs a shelter, which offers specialised services to beneficiaries, such as accommodation, food, clothing, psycho-social support, medical treatment, legal aid, vocational training, on-the-job training and help with opening a small business. A team of trained professionals, including social workers and psychologists, is available 24 hours a day. For more details, see [www.lastrada.org.mk](http://www.lastrada.org.mk) or contact Open Gate at: [lastrada@on.net.mk](mailto:lastrada@on.net.mk)

**Adpare, Romania (2007-2011)**

Established in 2003, as a non-governmental, non-profit organisation, ADPARE is a Romanian NGO working exclusively in the area of trafficking in human beings. The main activity of ADPARE is re/integration assistance for victims of trafficking. ADPARE offer services to victims of international and internal trafficking; victims of different kinds of exploitation; to women and men; children and adults. Assistance is carried out in cooperation with state institutions, other non-governmental organisations and international organisations with relevant experience in the field of protection and assistance for this category of beneficiaries. For more details, see <http://www.adpare.ro/> or contact ADPARE at [adpare@adpare.eu](mailto:adpare@adpare.eu)

<sup>47</sup> This designation is without prejudice to positions on status and in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.



### **Young Generation, Romania (2007-2011)**

Association "Generatie Tanara" (Unga Liv) Romania was created in 2001 and legalised by the Justice Department of the Court of Justice from Timisoara in January 2001, nr.146, in the register of the Associations and Foundations. "Generatie Tanara" (Unga Liv) Romania is a non-governmental, non profit, independent, non-religious and non-political association which promotes children's rights in Romania. Other main activities are: prevention and combating trafficking in human beings phenomenon; assistance for family and social re/integration of trafficking victims; assistance for asylum-seekers, refugees and refugee children. For more details, see [www.generatietanara.ro](http://www.generatietanara.ro) or contact Young Generation at: [office@generatietanara.ro](mailto:office@generatietanara.ro)

### **Atina, Serbia (2007-2013)**

Founded in 2004, NGO ATINA works toward the equality of all members of society, through identification of and struggle against gender-based marginalisation, discrimination and violence and the provision of direct assistance and support in the re/integration of victims of trafficking. Beneficiaries of ATINA's programmes are women, girls and children, Serbian citizens and foreigner nationals holding temporary residence permits, victims of trafficking for labour and sexual exploitation. Assistance and support in re/integration are provided to beneficiaries within three separate programmes: 1) the transition house (a semi-independent residential programme), 2) the open club (a non-residential programme) and 3) the field support team. The key objective of the ATINA programme is the establishment and improvement of mechanisms for the provision of direct assistance and support to victims of trafficking in order to provide for their recovery, empowerment and sustainable re/integration. ATINA's work is based on the unconditional respect for beneficiary's human rights, mutual cooperation, respect and tolerance. Individual re/integration plans are designed in agreement with each beneficiary to fully meet their individual needs and help them regain control over their lives. For more details, see [www.atina.org.rs](http://www.atina.org.rs) or contact ATINA at: [atinango@eunet.yu](mailto:atinango@eunet.yu)

### **Centre for Youth Integration (2012-2013)**

The Centre for Youth Integration (CYI) was founded in 2004 with the aim of supporting the integration of socially excluded children and youth in Serbia. The organisation works on the protection of the rights of the child, with due attention to the best interests of children and youth in all of its work. More specifically, CYI works with children and young people who are involved in living or working on the streets of Belgrade as well as their families, whenever possible. CYI provides a range of services, supporting approximately 250 street involved children each month. In March 2012, CYI began its work in the field of anti-trafficking re/integration, working in select communities on the identification of child victims of trafficking and their referral for assistance and re/integration support. The programme focuses on child victims of trafficking for both labour and sexual exploitation. Identification is undertaken through CYI's on-going work with street involved children as well as through the establishment of local task forces in communities, which work to identify child trafficking victims. Re/integration support involves meeting the range of assistance needs of trafficked children, either through direct service provision or through referral to state and NGO partners. CYI has also been involved in supporting the foster care system as an alternative option for trafficked children unable to return to their families/communities and in developing minimum of standards of care for child trafficking victims in shelters. For more details, please see: [www.cim.org.rs](http://www.cim.org.rs) or contact CYI at: [office@cim.org.rs](mailto:office@cim.org.rs)

**NEXUS Institute, Washington**

NEXUS is a multi-disciplinary human rights policy and research centre dedicated to developing more effective counter-trafficking laws, policies and practices. NEXUS has produced a number of trafficking studies, including on victim assistance and re/integration work in SEE and other regions. NEXUS provides technical assistance to KBF as part of the TVRP programme. For more details, see [www.nexusinstitute.net](http://www.nexusinstitute.net) or contact Stephen Warnath, Chair and founder at [swarnath@nexusinstitute.net](mailto:swarnath@nexusinstitute.net)

## APPENDIX 2:

### **Relevant websites, programmes and organisations on economic empowerment**

#### **Child Recovery and Reintegration Network**

The Child Recovery and Reintegration Network supports and strengthens research, knowledge and learning surrounding the recovery and reintegration of children affected by sexual exploitation and trafficking globally. The Network facilitates the exchange of information between and amongst practitioners and researchers worldwide to enable the design, development and funding of high quality support programmes for children. Please see: <http://www.childrecovery.info/>

#### **Children, Youth and Economic Strengthening Network (CYES)**

The CYES Network and Learning Platform was established to build a network of professionals dedicated to improving the lives of children through effective economic strengthening programming. By working through substantial partnerships, the CYES Network and the Learning Platform aims to 1) showcase the innovations and learning of CYES-focused organizations and programs, 2) foster the creation of partnerships across participating organizations, 3) provide a reliable source of information on the latest resources and opportunities, and 4) link CYES initiatives together to enhance the impact of investments in this area. Please see: <http://www.cyesnetwork.org/>

#### **Era of Valuing the Feminine Entrepreneurship (EVA)**

EVA is a multi-agency project, which aims to provide professional training and skills re-conversion, entrepreneurship training and guidance to 1480 vulnerable women including victims of trafficking in persons. The project is being implemented in Romania, under the European funded projects (POSDRU – Social inclusion ax - 6), which aims to promote equal opportunities and increasing economic empowerment for entrepreneurs. The project runs from 2011 – 2013. Please see: <http://www.evaf.ro/>

#### **Homeboy Industries**

Homeboy Industries assists at-risk and formerly gang involved youth to become positive and contributing members of society through job placement, training and education. Started as a jobs program offering alternatives to gang violence in one of the toughest neighbourhoods in Los Angeles, Homeboy assists at-risk, recently released, and formerly gang involved youth to become contributing members of their communities through a variety of services in response to their multiple needs. One component is employment services through which counselors work with local employers, searching for available jobs and talking about the unique challenges and rewards of hiring this target group. Additionally, counselors work one-on-one with beneficiaries in developing resumes, honing interview skills and finding good employment matches. Counselors also serve Homeboy trainees who are ready to move to permanent employment. A distinctive feature of Homeboy Industries is its small businesses, where the most difficult to place individuals are hired in transitional jobs, thus giving them a safe, supportive environment in which to learn both concrete and soft job skills, while simultaneously building their resume and work experience. Small businesses include a bakery, diner, farmer's market, silkscreening/embroidery, catering, etc. Please see: <http://homeboyindustries.org/>

### **Network of Social Economy Incubators. A strategic approach to human resource development (RIES)**

This initiative by the European Social Fund (POSDRU 2007-2013) aims to develop and promote social economy as a means of improving the quality of life for the disadvantaged groups and to contribute to sustainable development at community level. The target group includes: professionals; vulnerable persons (persons with disabilities; Roma ethnics; vulnerable persons; persons from remote/isolated communities). Specific objectives include: 1) increasing the quality of support granted to social economy initiatives by developing a specific responsible structure and a Professionals Practice Community skilled to sustain social entrepreneurship for disadvantaged persons; 2) consolidating knowledge on Social Economy perspectives and potential, both at national and international level and 3) improving national practices of social entrepreneurship development, by developing an integrated package of services addressed to those interested in developing specific initiatives for SE. Activities include: 1) establishing and managing the Social Economy Incubator in 4 of the Romanian regions, as a pilot activity; 2) establishing and developing of 20 social enterprises; 3) organising specialisation and training sessions for professionals involved in SE, to be able to further replicate the SE Incubators; and 4) conducting analysis and research on the SE context and potential. Please see: <http://economie-sociala.org/despre-ries>

### **Second Chance Employment Services (SCES)**

Second Chance Employment Services (SCES) is a nonprofit organisation of human-resources professionals that works to promote financial security for abused and at risk women and their dependents through comprehensive employment placement services. Beneficiaries include victims of domestic violence, trafficked persons, the elderly, welfare recipients and other financially at-risk women who seek long-term employment. In 2011, SCES formed an alliance with Manpower Inc. the world leader in innovative workforce solutions to help women who are survivors of human trafficking and domestic abuse to find sustainable work and rebuild their lives. Under a Memorandum of Understanding, the two organisations will collaborate at pilot locations in the U.S. and potentially expanding to any of the 82 countries and territories where Manpower operates. The two entities will work together to identify sustainable employment opportunities for at-risk women and survivors of trafficking and domestic abuse, to prepare them for re-entry into the workforce, and to help them find and hold sustainable jobs. Please see: <http://www.scesnet.org/>

### **Small Enterprise Education and Promotion Network (SEEP)**

The SEEP Network is a nonprofit network of over 120 international organizations that believe in the power of microenterprise to reduce global poverty. SEEP members connect in a global learning community to increase their impact in over 170 countries, where they collectively serve over 77 million microentrepreneurs and their families. Through SEEP's learning initiatives, microenterprise development practitioners co-create and exchange strategies, standards, and tools for building healthy economies with a sustainable income in every household. Please see: <http://www.seepnetwork.org/>

### **STRIVE Programme (Supporting Transformation by Reducing Insecurity and Vulnerability with Economic Strengthening)**

The STRIVE programme (Supporting Transformation by Reducing Insecurity and Vulnerability with Economic Strengthening) uses market-led economic strengthening initiatives to benefit vulnerable children. In doing so, the program aims to fill current knowledge gaps on effective approaches to reducing the vulnerability of children and youth. STRIVE is implementing up to five field projects in Africa and Asia between 2008 and 2012. Each project is pursuing a unique economic strengthening approach, ranging from savings-led finance to workforce development to value chain interventions. STRIVE is tracking and documenting the impacts of these diverse interventions on child-level indicators related to both economic (financial), and non-economic (e.g. health, nutrition, education) vulnerability factors. As a result, STRIVE aims to identify and demonstrate interventions that can sustainably increase incomes and document how such increases improve (or fail to improve) the lives of children. Please see:

<http://www.cyesnetwork.org/strive>

### **Swift Wash**

The Economic Rehabilitation Programme initiated in 2006 by Arz, a social work organization committed to combating trafficking of persons for the purpose of sexual abuse and commercial sexual exploitation in Goa. Swift Wash is a fully mechanised laundry unit in Sancoale, Goa which provides employment to the victims of commercial sexual exploitation. Currently, the unit is providing employment to 35 women and girls and 15 boys. Please see: <http://www.arzindia.org>

### **Taking social economy for Roma to the market**

In 2012, the forum "Taking social economy for Roma to the market" was organized in Bucharest by the Government of Romania's Department for Interethnic Relations (DRI), the Centre for Institutional Analysis and Development (CADI) and the Roma Civic Alliance for Romania (ACRR), with support from UNDP Romania. The event took place within the framework of the project "Social Economy – a solution for the development of Roma communities in Romania", POSDRU/69/6.1/S/34922. The forum offered practitioners, community leaders, policy makers and the business community the opportunity to have open discussions on the state of social economy for socially disadvantaged groups from Romania (especially the Roma) and the measures needed to pave the way towards future prosperity. The aim was to address the relevance of social economy for the improvement of the socio-economic status of Roma communities from Romania. The forum also hosted the launch of the "Guidelines for good practices on setting-up social enterprises for Roma communities", a tool for all those aiming to set-up or develop social enterprises in Romania, especially within Roma communities. Designed to increase the practical impact of the project within Roma communities, the guidelines focus on the main phases of planning a social enterprise, from the start of such an endeavor to the presentation of the legal operational framework.

Please see: [http://www.undp.ro/news/?item\\_id=331](http://www.undp.ro/news/?item_id=331)

**Youth Career Initiative (YCI)**

The Youth Career Initiative (YCI) is a six-month education programme that provides disadvantaged young people with life and work skills. The purpose is to empower young participants to make informed career choices and realise the options available to them, enabling them to improve their employability and enhance their long-term social and economic opportunities. Under the YCI model, top hotels train vulnerable youth (including trafficking survivors) to get jobs in international hotel chains. The programme is designed to be delivered as part of the regular, day-to-day operations of a full-service hotel, since it is built on the back of existing training and development courses the hotels regularly offer to their staff, and it is supplemented with external courses. Each programme provides over 750 training hours through a combination of theoretical and practical instruction, including mentoring in life and work skills, with most of the teaching coming from senior managers and highly experienced associates from the hotels. Eligible candidates are typically aged between 18-21 years old, have recently finished high school, are able to make a full-time commitment to the programme, and are considered to be at-risk of exploitation. Please see:

<http://www.youthcareerinitiative.org/>

**Yunuss Social Business Movement**

This is the website of the Yunus Centre which works in the area of social businesses. A Grameen social business is a non-loss, non-dividend company dedicated entirely to achieve a social goal. In social business, the investor gets his/her investment money back over time, but never receives dividend beyond that amount. The Grameen Bank is a prime example of social business, with poor people being its shareholders. The ultimate goal of the Yunus Centre is to create poverty museums, after bringing an end to poverty in each area – in villages, cities, counties, provinces, and countries. The Centre strives to engage individuals and organizations in creating, promoting, and maintaining social business by spreading the concept through workshops, internships, projects etc. The Yunus Centre acts as a resource centre for existing and potential social businesses – by assisting each venture in adhering to social business principles and, by extension, achieving the targeted social goal. Also included on the website is research and publications on the issues of social business. Please see: <http://www.muhammadyunus.org/Homepage/about-yunus-centre/>

## APPENDIX 3:

### Working terms and definitions

**Anti-trafficking actors.** Persons from GOs, NGOs or IOs who are involved in efforts to combat trafficking in persons.

**Assistance and protection.** Measures, programmes and services aimed at the recovery of trafficked persons as outlined in Article 6 of the Palermo Protocol. These may be offered by non-governmental, governmental or international organisations in countries of destination, transit and origin. These might include but are not limited to accommodation/housing, medical care, psychological assistance, education, vocational training, employment, legal assistance and transportation. Assistance may involve one or multiple services.<sup>48</sup>

**Beneficiaries.** The individuals, groups, or organizations, whether targeted or not, that benefit, directly or indirectly, from the intervention.

**Child.** Anyone under the age of 18 years.

**Economic empowerment.** Refers to the economic strengthening of individuals and communities. It often involves developing confidence in one's capacities, along with opportunities for using those capacities. It involves enhancing the learning and earning capacities of individuals through strengthening human capital, building interpersonal skills, facilitating access to financial capital and enhancing social networks.<sup>49</sup> In the context of re/integration, economic empowerment is about trafficked persons equipping themselves with the skills, resources and confidence to economically support themselves and their families. In the longer term, it is about contributing to the economic well-being of their communities. Trafficked persons must also develop skills and capacities to orient themselves and function in the labour market, choosing from the available options and taking the steps to achieve them.

**Efficacy.** The capacity to help the beneficiary achieve, in a reasonable time period, the goals of a given intervention.<sup>50</sup>

**Empowerment.** The process by which trafficked persons are equipped with the skills and ability to lead an autonomous life.

**Intervention.** In social work, the term is analogous to the physician's term "treatment". Many social workers prefer using "intervention" because it includes "treatment" and also encompasses the other activities social work members use to solve or prevent problems or achieve goals for social betterment. These could include psychotherapy, advocacy, mediation, social planning, community organisation, finding and developing resources.<sup>51</sup>

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48 See Surtees 2007.

49 See Midgley 1997.

50 See OCSWSSW 2008: 40.

51 See OCSWSSW 2008: 41.

**Re/integration.** Re/integration refers to the process of recovery and economic and social inclusion following a trafficking experience. This inclusion is multifaceted and must take place in social and economic arenas. It includes settlement in a safe and secure environment, access to a reasonable standard of living, mental and physical well-being, opportunities for personal and economic development and access to social and emotional support. In many cases, re/integration will involve the return to the victim's family and/or community of origin. However, it may also involve integration in a new community and even in a new country, depending on the needs and interests of the victim. A central aspect of successful re/integration is that of empowerment, supporting victims to develop skills toward independence and self sufficiency and to be actively involved in their recovery and re/integration.<sup>52</sup>

**Recovery.** The process by which persons who have experienced abuse and/or exploitation achieve physical and mental well-being.

**Service providers.** Organisations and individuals that provide one or more of the range of services and assistance provided to trafficking victims. These may include social workers, psychologists, shelter staff, medical personnel or legal professionals from NGOs, IOs and GOs.

**Sustainability.** The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

**Trafficking victim/trafficked person.** For many people, the term 'victim' implies powerlessness and constructs identity around the individual's victimisation. At the same time, from a human rights framework, the term 'victim' is important as it designates the violation experienced and the responsibility for redress. It is for this reason that the term 'victim' is used in this report. The term 'trafficked person' is also used because it too acknowledges that person's trafficking experience as central and in need to redress. Both terms designate persons who qualify as victims of trafficking in accordance with Article 3 of the UN trafficking Protocol and/or according to relevant national legislation.<sup>53</sup>

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52 See Surtees 2006, 2008a&b.

53 See Brunovskis & Surtees 2007; Surtees 2007.





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