

Recovery and Reintegration of  
Children from the Effects of  
Sexual Exploitation and  
Related Trafficking

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Stewart Asquith  
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## Foreword

Children's first line of defence and protection lies in their families. Families and communities are therefore powerful sources of support for children who have been exposed to sexual exploitation. Policies and strategies for combating sexual exploitation in sustainable ways may lie in directing more effort and funding to unlocking that capacity. This is one of the main conclusions of Professor Asquith and Elspeth Turner in this report commissioned by the Child Abuse Programme of Oak Foundation.

In the so-called "resource poor" countries, it is only financial resources that are lacking; the family and community as a resource are in ample supply. Although poverty and AIDS may be undermining this precious resource, there is still much that NGO and professional interventions can do to call upon and mobilise children, families and communities to tackle this children's rights violation. The trick is knowing how to mobilise so that communities and children themselves take a full part in marginalising those who abuse and exploit children and young people.

Though commissioned to advise Oak on funding priorities in this field, the report will also be of interest to a wider audience and so we are happy to share it with you. Oak is considering whether to advance a learning agenda in this field as proposed in the recommendations.

Caroline Turner  
Oak Foundation  
September 2008

## Executive Summary

In the past decade much work has been done to raise awareness about, and address the consequences of, child sexual exploitation and trafficking. However, although the Stockholm and Yokohama World Sexual Exploitation Congresses fostered a growth in literature, policy statements and projects and much has been achieved, it is clear that more needs to be done to ensure that children do not become the victims of sexual exploitation and, where they do, that they receive appropriate forms of assistance and support.

In the course of this project, many examples of good practice were considered and the heartening increase in multi-agency working in many parts of the world was duly noted. This is particularly pleasing in light of Oak Foundation's interest in and commitment to holistic, multi-sectoral approaches as the best means of making recovery and reintegration policies and programmes effective and sustainable. Indeed, the constructive dialogue the authors had with all our correspondents is testimony to the willingness of people working with others to address the challenges and break down barriers to more effective working.

Nevertheless, since Stockholm, there have been a number of statements to the effect that the international community is failing *overall* to meet the recovery and reintegration needs of children who have been through some of the most negative life experiences as effectively as we might. This report suggests that, despite progress to address some of these failings and a will in most parts of the world to improve provision of recovery and reintegration programmes for child victims, this is still, to an extent, the case. Some of the reasons for this, as suggested in the introduction, are matters which can only be addressed at the highest policy-making levels with input from all stakeholders. As discussed in the body of this report, however, there are issues to be addressed and work to be done by all stakeholders and actors, in groups or singly as appropriate.

The broad conclusion is that while it may indeed be the case, as many claim, that there is too little specialised professional care for child victims of sexual exploitation and/or trafficking to meet the need, it may also be the case that there is considerable untapped capacity for supporting the recovery and reintegration of child victims within communities, families and the children themselves. Consequently, the long-term policies and strategy for combating and addressing the causes and effects of child trafficking and sexual exploitation in sustainable ways may lie in directing more effort and funding to unlocking that capacity.



## Introduction

Article 39 of the UN Convention on the Rights of the Child (UNCRC) requires member states to: “take all appropriate measures to promote the physical and psychological recovery and social integration of children who have been victims of any form of neglect, exploitation or abuse, torture or degrading treatment, or of armed conflict.”

In the past decade much work has of course been done to raise awareness about, and address the consequences of, child sexual exploitation and trafficking. However, although the Stockholm and Yokohama World Sexual Exploitation Congresses fostered a growth in literature, policy statements and projects and much has been achieved, it is clear that more needs to be done to ensure that children do not become the victims of sexual exploitation and, where they do, that they receive appropriate forms of assistance and support. Key issues to be tackled include:

- *The limited extent of state accountability for implementing Article 39*  
The adoption by the Committee of Ministers of the Council of Europe of the Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse in July 2007 reflected a recognition that earlier recommendations were not supported by a binding legal mechanism. Similarly, concern is voiced around the world about the absence of effective monitoring mechanisms to ensure that effective actions are taken to promote development of appropriate preventive, protective and recovery policies and practices.
- *The influence of government policy on project planning*  
Recent policies relating to child sexual exploitation and trafficking in many countries appear to focus more on policing and assessing the numbers of children affected, and less on prevention, assisting and supporting the needs of child victims. Some activities resourced and undertaken in the name of addressing causes and consequences of child sexual exploitation may therefore not do so directly whilst others may be less effective than they might be. Indeed, there is a view that policies relating to trafficking may have had a negative effect on child welfare strategies in that they are associated more with immigration policies than with concern for victims.<sup>1</sup>

Furthermore, greater attention seems to have been paid to trafficking than to the sexual exploitation of children and to countering the effects of both trafficking and sexual exploitation on the psychosocial welfare of child victims. The fact that these agendas continue to compete directly in political and funding forums has created a context which makes it harder for projects which will directly benefit child victims to find sustainable funding.

- *Perceptions that inefficient use of resources reduces the effectiveness of recovery and reintegration work with child victims*  
There is, for example, an absence of accessible, quality-assured guidelines citing evidence-based good practice to assist criteria-based funding and planning decisions. Consequently, many recovery and reintegration programmes proceed

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<sup>1</sup> Conversation with correspondent.

without benefit of a reliable evidence base and guidelines on which to base the programme design and resource allocation. Others “import” models which are perceived to work elsewhere but are difficult to adapt to the culture of their geographical area or the situation and experiences of victims and their families. Consequently, despite the best efforts of their staff, some programmes may fail to successfully address the experiences and needs of child victims and their families.

Oak Foundation commissioned this report against this backdrop. The Foundation considers that a concern for recovery and reintegration is needed alongside work on prevention and protection if the effects of child sexual exploitation and trafficking on children, their families and communities are to be minimised. They are acutely aware of the challenges faced by those funding, planning and working in this field and hope this report will prompt discussion and constructive debate to develop long-term solutions to these challenges.

This report therefore focuses on two main themes, as follows:

- the keys to maximising the effectiveness of recovery and reintegration programmes and projects;
- the barriers and challenges to be addressed to enable programmes and projects, and the children for whom they exist, to achieve their potential.

Further, this report is concerned with the whole range of initiatives, projects and programmes which are available to support children through the recovery and reintegration process. These include psychosocial, family, community, shelter-based and residential-based initiatives, and the provision of child-protection service in general. The range of such initiatives in itself reflects the complexity of the search for effective measures.

Oak Foundation intends that the outcomes of this consultancy should inform its own funding strategy while also contributing to an international learning agenda which promotes the best interests of child victims of sexual exploitation and trafficking. The consultants were therefore asked to:

- provide statements on:
  - what any effective recovery and reintegration measures might involve;
  - the programme and project components for assisting children and their families in the recovery and reintegration process that are considered most effective by those working in the field;
  - the basis for guidelines to inform the decision-making and practice of donors, practitioners and policymakers;
  - the role of communities in the recovery and reintegration process.
- make recommendations on how Oak Foundation might use the information contained in this report to promote the further development of recovery and reintegration measures to assist children who have been victims of sexual exploitation and/or trafficking.

## Methodology and methodological issues

This report is the output of a 34-day desk-based consultancy spread over four months. As such, it is not based on detailed research. It is rather an analysis of information and views gathered from a range of sources. The original plan was to audit and provide surveys of, and commentaries on, published information sources, programmes and projects. This was revised when we became aware that ECPAT International was preparing a detailed country-by-country survey and commentary for submission to the UN Special Rapporteur on the Sale of Children, Child Pornography and Child Prostitution. It covers work being done globally to support the recovery and reintegration of child victims of sexual exploitation and trafficking.<sup>2</sup> This report is therefore issue-based rather than descriptive. It contains a critical analysis of accessible materials and the views of correspondents around the world who, despite short deadlines, gave generously of their time to share information.

### Methodology

The first phase of the project involved identification of key literature, programmes and projects and the dispatch of letters and an annexed list of questions (see Annexe A) by e-mail to over 400 individuals in key agencies and web-based directories, and to additional contacts suggested by correspondents.

A second phase involved analysis of written and verbal responses from correspondents and of internet and printed material and teleconferences with a limited number of correspondents.

The report was also sent in draft form to a number of key actors in the field for critical discussion through a limited online discussion forum. This final version has benefited from their insights and comments, many of which confirmed and indeed emphasised a number of the main conclusions we drew.

### Methodological issues

Several methodological issues arose in the process of gathering information. We note here those which have relevance to others seeking to access and use available knowledge, information and expertise on recovery and reintegration work with children.

#### *Focus*

We decided to gather information and seek views on recovery and reintegration work undertaken not only with sexually exploited and/or trafficked children, but also with children affected by emergency and conflict situations and by forms of trafficking other than for the primary purpose of sexual exploitation. We did so in part because Article 39 of the UNCRC applies to children in all these circumstances, but also because we and some of our correspondents share concerns about the arbitrariness of labelling child victims of various forms of abuse or neglect as belonging to one group rather than another. The danger of labelling is, of course, that labels may well determine the route

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<sup>2</sup> The consultants are grateful to ECPAT International for sharing an early draft of the survey in confidence. *ECPAT International Report to the UN Special Rapporteur on the sale of children, child prostitution and child pornography*. Bangkok, 2007.

taken by a child into support and recovery programmes, rather than the assistance being based on his/her need.

We also believe that some of the challenges encountered in developing and implementing meaningful and effective recovery and reintegration strategies and practices for child victims of sexual exploitation and trafficking are similar to those encountered in work on recovery and reintegration programmes for children who have been exploited in non-sexual ways or separated from their families and/or communities for other reasons.

### ***Communication with organisations and individuals***

A surprisingly high proportion of messages sent to contacts on mailing lists provided by organisations failed to reach their destination suggesting that databases are not always current. Conversely, we had to rely on informal networks of contacts to reach some key players as some people with very relevant skills and expertise were not on these databases. Indeed, some came to our attention very late in the consultancy.

### ***Language and cultural barriers***

Many of those approached by e-mail do not speak English and we were unable to communicate effectively with some correspondents without intermediaries because of our own linguistic failings. Similarly, many of the documents received existed only in one language, making translation an issue not only for us but also, by implication, for practitioners and policy makers who want to access these materials.

### ***Status, quality and availability of information***

Information gathered by e-mail and by telephone came from individuals working at different levels in a range of organisations (government bodies, international, national and local civil society organisations) and from academic and practitioner consultants. It was not always clear, however, with what authority correspondents provided information, the status of the views being offered and the reliability of “evidence” and “facts”.

Annexe B contains a list of the main online and printed sources consulted and a brief commentary on these materials. There is accessible material referring to most regions of the world with the exception of China and the Pacific Rim. However, although there is a wealth of material directed at policy makers and practitioners, much of it very impressive and informative, the quality of information is variable. Consequently, judging the quality of information is a challenge and particularly problematic and complex where language is an additional barrier.

We noted that most accessible material relates either to girls or to women who have been sexually exploited or trafficked. There is, however, as we discuss more fully later in the report, woefully little information on:

- approaches to the recovery and reintegration of boys who have been sexually exploited and/or trafficked;
- age as a key variable in determining appropriate programmes of support and assistance to child victims of sexual exploitation and trafficking. In many

cases projects for children are often based on those designed for women and applied with little acknowledgement of age-related issues;

- children’s life experiences and views on recovery and reintegration programmes. Given the important commentaries offered by children at the Stockholm and Yokohama Congresses, and the significance of their views on the nature of service provision and how it can be improved, this was surprising. There are notable exceptions<sup>3</sup> but we were particularly disappointed as, due to the project timescale, we were unable to gather the views of children directly.

## **Key terms and concepts**

Several key terms and concepts used in the literature or in discussions with correspondents had several meanings or were, we thought, used very loosely. Clarity and shared understanding of key terms and concepts is clearly essential if dialogue to improve the effectiveness of policies, strategies and approaches adopted and co-operation between individuals and agencies is to succeed. To illustrate, if children categorised as ‘victims’ or ‘recovered’ do not consider themselves or their experiences in the same way as professionals who use these terms, such differences in understanding may have important implications both for the nature of the assistance provided and its outcomes. This is not therefore a semantic issue but a practical one of relevance to all stakeholders.

Because of the implications that any ambiguity or vagueness may have for the effectiveness of measures to support child victims of sexual exploitation and trafficking, it was important to us to understand the range of interpretations and uses of some of these terms and concepts. For that reason, we list and provide a brief commentary on those we consider particularly significant:

### ***Sexual Exploitation***

“Sexual exploitation” encompasses various forms of sexual abuse including sexual exploitation, prostitution, child pornography, and child marriage, and is used variously to mean any one or all of these. Indeed, some of the responses we received related more to sexual abuse than sexual exploitation. We also noted that the terms “sexual exploitation and “sexual abuse” were sometimes used interchangeably<sup>4</sup> within a document, even although choosing “exploitation” over “abuse” may suggest a lack of agency on the part of the victim.<sup>5</sup>

### ***Trafficking***

“Trafficking”, although a term encompassing economic and organ trafficking as well as trafficking in conflict situations and trafficking for sexual exploitation, is often taken to be synonymous with sexual exploitation.<sup>6</sup> It is also assumed that trafficking necessarily

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<sup>3</sup> See, for example, Save the Children, Children Speak Out, *Trafficking Risk and Resilience in Southeast Europe*, Zosa De Sas Kropiwnicki, July 2007, [www.childtrafficking.com/Docs/risknresilience\\_0607.pdf](http://www.childtrafficking.com/Docs/risknresilience_0607.pdf)

<sup>4</sup> For example, the 2007 Council of Europe Convention refers to sexual exploitation in the title but also refers in its articles to sexual abuse.

<sup>5</sup> This is discussed further below in discussing the idea of the ‘victim’.

<sup>6</sup> Discussion with correspondent.

involves movement over national borders. This is not necessarily the case.<sup>7</sup> While some correspondents felt that an alternative term to describe illegal movements of people which does not have this connotation might be more useful, we and many correspondents interpreted the term for the purposes of this report in the broadest sense.

### **Recovery**

“Recovery” was understood by our correspondents and used in the literature in a number of ways. They include recovery as:

- rescue, removal or escape from sexual exploitation/trafficked situation;
- emotional recovery through psychosocial programmes and measures including, for some, resilience work to mobilise and support the victim’s innate healing or coping strengths;
- recovery of identity where sexual exploitation and trafficking caused loss, transformation or manipulation of identity or interference with normal development;
- a person-centred process in which the psychological or physical health of the individual is the main focus, with implications for the choice of psychosocial or medical methods. It might also imply recovery of a former life through reintegration;
- a service-centred process in which the provision of services for the victim, family and community is an integral part of the recovery process;
- a process undergone by the child, family and community to effect the recovery of the victim and prevent re-victimisation;
- an open-ended process;
- a finite process.

In relation to *open-ended* or *finite*, the problem is that there has to be some form of exit strategy or some outcome measures for determining when a project or programme should stop. They can’t, of course, be entirely open-ended (though we do argue elsewhere in this report for longer-term programmes).

Correspondents generally agreed that the recovery process includes some or all of the following: physical and practical support; healing; development of life-skills and social skills; education and skill attainment; building of trust; and coping with stigma and alienation. However, with such varied notions of recovery it cannot be assumed that approaches that appear to be similar are in fact so, when the approaches adopted and identification of the skills and expertise needed to deliver them are informed by a

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<sup>7</sup> A dedicated UK Home Office team will, for example, report in 2008 on the phenomenon of ‘internal trafficking’ involving grooming of teenage girls, often by young teenage boys, to be prostitutes. BBC News December 5<sup>th</sup> 2007, <http://news.bbc.co.uk/1/hi/uk/7092401.stm> ; BBC News, December 5<sup>th</sup> 2007, <http://news.bbc.co.uk/1/hi/uk/7092401.stm>

particular interpretation of the term as well as by the victim's experiences and circumstances.

### ***Reintegration***

The term "reintegration" was also used in a number of different ways in the literature we reviewed. How it was understood depended, to an extent, on whether trafficked children were being returned from outside or from within their country of origin, and whether sexually exploited children had left or stayed in the community into which they were to be reintegrated. It was variously understood by our correspondents to refer to:

- making arrangements and assisting return, sometimes after a transit process to prepare the child for reintegration, to home to family and community;<sup>8</sup>
- ensuring that the child can benefit from all the rights and protections that children in his or her community can benefit from, for example, "restoration of survivor's status in terms of her/his rights, health and social life";<sup>9</sup>
- a return, to the extent possible, to life before the experience of sexual exploitation, for example, returning to the role of child in school with peers or moving towards independent and sustainable living;
- a holistic process involving practical, emotional, education / training and social support of the individual with the aim of "the safe, dignified and sustainable reinsertion into society and a normalised life".<sup>10</sup>

Reintegration is seen by some as a finite process lasting variable lengths of time<sup>11</sup> and/or as a final stage in a process of support and assistance.<sup>12</sup> In addition to uncertainties about the term's meaning and appropriateness, we detected inconsistency in the use of the term within countries and within organisations.

In describing reintegration processes it was evident that some considered recovery and reintegration to be parallel or overlapping processes while others believed that reintegration follows recovery.<sup>13 14</sup> Some reintegration programmes deal mainly with the child, others with the child, family and community. Some end with the child returned to the family or an alternative setting, and others extend beyond return.

Two correspondents, in fact, challenged the use of the term "reintegration" as being inappropriate to describe the process children undergo. One pointed out that it implies a

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<sup>8</sup> As one of our commentators suggested, the term does suggest return to original home or community and may well suit governments politically who argue for returning children and families to their country of origin.

<sup>9</sup> Example provided by ASTRA, Serbia.

<sup>10</sup> Example provided by IOM Sierra Leone.

<sup>11</sup> ".....one week, two weeks or up to two years in a shelter" IOM Regional Counter Trafficking Programmes in the Western Balkans, SIDA 03/07 p66.

<sup>12</sup> 'restoration .....necessarily implies that elements comprised in the recovery process are completed', ASTRA, Serbia.

<sup>13</sup> For example, ANPPCAN, Uganda.

<sup>14</sup> Some organisations refer children to specialist agencies in the country from which they were trafficked. Such organisations tend to be in countries into which children were trafficked.

return to a situation as it was before which is not possible<sup>15</sup> and that it is therefore not a term used by some organisations.<sup>16</sup> The other said “How can it be re-integration since a child belongs to the community s/he comes from?” and pointed out that “When a child leaves a community for other reasons such as schooling or the migration of parents, their return is not described as reintegration”.<sup>17</sup> This correspondent preferred the term “social integration” to describe the process of “de-traumatisation” and being able to function in society and the community. For the purposes of this report, we have nevertheless chosen to use the term ‘reintegration’.

### ***Victim/survivor***

Bjerkkan<sup>18</sup> points out that, for some, “victim” implies acceptance and removes blame and censure from the equation and is not therefore an acceptable term. Certainly, for some families and communities, the fact of sexual experience outside marriage for whatever reason can and does involve the ascription of fault and blame. From this perspective, women or children who have been sexually exploited or are presumed to have been sexually exploited, are not necessarily viewed as victims and are, family and community members believe rightly,<sup>19</sup> the subject of stigma and alienation which, of course, militates against recovery and reintegration.

Similarly, some believe the term “victim” connotes passivity and a lack of agency, or ignores the strengths and coping strategies which children and adults had before their experiences and which they may well have called upon in the recovery process and employed to survive. Although some prefer the term ‘survivor’, this term is also problematic. We have chosen therefore to use the term ‘victims’ to refer to sexually exploited or trafficked children in this report.

The fluidity and vagueness with which these terms and concepts are used by people writing and speaking about recovery and reintegration work clearly have implications for establishing criteria for assessing effectiveness and judging the relative effectiveness of approaches, as well as for developing policies, strategies and programmes, and multi-agency collaboration.

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<sup>15</sup> Many children cannot or do not want to return to their family or community but are integrated into alternative settings.

<sup>16</sup> For example, Terres des Hommes and UNICEF.

<sup>17</sup> Comment from IOM Dhaka.

<sup>18</sup> Bjerkkan, L. (2005), *A Life of One’s Own. Rehabilitation of victims of trafficking for sexual exploitation*. Fafo-report 477, page 84, quoting Radford and Kelly, 2002.

<sup>19</sup> The term victim of course has legal status whereas other terms used such as “survivor” do not.

## Strategies for maximising effectiveness

It was not possible to appraise objectively the factors contributing to policy, programmes and project effectiveness due to a lack of systematic evidence and agreed criteria for judging effectiveness of strategies.<sup>20</sup> In the absence of standardised measures and a framework for assessing effectiveness,<sup>21</sup> criteria for judging effectiveness understandably vary across and, depending on stakeholder objectives, within programmes and projects. We report therefore the main factors *perceived* by our correspondents or stated in the literature to contribute to making effective policies, strategies, programmes and projects designed to assist the recovery or reintegration of child victims. Many agree the need for clarity on:

- *Definitions*: see pages 9-12 above.
- *Objectives*: Setting clear objectives and agreeing working philosophy at the outset makes it easier to:
  - make informed decisions about optimal timescales, allocation of resources, roles and responsibilities, staffing and training needs, etc;
  - secure the commitment of all interested parties to the outcomes and processes. This is especially vital for multi-agency work;
  - create a framework for monitoring, evaluation and impact-assessment processes;
  - reach a shared understanding of the nature of intervention and support being offered. Clarity about just what is being sought in terms of outcome has to be formulated and baseline data gathered to allow for more systematic and rigorous analysis of impact. Where multiple countries or regions are involved, personnel and agencies need to be aware of the significance and implications of their involvement in the recovery trajectory of child victims.
- *Processes*: the suitability of processes is clearly an influence on the effectiveness of a particular approach. So too is clarity about start and end points of processes and the relationship between, for example, recovery and reintegration processes.

Although these points may seem obvious, we mention them because our research suggested that in too many cases clarity on one or more of these things had not been achieved at the outset and was consequently seen as a factor that limits potential effectiveness. This was attributed variously to funding and/or time constraints or failures in communication.

Other “effectiveness” factors we identified fell under two broad headings:

- policy development, strategic statements and strategic planning;
- programme design and planning.

We report these below under the relevant heading but stress that the synergy between factors, when they co-exist, is in itself a factor which can increase effectiveness.

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<sup>20</sup> This is not to deny the value of some excellent evaluations of specific projects and programmes and the manuals and guidelines for practitioners based on such evaluations.

<sup>21</sup> See Chapter 5 for further discussion of how a shortage of evidence on which to base policymaking, planning and funding decisions inhibits programme effectiveness and efficient use of funds.

## Policy development, strategic statements and strategic planning

There was a clear assumption in the detailed observations made by our correspondents and in the literature reviewed that the child-protection policies and strategies most likely to succeed are holistic. That is, they include or are closely integrated with policies and protocols for recovery and reintegration for child victims. Indeed, where child-protection policies and strategies do not exist, the development of recovery and reintegration policies and strategies can be a good first step towards creating holistic policies and strategies or a framework to co-ordinate prevention, protection, recovery and reintegration policies and strategies.

Our correspondents suggest that those involved in formulating policies and strategic statements and strategic planning of programmes should also, where possible:

- *take a holistic approach*  
All aspects of children's lives may have to be addressed in order to achieve successful and effective recovery and reintegration. Consequently, holistic approaches involve "practical, emotional, education/training and social support of the individual"<sup>22</sup> and see the child in the wider context of family, community and cultural background. Welfare, health, education, medical, child-protection, NGOs and other agencies are therefore all key players and, as such, should be involved in planning at all levels. At programme and project level, holistic approaches were thought by many to be more likely to result in comprehensive, flexible, service provision and efficient use of resources than ad hoc, piecemeal approaches.
- *recognise the advantages of planning for the long term*  
Strategies and plans are likely to be more effective where they take the long view and include sustainability strategies from the outset. This does not mean allocating funds for the long term but including strategies for capacity-building and embedding processes designed and supported by key stakeholders. Some high-level policies and strategies, for example, include the expectation that families and communities will be supported to develop their own strategies and capacity.<sup>23</sup> In the longer term this will enable the community to fulfil some of the functions assumed by civil society organisations in supporting child victims and their families, and to release resources to be deployed elsewhere. Sustainability and continuity is consequently seen as a very important factor contributing to long-term effectiveness.<sup>24</sup> What is also at issue here, of course, is the extent to which agencies or indeed governments have appropriately formulated exit strategies which, at the very least, do not leave children and families isolated and without necessary support. Funding and long-term planning are key variables in this respect and again point to the importance of donors in committing to long-term projects.

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<sup>22</sup> Reported by IOM Sierra Leone.

<sup>23</sup> For example, a Terres des Hommes, Lausanne/Sanlaap, India project cited by a correspondent.

<sup>24</sup> The recommendations in the "Feasibility Study on Recovery and Reintegration Schemes" Ghana, 2002 identify sustainability as an important element in a range of those factors which would add to the effectiveness of projects and programmes.

- ***set standards and protocols***  
This not only ensures the best form of support and assistance for children in the recovery process but also promotes improvement in recovery and reintegration processes and the management of time and resources. It also helps to reduce overlap or gaps in services.<sup>25</sup> Additionally, standards and protocols create a basis for evaluating policies, strategies and programmes, and for comparing levels of effectiveness.
- ***be clear about which children the policies and strategies relate to***  
Key variables such as age, gender and type of negative experience among the children that the policies and strategies relate to, are important in this context.
- ***take into account the views and experiences of child victims***  
International events, including the Stockholm and Yokohama world congresses, stress the importance of taking into account the views of children. By accommodating children’s views and experiences in project design and delivery, outcomes are more likely to be positive.<sup>26</sup> We argue in fact that policies and programmes which ignore the actual experiences of child victims themselves will necessarily fail to be effective because they are based more on assumptions and stereotypes than fact. Standards and protocols have to be influenced by what children themselves tell us as part of our learning agenda.
- ***recognise the importance of:***
  - *civil society organisations*: the development and implementation of effective programmes and projects is greatly dependent on the role played by NGOs and other civil society organisations.
  - *involving families and communities*: several correspondents thought it was important to involve agencies and bodies which work with families and communities in the planning process, since in some respects, the family and community also go through a recovery process. The value of involving them lies not only in assisting recovery and reintegration processes but also in preventing other children being sexually exploited or re-victimised.<sup>27</sup> Involvement of community members is also the key to embedding programme elements and freeing up resources for other elements or projects.
  - *awareness-raising*: raising awareness about the impact on children of sexual exploitation and trafficking is as important in the recovery and reintegration process as it is in prevention or protection work.<sup>28</sup> Strategic statements and the programmes they generate should, where necessary, challenge and change the negative attitudes that may exist within families and communities<sup>29</sup> and,

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<sup>25</sup> Reported by ASTRA, Serbia.

<sup>26</sup> See also the contribution survivors’ case studies can make to planning in “*Evaluation of Comprehensive Services for Victims of Human Trafficking: Key Findings and Lessons Learned*”, US Department of Justice. April 2007.

<sup>27</sup> The difficulties encountered on reintegration can mean that girls and women face the risk that they will again become victims of exploitation and trafficking, *Tratas de Personas*, Argentina, 2006.

<sup>28</sup> See “*La Trata de Personas; Aspectos Basicos*”, Mexico 2006.

<sup>29</sup> Comment from correspondent.

indeed, amongst personnel in agencies which work directly with children. Similarly, all those involved in policy-making and planning, as well as those providing support and assistance to children directly, need to know what experiences children have endured to understand the challenges facing children and those who work with them

- *effective communication and co-ordination*: strategic statements should include a clear framework for the collaboration and co-ordination of all those involved in delivery of the strategy including, where relevant, representatives of volunteer groups and members of the child's community.
- ***understand the operational context***:
  - the economic situation of the family and the community;
  - the continuum of trafficking and exploitation;
  - the actual and projected availability of suitably qualified staff with necessary skills and expertise;
  - the political situation.<sup>30</sup>
- ***recognise the significance of ethnic and cultural diversity***: policies, strategic statements and, indeed, working practices should take full account of social and cultural differences between and within countries. While the default position must surely be that no child should be subjected to sexual exploitation whatever local mores and customs are, to ignore local and community sensitivities at all levels of planning is both inappropriate and counterproductive.
- ***recognise the need to create safe channels for children (and adults who were victims of sexual exploitation when children) to disclose their exploitation***.

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<sup>30</sup> Conflict situations and other unanticipated circumstances may destabilise recovery and reintegration programmes. ANPPCAN, Uganda.

## Programme design and planning

Many of the keys to maximising effectiveness listed in the section above also apply to programme and project design and planning. In addition, our correspondents and the literature suggest that programme and projects designers should, if possible:

- ***work with and support families***

We noted that strategies for supporting families and nurturing family strengths and capacities are central to the design of an increasing proportion of recovery and reintegration programmes.<sup>31</sup> Addressing emotional, social, and financial needs of the family can enhance the potential of the family to support the recovery of their child significantly. For that reason, “family sensitive” projects<sup>32</sup> aiming to create a good environment for the child were seen to include, or ideally would include, strategies for assessing and addressing support needs of families at risk, such as:

- providing not only social work assistance but also counselling of families to enable them to accept the child and deal with barriers to acceptance, such as blame and shame. Such work is necessary to ensure families do not focus on the fact of sexual exploitation but understand what the child has experienced and the purpose of recovery and reintegration programmes and processes.<sup>33</sup> Many families also need support, for example to see the child as a victim and not a criminal.<sup>34</sup> Similarly, project workers need to be alert to the family’s limits in their ability to provide effective support, especially where financial or emotional resources are scarce, but recognise that family interaction may have a positive effect on the child’s self esteem.<sup>35</sup> For this reason it is important to support the family in developing effective channels of communication;
- involving families in decisions about what is in the child’s interest;<sup>36</sup>
- recognising that there is no generic family so no single model of intervention. To be effective, intervention should be based on not just what the project can offer but what the family needs. Families are also dynamic and in the child’s absence relations in the family will have changed and may need to be re-established;<sup>37</sup>
- supporting families financially where necessary through, for example, micro-credit schemes, enhanced welfare benefits<sup>38</sup> and/or provision of a means of livelihood. It is however important to avoid creating financial dependency.<sup>39</sup> Similarly there is the fear that money and resources provided to

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<sup>31</sup> Although the importance of family support for victims of trafficking is often stressed more than the involvement of national institutions, the support of national and local institutions is required to address the failures of family.

<sup>32</sup> For example, FSCE, Ethiopia.

<sup>33</sup> Comment from FSCE, Ethiopia.

<sup>34</sup> Comment from IOM Sierra Leone.

<sup>35</sup> Comment from IOM Sierra Leone.

<sup>36</sup> Comment from Animus, Bulgaria.

<sup>37</sup> Comment from ASTRA, Serbia.

<sup>38</sup> Clearly the role of government agencies in integrating the benefit system with recovery and reintegration policies and practices is central to the effectiveness of such initiatives.

<sup>39</sup> Comment from IOM Sierra Leone.

children and families may not be used for the purposes intended. For this reason agencies such as Terres des Hommes have adopted principles of conditionality of assistance (such as attending school etc);<sup>40</sup>

- providing families with security and protection from traffickers and the other risk factors associated with sexual exploitation;
- involving families in community training.<sup>41</sup>
- ***support and work with the local community***

There is an increasing recognition of the powerful and effective role that communities can, with support, play in making recovery and reintegration programmes effective. Essentially, by harnessing community support for child victims and their families through specially designed programmes, the community can in the longer term take more responsibility for preventing social marginalisation and stigmatisation, and for reducing the risk of victimising and re-victimisation.

Examples of types of support which are considered to be effective include:

- community work by specialised personnel;
- involving the community and community members in actively supporting child victims and their families;
- supporting the economic structure of the community and raising awareness in the community to reduce the potential for stigma, and shame and revictimisation.<sup>42</sup>

Approaches to community involvement which appear to work well include:

- facilitating the development of community-based rehabilitation structures and supporting the community to plan, monitor, evaluate and take responsibility for mobilising resources for these them. Examples of innovative practice in this respect are the setting up and support of community care committees;<sup>43</sup> co-operative community programmes;<sup>44</sup> community run recovery centres, drop-in centres and safe homes;<sup>45</sup>
- recognising that communities can support recovery through schools, hospitals, access to land and jobs.<sup>46</sup> For example, school staff can support reintegration by promoting equal opportunities and supportive peer relations. The educational provision and access to sensitive support on return to school

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<sup>40</sup> Noted by one of our commentators.

<sup>41</sup> Comment from Ugandan Reproductive Health Board.

<sup>42</sup> Mediation work with the community and the family was seen to better help long term reintegration of girls where it was explained that they had been coerced into the behaviours. See *Forgotten Casualties of War* and *The armed conflict between Government of Uganda and Lord Resistance Army*, Save the Children, Denmark, 2003.

<sup>43</sup> Example of UNICEF Bangladesh / India programme provided by correspondent.

<sup>44</sup> Example provided by BICE.

<sup>45</sup> Examples provided by FSCE, Ethiopia

<sup>46</sup> Comment from IOM Sierra Leone.

is important and school staff can play a role in monitoring the safety and wellbeing of children;

- facilitating community processes for creating support networks and taking collective actions;<sup>47</sup>
- undertaking intensive work with/training community leaders, especially religious leaders, to promote a caring attitude towards trafficked children.<sup>48</sup> As setters of norms in the community, others will follow their example;
- recognising the importance of friends as compensation for lack of family and institutional support.<sup>49</sup> This is especially important for children who cannot for some reason return to their families or communities;
- recognising the importance of supporting the development of economic skills and earning opportunities within the community to create/increase the victim's independence, reduce community tensions and ensure economic viability of the family;<sup>50 51</sup>
- promoting community recreational facilities to help the victims themselves, and members of families and the community, to forget their past;<sup>52</sup>
- encouraging effective co-ordination of multi-agency work in communities.

- ***get the scale of the project right, and/ or its relationship to other projects in the programme***

Programmes developed and implemented at regional level appear to be best suited to recovery work with internationally trafficked children. But most reintegration programmes and recovery programmes designed specifically for internally trafficked children and for sexually exploited children – children in prostitution, for example – are necessarily local and small in scale. In that sense, they are more fragile than larger projects which are likely to have more of the resources, skill or expertise necessary to effectively support children in a sustained way. Unless small projects fit within an overarching strategy with clearly defined goals and shared objectives, or are part of an integrated framework or programme of activities, there is a risk that their contribution may be dissipated through being fragmented, ad hoc or inefficient.

- ***understand, cater for and adapt to the needs of the child***

Intervention, support and assistance have to be based on what the child needs rather than on what the project can offer. Identifying and meeting the child's own aspirations for the future and fostering their ability to reach their potential should be central to recovery and reintegration processes. Ensuring that children have a good understanding of what has happened to them is also a key factor in successful

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<sup>47</sup> Comment from OPRFRS.

<sup>48</sup> Comment from IOM Dhaka and Ugandan Health Reproduction Board.

<sup>49</sup> Comment from Animus, Bulgaria.

<sup>50</sup> Comment from ASTRA Serbia.

<sup>51</sup> Though one commentator on the draft report suggested that this is an area in which the quality of the work undertaken is quite poor with neither social support nor economic skills being sufficiently provided.

<sup>52</sup> Example provided by IOM Sierra Leone.

recovery processes.<sup>53</sup> It is also important for projects to equip children with a clear understanding of what their rights are as an empowerment exercise and also to equip children with necessary life skills and emotional capacity which can be drawn upon to resist and challenge alienation, stigmatisation and shame.<sup>54</sup>

Whilst the range of “psychosocial”, “therapeutic”, “counselling”, and “social work” approaches employed to assist recovery are clearly important, there is increasing recognition of the role that children’s own capacity for resilience plays in the success or otherwise of healing processes.<sup>55</sup> Consequently, supporting and fostering the child’s own capacity for recovery become important processes.<sup>56 57</sup>

- ***include a staffing strategy consistent with delivering aims and using resources efficiently and effectively***  
Faced with resource constraints and shortages of trained personnel, one Ghanaian programme created mobile groups of practitioners to deliver key processes.<sup>58</sup> Such an approach might have merit in other countries and contexts.
- ***devote adequate time and resource to monitoring, evaluation and impact-assessment activities***  
These activities enable stakeholders and managers to check on whether policies and strategies, programmes and projects are achieving their objectives and also, as we discuss further below, inform review processes and future planning.<sup>59 60</sup>
- ***put in place mechanisms for co-ordination and collaboration to support an integrated approach***  
In this context, case-management systems and approaches were particularly valued. Because they involve appropriate individuals and agencies at appropriate times and enable rapid responses to meet needs, they are cited as particularly effective in co-ordinating recovery and reintegration activities.
- ***be sensitive to local context***  
The importance of planning in the context of local conditions received less comment than we expected but those who did identify it as a significant influence on effectiveness, stressed the value of taking proper account of social and religious practices and assumptions about such things as families and child-rearing, childhood and the relationship between children and adults.<sup>61</sup> As some learned

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<sup>53</sup> Comment from Uganda Reproductive Health Bureau.

<sup>54</sup> Comment from correspondent.

<sup>55</sup> Quite a number of our sources employed the notion of “healing” in recovery from sexual exploitation.

<sup>56</sup> Comment from Animus, Bulgaria.

<sup>57</sup> In this context, Bjerkan and Kelly point out that, because of the coping strategies they had available before and indeed during sexual exploitation and which may provide a basis for successful recovery and reintegration, the term ‘victim’ applied to children who have had traumatising experiences may be inappropriate and unhelpful. Bjerkan and Kelly, 2002, op.cit. p84.

<sup>58</sup> Feasibility study on recovery and reintegration schemes for children victims of trafficking: case studies of Hajja, Hodeida and Al Mahweet Governorates, by Joseph Rispoli, December 2006, Accra, Ghana.

<sup>59</sup> See for example SCF Albania, the Balkans Programme.

<sup>60</sup> Columbia University also prepared the basis of an evaluation and monitoring strategy for psychosocial counselling for those who had been subject to forced migration for UNICEF.

<sup>61</sup> See “*Innovative Community Based Approaches to Combat Child Sexual Abuse*”, S. Brand for Winrock International, Mali.

from experience of “transplanting” programmes developed elsewhere or adopting “off-the-shelf” models, it compromises effectiveness to ignore key features of the context in which children are to recover or be reintegrated.

- ***have a sound staffing strategy***

Many correspondents told us that securing enough staff with relevant skills and expertise to service the needs of children is key to the success of recovery and reintegration programmes. Ideally the staff children meet will include, as a minimum: medical, psychosocial, social work, counselling, community work and community development staff. All of them will have knowledge and understanding of children’s rights. Effective staffing strategies also include:

- training and development plans which aim to foster consistency of approach and to enhance the skills and satisfaction-levels of practitioners. Members of NGOs, government welfare agencies, police, members of the judiciary, border-control agents, and customs officers are in many countries required to undergo training to ensure they work effectively and sensitively with child victims, and are screened for suitability. This is seen as important to maintaining standards, as well as protecting children from further harm;
- strategies for supporting and retaining key staff. The ability of projects to retain staff was cited as influencing effectiveness levels, not least because consistency and continuity of contact with key staff are important influences on outcomes. In this context, it is important for projects to have (and for donors and funders to expect to see in plans) embedded support and supervision mechanisms for staff. This is recognised practice in social work and psychotherapy.

- ***work closely with legal and judicial personnel***

This is important at all stages where legal and judicial processes impact on children. At the very least, such collaboration reduces the risk that children will be subject to additional harm. At best it also enhances:

- training and development of staff;
- support to children and their families throughout the judicial process;
- support during transit for children and their families;
- where appropriate, the management of legal residence within transit and “rescue” countries.

We were also told that programmes, to be effective, need to be flexible enough to take account of the impact of the legal and judicial process and their outcomes on the phasing of recovery and reintegration measures. The legal process may unavoidably delay the offer of support and assistance.<sup>62</sup> It may also complicate recovery and reintegration processes as very few cases of sexual exploitation come to court and, of these, a low percentage will involve a guilty verdict.

- ***Involve children in aspects of programme planning and delivery***

Some suggest that children themselves, especially those who are survivors, might become involved as volunteers, befrienders or mentors of children during the recovery process.

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<sup>62</sup> Child victims are often key witnesses and may for forensic and legal reasons themselves be a source of evidence.

## Challenges and barriers

We asked correspondents to identify barriers to developing and delivering effective policies, strategies, programmes and projects and the main challenges they believe they face. We summarise here the main factors they and contributors to literature on the topic *perceive* as inhibiting or preventing those working at various levels from following some of the good practice noted in the previous chapter. Again, for reasons mentioned above and below, we have no objective evidence that they inhibit effectiveness.

Whilst neither we nor our correspondents would wish to understate the volume and quality of recovery and reintegration work being undertaken around the world<sup>63</sup> or the positive influence that policymakers and funders have had in making this possible, there are factors which do or may limit project and programme effectiveness. Many of these are mirror images of, or the absence of, factors considered to make policies, strategies, programmes and projects effective.<sup>64</sup> We have grouped the challenges and barriers we consider of particular significance under broad headings:

### **The influence of policies and strategic statements**

Many of our correspondents believe there is a need to address the gap between rhetoric and reality. Since the World Congress in Stockholm, more has been written about, and policy statements and commitments make more reference to, the prevention and protection of children at risk than the recovery and reintegration of child victims.<sup>65</sup> Our discussions with correspondents and our reading of the literature, suggest that, because of the greater emphasis on “policing”<sup>66</sup> sexual exploitation and trafficking that we mentioned in our introduction, considerably more resources have been allocated to combating sexual exploitation and trafficking than to recovery and reintegration measures.<sup>67</sup> Indeed, some international organisations are constrained to a greater or lesser extent in their ability to promote and support recovery and reintegration work by national policies.<sup>68</sup>

We also noted that government policies do not always have adequate funding attached to ensure implementation and that, consequently, the work of attracting programme funds as well as delivering programmes to implement policies often falls largely on NGOs.

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<sup>63</sup> The forthcoming ECPAT 2008 survey of projects and programmes around the world and Inter American Children’s Institute’s list of Latin American projects for the OAS are testimony to this.

<sup>64</sup> See, for example, Limanowska’s list of factors which can inhibit the effectiveness of programmes, B. Limanowska, “*Victim Referral and Assistance Systems and Gaps in South Eastern Europe*”, 2002.

<sup>65</sup> The 2007 Council of Europe Convention, for example, makes little reference to the role of recovery and reintegration work in tackling the causes and consequences of sexual exploitation and trafficking.

<sup>66</sup> We mean ‘policing’ in a general sense.

<sup>67</sup> We cannot support this statement with quantitative evidence but see financial equations produced in relation to gender based violence in Part 3 of Ward J, Marsh M, *Sexual Violence against Women and Girls in War and its Aftermath: Realities, Responses, and Required Resources*. Briefing paper for the Symposium on Sexual Violence in Conflict and Beyond. 21-23 June 2006. Belgium. UNFPA. at: <http://www.unfpa.org/emergencies/symposium06/docs/finalbrusselsbriefingpaper.pdf>

<sup>68</sup> ECPAT France, for example, concentrates on prevention and consequently, organisations such as La Voix de l’Enfant, Enfants et Developpement and Enfant Refugies du Monde do not offer recovery or reintegration programmes. Comment from HP, ECPAT France.

## Barriers to effective multi-disciplinary and multi-agency working

There is general recognition that child victims of sexual exploitation and trafficking often come from family, social and economic situations which offer them poor life experiences and life opportunities. However, policies and practices which seek to support recovery and reintegration work with these children are not always developed in the context of wider social policies, interventions and support. A number of our contacts identified the absence of multi-policy strategies and policy directives within which programmes can be developed as a factor that limits potential programme effectiveness. Some also see this as one of the reasons that agencies do not always work together effectively to develop and deliver strategies and programmes.

Although the benefits of planning a framework to support a fully integrated and co-ordinated approach to policy and its implementation would appear obvious, it seems that all too often multi-agency involvement happens on an ad hoc basis and organically, with different professions coming together, each with its own vocabulary, professional protocols and views on “the best way to do things”.<sup>69</sup> Other factors limiting the potential effectiveness of multi-disciplinary and multi-agency teams were considered to be:

- poor co-ordination, or no co-ordination;
- reluctance to share information;
- professional and disciplinary barriers;
- different resource and funding priorities;
- absence of a shared agenda;
- no common understanding and assumptions about issues to be addressed;<sup>70</sup>
- failure of the public and voluntary sectors to work together.

## The evidence base: monitoring, evaluation and impact assessment

In a theme paper prepared for the Second World Congress in Yokohama, Jane Warburton pointed to the lack of systematic monitoring and evaluation of projects.<sup>71 72</sup> We believe that, despite commitments made at the Stockholm and Yokohama congresses, there is still an absence of *systematic* evidence of the effectiveness of strategic statements, policies, strategies, programmes, projects and approaches and therefore an absence of evidence-based criteria to inform policy and practice.

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<sup>69</sup> This was seen by some of the independent consultants we spoke to as best addressed by involving an independent expert to co-ordinate and manage inter-agency negotiations.

<sup>70</sup> For example, “During the case conference, the setting of priorities is obstructed during the planning process, as each professional has a different frame of reference, plays a different role and has dealt with the problem in different ways”. *Rehabilitation of the Victims of Child Trafficking: A multidisciplinary approach*, ILO.

<sup>71</sup> J. Warburton, “*Prevention, Protection and Recovery: progress and problems in the implementation of programmes to counter sexual abuse and exploitation of children*” op cit.

<sup>72</sup> In the related field of gender based violence (GBV), Ward and Marsh comment “Very few assessments on the nature and efficacy of GBV interventions exist” and note the effect failure to provide systematic evidence has on the levels of effective support for survivors, Ward J, Marsh M. *Sexual Violence against Women and Girls in War and its Aftermath: Realities, Responses, and Required Resources*, part 3, Paper to Symposium on Sexual Violence in Conflict and Beyond, Belgium, 2006, UNFPA. Accessed at: <http://www.unfpa.org/emergencies/symposium06/docs/finalbrusselsbriefingpaper.pdf>

It may well be the case that programmes are generally more effective and have more positive outcomes than in the past. However, although some projects and programmes monitor and/or measure outcomes at some level,<sup>73</sup> surprisingly few appear to have embedded evaluation and monitoring in the project design.<sup>74</sup> Consequently, the basis on which claims of improved effectiveness are made is not clear.

The implications of what appears to be a general failure at all levels to recognise the value or importance of monitoring and evaluation processes in allocating scarce resources are serious. Not only do the outputs of monitoring and evaluation processes inform planning, funding and resource-allocation decisions but, without them, objective evidence of good practice and comparative information is lost. As a result, it is hard to build up of an effective body of knowledge to inform planning, capacity-building strategies, funding decisions and the learning agenda. To consider these activities as optional “add-ons” is therefore short-sighted.

Without objective evidence of what works<sup>75</sup>, individuals or groups of individuals within organisations have no option but to base decisions about strategy and practice on sources which are not founded on robust evidence. Indeed, some correspondents seemed to base decisions mainly on what literature is available and by whom/which organisation it is distributed. Others, sceptical about the usefulness of literature relating to other places and contexts, chose to base decisions on their own knowledge and experience and instinct. Both groups would be helped to make more informed decisions by the existence of better evidence. Meanwhile, there must be some doubt as to how wisely money has been spent in terms of the numbers of children assisted and supported and how effective some of the approaches adopted have been. It is possible that projects are funded which, however laudable in their intentions, divert resources from potentially more effective and positive work.

Effective policy-making and project planning are further hampered by particular shortages of objective evidence relating to:

- the extent of unmet need in some countries, regions and localities. Various “guesstimates” are made about the numbers of children who have been the victims of sexual exploitation or trafficking at any one time. However, we have very few, if any, statements on the proportion of these children who have been or are being assisted and supported by recovery and reintegration programmes, or what proportion of these children can be catered for at current levels of capacity;
- longitudinal studies. The long-term outcomes of policies, strategies, programmes and projects, and therefore effectiveness, may not be evident for many years. Post

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<sup>73</sup> Monitoring protocols, where they exist, vary considerably. Some, for example Oak Foundation-funded projects report outcomes (percentages of children successfully rehabilitated and reintegrated). Others, for example a project cited by CEDECA in Bahia, Brazil, report activity levels (numbers of therapy sessions).

<sup>74</sup> A notable exception is the SCF Balkan 7-country programme on combating sexual exploitation and trafficking.

<sup>75</sup> In other fields, notably crime policy, the adoption of a “What Works?” approach has had a significant impact on the design of policies and measures. These are increasingly being based on objective evidence rather than on political expediency and political ideology.

re-integration follow-up is therefore important.<sup>76</sup> The very small number of such studies is due in part to the relatively short time some programmes have been operating but also because their plans do not include costings for end-of-project and tracking studies;

- age- and gender-specific approaches; this may reflect the generic nature of some programmes and approaches. However, given that the articles of the UNCRC apply equally to boys and girls and to all children under 18 years of age, it may also be an indication that considerations of age and gender do not currently carry adequate weight with policy-makers and funders and consequently in the planning and development of programmes. The lack of discussion about the relevance of age and the difference in the needs of young and older children is noteworthy and, we suggest, poses questions about how effective projects can be which ignore these key variables. For example, in relation to gender there is something of a “screaming silence” about the needs of male victims of sexual exploitation and trafficking and the importance of establishing specific measures for them.<sup>77</sup> Where boys are referred to, this is usually in reference to reasons other than sexual exploitation such as child labour or begging, conflict or emergency situations.<sup>78</sup> In relation to age, generic services designed for adults may not be appropriate for children. Further, as children are not a homogeneous group, more differentiation of projects to suit younger or older children is perhaps necessary.
- the role of alternative family structures such as foster families in supporting children who are unable or unwilling to return home through the recovery and reintegration process.<sup>79</sup> We found very few examples of what happened to such children and what approaches work, perhaps because they become the responsibility of state agencies dealing with looked-after children who require new homes for a variety of reasons.
- what children consider effective. Policies, strategies and programmes which ignore the voices of children risk failing to meet their needs. A recent SCF report in which children retell their experiences of contact with service providers, provides clear evidence of how projects both assist and fail children and what the implication of failures are for children.<sup>80 81</sup>
- what family members and members of the child’s community consider effective. There is therefore in our view an urgent need for policy statements, funders and donors to require that strategic and operational plans for projects they support and fund include

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<sup>76</sup> Community Care Committees were cited as good examples of this by correspondent JF and by the Uganda Reproductive Health Bureau.

<sup>77</sup> One notable exception is in reference to the recovery and reintegration of boy camel jockeys. See [http://www.unicef.org/infobycountry/pakistan\\_27517.html](http://www.unicef.org/infobycountry/pakistan_27517.html)

<sup>78</sup> See “Rapid Assessment of Trafficking in Children for Labour and Sexual Exploitation in Moldova”, ILO/IPEC, 2003.

<sup>79</sup> Brand also highlights the impact of sexual exploitation and trafficking in post-conflict situations as in Sierra Leone where community-based responses have been developed. See “*Innovative Community Based Approaches to Combat Child Sexual Abuse*”, S. Brand for Winrock International, Mali.

<sup>80</sup> For example, some girls who fail to reintegrate because of family or community attitudes to their sexual activity report that they had to resort to further involvement in sex work simply to support themselves. This is more likely when they return pregnant or with a child, *Forgotten Casualties of War*, op.cit. p2.

<sup>81</sup> See Save the Children, Children Speak Out, *Trafficking Risk and Resilience in Southeast Europe*, by Zosa De Sas Kropiwnicki, July 2007, [www.childtrafficking.com/Docs/riskresilience\\_0607.pdf](http://www.childtrafficking.com/Docs/riskresilience_0607.pdf)

monitoring and evaluation strategies, and to commission research to fill the gaps in the information required to support planning. It is also important that, if funds are not to be diverted from equally important activities, funders take into account the additional resources required to support these activities.

### **Judging effectiveness**

In the absence of standardised measures, definitions of effectiveness and success may vary across programmes, projects and the day-to-day working practices of personnel. There are undoubtedly barriers to selecting and agreeing appropriate criteria for judging effectiveness but the fact is that, without criteria, standardised measures cannot be developed against which to assess effectiveness.

We and others recognise that this is a particularly difficult challenge, not least because separate sets of criteria are required for assessing the effectiveness of policies and strategies, programme and project effectiveness, and the relative effectiveness of approaches adopted at various stages in recovery and reintegration processes. The absence of agreed definitions of terms such as “recovery” and “reintegration”<sup>82</sup> and indeed of “effectiveness” compounds the difficulty of establishing criteria. For this reason, a concerted multi-agency approach to building an evidence base may be the way forward. The suggestion was also made to us that there may well be a role for an intergovernmental agency in co-ordinating the sharing of evidence and building such a multi-agency approach – something that professional and agency boundaries may well have inhibited thus far.

Further challenges exist in evaluating the relative merits of different approaches to recovery and reintegration. Few would question the importance of psychosocial work in the recovery and reintegration processes and the need for different psychosocial approaches or ideologies for different children and at different stages of the recovery and reintegration processes. What is not clear is the basis on which particular orientations or philosophies are chosen.

We do not know, for example, whether generic or specialist approaches are more effective in supporting the recovery and reintegration of child victims. Much work with child victims of sexual exploitation and trafficking is implemented and accomplished by personnel with generic skills employing generic approaches. For example, children in some countries are dealt with within the pre-existing child welfare structures while projects designed for women sometimes also deal with girls of all ages and even boys. This, we suspect, has more to do with funding constraints than with generic approaches being more effective<sup>83</sup>. Adopting generic approaches for reasons other than effectiveness may reflect a lack of resources to adopt specialised approaches or shortages of trained specialist personnel whose skills and expertise are necessary to deal with the more traumatic effects of sexual exploitation and trafficking. However, by masking the need for more focused approaches, the adoption of generic approaches – for whatever reason – may also perpetuate the need to adopt them.

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<sup>82</sup> See pages 7-8 above.

<sup>83</sup> As one correspondent wrote, “If interventions roll out generic services, there is always the likelihood that the specific needs of individual children might not be met....by interventions and rigid programmes that do not offer adequate room for flexibility”, ANPPCAN Uganda.

Nor do we know the relative effectiveness of approaches such as, for example, “resilience-based” approaches and various “psychosocial” approaches. There seems to be a prevalent assumption that there is a direct relationship between the effectiveness of approaches in terms of outcomes and the level of resourcing required. This may not in fact be the case. The whole area of resilience in children is one that merits much further consideration and, as has been pointed out to us, many children may well not report themselves but nevertheless be able to survive or negotiate the recovery and reintegration trajectory by drawing on their own personal and social resources through education, work, friendships, etc<sup>84</sup>. Recovery and reintegration are not necessarily the prerogative of professional agencies. One of our commentators in fact suggested that the report in part is a reminder that no single person or single agency can do it all. In that respect the resources that children themselves draw on are important variables in the process of recovery as a whole.

Until a body of evidence to enable comparisons exists, planners will be forced to make “best guesses” and there is a danger of approaches being adopted simply because they have been promoted by particular bodies or agencies, require fewer resources, or are fashionable.<sup>85</sup> Until then, it is inevitable that some children will not receive the level or type of support and assistance their circumstances merit and money may be spent to deliver programmes which are more expensive than they need to be.<sup>86</sup>

## **Funding issues**

It is generally accepted that choices have to be made in allocating available programme funds and that donors and funders play a major role in determining the length and scope of projects and approaches to be adopted. Furthermore, funding protocols and decisions influence the design of programmes and projects. In that context, we share the concerns of some correspondents that some funding decisions are based on a less than strategic and co-ordinated approach. Funding criteria do not always take proper account of the special characteristics of recovery and reintegration work, and thus the resources that programmes and projects need to be effective.

### ***Length of funding***

In particular, our correspondents identified the limitations that fixed short-term funding imposes on the length of programme and therefore the choice of approach and, potentially, its effectiveness. While short- or fixed-term funding may suit programmes and projects tackling the causes of child sexual exploitation and trafficking, they are less appropriate for those aiming to address the consequences. This is particularly so because the projects work with individual children with real lives and are based, necessarily, on delivering services to support them through recovery and reintegration processes which take long and unpredictable periods of time to complete. Short-term funding is not therefore considered to be consistent with:

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<sup>84</sup> Oak Foundation is currently developing a multi-country research project to learn from children, families and communities what contributes to resilience in contexts where children are exposed to sexual abuse and sexual exploitation.

<sup>85</sup> The issue of how certain ideologies or groups become dominant or authoritative in the promotion of strategies and measures is an interesting one.

<sup>86</sup> “There is a growing realisation that the real issue may have to do with universalised responses to problems having locally specific characteristics” *“Rethinking Child Protection from a Rights Perspective: Some Observations for Discussion”*. A “White Paper”, S. Bissell, J. Boyden, P. Cook and W. Myers.

- meeting the needs of children; this effectively involves long-term commitments from individuals and agencies and a recognition that needs can change over time.<sup>87</sup> Children also require consistency and continuity of contact with those supporting them through recovery and reintegration processes. Correspondents accept, however, that service providers cannot deliver assistance and support indefinitely and must decide when services can legitimately be withdrawn and made available to other victims. What concerns them however is that premature withdrawal of services or cessation of support and assistance during or at the end of a project may leave children with long-term negative effects or, indeed, worse off than if no support had been offered. Not only that, it may also be an inefficient use of funds;
- attracting and retaining well qualified, skilled and experienced staff;
- planning or making long-term commitments.

### *Levels of funding*

Other concerns relate to levels of funding. Competing demands for funds at all levels is a major concern. One author commented for example that involving community and family in supporting girls who have been sexually exploited “.. cannot be achieved without the international community placing as much emphasis on, and therefore funding, the reintegration of girls into their communities as is currently placed on disarming children”.<sup>88</sup> Similarly, at the programme or individual project level, some have to choose or target the children they are best equipped to work with, rather than cater for children with the greatest need for support. Others are not resourced to address local aspects of the wider context of sexual exploitation or trafficking. But these, if not addressed, have the potential to undo good work

The broad message for governments, funders and donors is that funding approaches as well as funding levels have to be consistent with the approach taken. More particularly, many believe that short, fixed-term funding cycles may force projects to choose approaches which are not best suited to recovery and reintegration work. They therefore make a particular plea for more long-term or rolling funding. We are neither suggesting that short-term objectives should not be set, nor that small-scale projects are inappropriate. That would be disrespectful of the work done by smaller agencies with limited funding and resources. However, the Council of Europe confirms the perception that small-scale projects with short-term funding cannot, unless part of a wider strategy, meet the long-term needs of children by and of themselves. It issues a challenge to states:

“This is an area that requires financial commitment and long-term programming. Few states have met this challenge and children exiting from sexual exploitation are in general poorly supported....children who are able to exit are consequently very much left to their own devices”.<sup>89</sup>

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<sup>87</sup> For example, “the mental and physical health of children may deteriorate during the recovery and reintegration process”, Animus, Bulgaria. See also the SACCS website for a full profile of their work with sexually abused children. [www.saccs.co.uk](http://www.saccs.co.uk)

<sup>88</sup> Forgotten Casualties of War, op.cit. p2.

<sup>89</sup> See Analysing REACT-gaps, challenges and next steps, PC-S-ES (2005)5

We and our correspondents understand that, in spite of pressures to demonstrate best use of funds, most funders, especially states, want to see quicker returns than long-term approaches may offer.<sup>90</sup> Changes in the culture of funding and in funding models are, however, necessary if recovery and reintegration work is to be appropriately funded. Indeed, some would argue for the set up of a “funder’s forum”<sup>91</sup> to review and overhaul current funding practices in this field.

### **Staffing issues**

Clearly, staffing decisions are influenced not only by views on the mix of skills and expertise required to deliver programmes, but also by funding context, the availability of appropriately skilled and experienced personnel, and the availability of training. Skills and expertise considered necessary include: medical, psychosocial, social work, counselling, community work, community development and knowledge of and about children’s rights. However, it is not always clear what particular expertise and experience, beyond these general skills, is most relevant to working effectively with child victims of sexual exploitation and trafficking. Particular challenges to project planners and managers include:

- *Encouraging staff to take stock of what information, standards and protocols are available to inform their work*  
There was some concern expressed that staff may fall back on their own particular training and knowledge rather than avail themselves of the work that has already been done and avoid the need to “reinvent the wheel” when new initiatives are being developed.
- *Deciding what staffing mix is likely to be most effective and which services should be provided by non-staff*  
Most recovery and reintegration programmes rely on professional agencies or individuals to deliver specialist services. The skills and expertise levels of the professionals involved may, however, vary considerably. It depends on where the project is located and the ability of projects and organisations providing services to retain experienced staff and give them access to in-service training and opportunities to share good practice.
- *Securing staff with necessary skill levels and experience*  
This is a particular challenge in places or types of projects where attracting and/or retaining appropriately qualified or experienced staff is a difficulty. As one correspondent observed, “the reality is that many countries lack the staff to deal with psychological issues and the impact of CSEC on a long-term (longitudinal) basis”.<sup>92</sup> Staffing decisions sometimes, of necessity, revolve around how to make best use of the skills and expertise levels of the professionals and professional services available, rather than what is required to maximise the programme

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<sup>90</sup> “Donor organisations don’t consider recovery and reintegration programmes to be cost effective”. ECPAT, *Good Practices in Combating Sexual Exploitation: Medical and Psychosocial Training of Service Providers*.

<sup>91</sup> Such a forum was set up to enable co-ordination and co-operation between public and private funders of research in UK universities and appears to work effectively.

<sup>92</sup> V. Muntarhorn, “*General Rapporteur’s report from the 2<sup>nd</sup> World Congress against CSEC, Yokohama*”, 2002. Less than a page was devoted to recovery and reintegration in this 21 page report.

effectiveness. A closer fit between ideal and actual staffing might be achieved by giving staff longer contracts.

- *Whether, and how, to involve non-professionals in service-delivery and informal support of child victims*  
Families and community members are valued in a number of projects. Given the pressure on limited resources there may be some merit in further exploring the use of volunteers or “lay” people in working with child victims to reinforce the support given by professional specialists and project staff. Whether child victims themselves can be involved as mentors or “significant others” would need careful consideration.

In relation to involving members of communities, the relationship between communities and professionals, and how and at what stage to negotiate this relationship, is an issue. There is a danger that professionals may be “parachuted in” to provide support and assistance and then, at the end of funding or where priorities demand their skills and expertise be taken elsewhere, withdrawn before community structures are sufficiently established. This may be particularly true in urban situations where communities are less well defined.

- *Retaining staff*  
Some correspondents thought high staff turnover was a factor in limiting programme effectiveness. Reasons suggested included short-term contracts and lack of career-progression opportunities, but also the risk of ‘burn-out’ either because too much was expected of staff or because their support needs were not being met.

### **Training and capacity-building**

Related to the staffing issues discussed above, but meriting separate mention, are issues relating to training and capacity-building. Given funding and time pressures and practical and financial barriers that limit access to professional training courses, projects managers all too often find themselves forced into allocating tasks and responsibilities to staff beyond their capacity and without the experience necessary to carry them out. Our concern is that identification of training needs is often a somewhat haphazard process which is not always based on evidence of what is required, but rather on what is available.

There are a number of challenges to which neither we nor our correspondents can offer solutions, but which we mention here to prompt discussion:

- Training standards  
The objective that all personnel working with child victims should acquire skills to ensure no additional harm is done to children can be achieved with child-protection training run on behalf of the state or by international organisations. But other skills required to work with children who have been the victims of sexual exploitation and recovery are fairly specialised. Beyond that, are there, or should there be, minimum standards of training for all personnel who come into contact with child victims? And, for other than medical, psychotherapy and

social work professionals, how specialist or generalist should training for project staff be?

- Training provision  
What is the best strategy for providing training and how can this be done most effectively across agencies and bodies? Given the need to take local factors into account and to have staff on-site as much as possible, what is an appropriate balance between external and in-house training?
- Materials  
What contribution can available manuals<sup>93</sup> and guidelines make to training and in-service provision?<sup>94</sup> They can be excellent training and in-service aids although some would argue that they are not substitutes for supported training. Most training materials and handbooks are, for good reason, designed and intended for use in specific geographical areas and/or to assist specific groups of children. However, few are explicit about the cultural context of programmes, or the frame of reference or evidence base for advocating particular processes or approaches.

Although several international organisations maintain web-based libraries and make high-quality handbooks, training and planning materials available, there is no centralised accessible resource containing quality-assured information or materials on recovery and reintegration of victims of sexual exploitation and trafficking. In the absence of a filtering mechanism and a quality-assurance process, it is harder to locate appropriate literature and guidance and be confident of its quality. Those seeking information and guidance to locate good quality and well-evidenced materials might therefore welcome a peer-review system of screening materials and/or a peer-managed directory of materials. That of course raises the question of who can or should review new and existing material and manage the directory.

There is also the issue of how accessible key documents and manuals are. Making key documents and manuals available in the language of countries involved would aid the spread of good practice, improve the transferability of skills gained in one part of the world to others, and avoid the need for duplication of effort.

### **Mindsets and Attitudes**

One of the most challenging aspects of working with child victims in this area and one which is central to the effectiveness of projects and programmes, relates to values, attitudes and mindsets within families and communities and professionals. This is a particular challenge where individuals, families and communities may, because of the locally or culturally dominant value system and moral code, hold negative views and attitudes to child victims of sexual exploitation or trafficking and to those working to support their reintegration. They may also hold particular perceptions about childhood and adulthood, the role of families in rearing children and the general community

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<sup>93</sup> See list of manuals and guidelines in Annex B.

<sup>94</sup> Two of our correspondents, both responsible for African projects, reported that they do not draw on published work to develop policy or practice but draw on their own experience and local knowledge.

culture which undermine the prospects of programmes succeeding. Values and attitudes of key personnel in the different professions may also be less than beneficial or supportive of effective working. Training programmes with professionals may be the way to address this issue but changing the mindsets of whole families and communities and building their trust takes time and requires specialist skills to bring about.

### **Targeted and generalist service provision**

One of the issues identified as of major significance is whether recovery and reintegration programmes might be better embodied within a more generalist form of child-protection service provision rather than taking the form of more specialist and targeted services. We have already noted that the numbers of children coming into contact with services will be but a small proportion of the total numbers involved as victims. One concern expressed has been that the shame and stigma associated with being a victim of sexual exploitation and or trafficking may well inhibit children and indeed their families from reporting their experiences, thereby not receiving the necessary support and assistance. Whether a more generalist or generic approach might address this concern is an issue we suggest requires considerable further exploration.

### **Programme and project design issues**

Other challenges relating to policy, programme and project design worth noting include:

- *managing the competing priorities and agendas of government, funder and project workers*  
However robust co-ordination mechanisms are on paper, where multiple agencies and/or groups of service providers are involved, managing communication and expectations, and preventing stakeholders losing sight of the key principle that the rights and best interests of the child have primacy<sup>95</sup> are particular challenges.
- *taking appropriate account of the nature of communities in strategies and programmes*  
For example, strategies and programmes intended for rural contexts will look very different from those intended for urban settings.<sup>96</sup>
- *achieving consistency or standardised working practices.*

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<sup>95</sup> “NGOs are seen by some to be in a better position to take care of the victim and focus on their needs, whereas larger organisations and governmental bodies may be more concerned with donor agendas and be project-driven. This might result in clashes”. Regional Counter Trafficking programmes in the Western Balkans, SIDA

<sup>96</sup> The Sanjong Regional Project on Education and Rehabilitation of Children Vulnerable to Trafficking and Sexual Exploitation refers to the difficulty of working at rural levels.

## Conclusions

Our broad conclusion is that while it may indeed be the case, as many claim, that there is too little specialised professional care for child victims of sexual exploitation and/or trafficking to meet need, it may also be the case that there is considerable untapped capacity for supporting the recovery and reintegration of child victims within communities, families and the children themselves. Consequently, long-term policies and strategy for combating and addressing the causes and effects of child trafficking and sexual exploitation in sustainable ways may lie in directing more effort and funding to unlocking that capacity. Clearly, it will take time to reappraise policies and evolve evidence-based strategies as the learning agenda is worked through and different approaches tested.

In the meantime, we agree with our correspondents that the quality and quantity of professional care and support offered to children who survive such exploitation varies considerably and that there remain serious gaps to be addressed in both areas. We also agree that these issues can only be addressed effectively, and the longer-term learning agenda progressed, by concerted effort and dialogue between key players ranging from policy and strategy makers, programme and project designers, and providers of specialist and support services, to the families and communities of child victims and to the children themselves.

As the aim of this report is to provoke debate and discussion with a view to enhancing the effectiveness of recovery and reintegration strategies and programmes, our more detailed conclusions relate to issues which should be addressed if recovery and reintegration programmes and projects are to be more effective and reach more children who might benefit. What follows should not therefore be construed as in any way ignoring or dismissing current efforts to address some of these issues, nor as criticism of the good and already effective work being done throughout the world to support and assist child victims. We refer readers back to Chapter 4 for statements of what project and programme components are considered by those working in the field to be most effective in assisting children and their families in the recovery and reintegration processes and of the role of communities in these processes.

We believe that attention needs to be paid to the issues listed below. Where appropriate, we suggest possible actions to stimulate discussion.

### **Building an evidence base**

Policy makers, programme planners and funders would welcome more and better information on:

- the proportion of child victims currently assisted by recovery and reintegration programmes and thus the extent of unmet need for recovery and reintegration programmes in particular areas and for particular groups of child victims.  
*Suggested action:* establish a baseline or baselines.
- programme effectiveness; the merits and value of differing approaches and concepts;<sup>97</sup> and the suitability of these for work with particular groups of child

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<sup>97</sup> For example, the concept of resilience

victims. A more rigorous approach to assessing programme effectiveness would better inform decision-making and planning.

**Suggested action:** build evaluation and impact assessments into project plans and funding bids.

- the approaches to recovery and reintegration that children and their families and communities consider to be effective.

### **Funding strategies**

There is a perceived need for a more co-ordinated and strategic approach to the funding of projects and programmes and, to maximise effectiveness:

- higher levels of project resourcing;
- project funding periods to be compatible with programme objectives to maximise effectiveness. For example, both recovery and reintegration programmes and projects require long-term funding to be fully effective;
- programme funding needs to be flexible enough to take account of the fact that children recover and integrate into families and communities over varying time periods, and to enable staff to fulfil commitments made to children.

### **Information and resource networks**

A centralised directory of programmes, projects and contact details of key staff, similar to those in existence for particular regions,<sup>98</sup> would improve communication and scope for sharing of information between organisations and across borders.

Similarly, a centralised information resource and learning platform, such as a shared website containing the most appropriate documents and learning materials in relevant languages, would make it easier to locate high-quality sources of information and training materials.<sup>99</sup> Although existing websites carry relevant materials<sup>100 101</sup> we do not consider that any currently operate as the hub of a co-ordinated approach to making available key information within a dynamic learning agenda. The existence of such a hub would not only assist policy makers, project designers and funders in their tasks but would reduce duplication of effort and the risk of poorer quality or outdated sources having undue influence.

**Suggested action:** *stakeholders collaborate to consider:*

*1) a peer review process for quality-assurance purposes, 2) processes for managing and funding a centralised information resource, 3) who should host such a resource.*

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<sup>98</sup> For example, Childscope <http://www.childscope.net/2006/httpdocs/index.php?sw=2>

<sup>99</sup> See, for example, the potential of webcasts in training in relation to sexual exploitation and trafficking at <http://www.cadamedia.com/mchcom/archivedWebCastCaptionDefault.asp?ahid=1007>.

<sup>100</sup> See, for example, Terres des Hommes, [www.childprotection.org](http://www.childprotection.org).

<sup>101</sup> The Council of Baltic Sea State's Children at Risk website acts as a general hub for initiatives related to children at risk in the region. It is a good example of how websites can be used to share information, promote training programmes and materials, and encourage discussion of issues and the exchange of ideas and good practices.

## **Programme design**

Programme and project designers and funders should take into account:

- *The demographics of child victims*  
The neglect of boy victims in particular should be addressed.
- *The cultural and geographical (rural or urban) backgrounds of child victims*
- *Children's views and experiences of what is effective*  
Further consideration could be given to the involvement in service delivery of children themselves, volunteers, mentors, and befrienders.
- *the views of families and communities*  
Cultural differences, the political situation in the area and traditional practices should be recognised and acknowledged as valuable. Plans to involve appropriate members of the community in project delivery could be considered.<sup>102</sup>
- *staffing and service needs*  
Shortages of appropriate expertise and skills amongst key workers and accessible quality-assured training have the potential to limit the effectiveness of programmes. They are also a major constraint on the scale and number of projects running in areas of significant need. There is, in particular, a shortage of specialised therapeutic and psychosocial service professionals (and consequently programmes). Related to this there is a need for more specialist training of practitioners or improved access to available trained personnel.
- *staff support needs*  
Retention strategies should routinely include psychosocial support to staff.<sup>103</sup>

## **Influencing policy**

Countries should be encouraged not simply to meet their commitment to establishing national plans of action but also to provide appropriate support to ensure that they are realised in practice and to monitor progress.

## **Capacity-building and sustainability**

There is considerable scope for more multi-agency, regional and cross-border collaboration to develop strategies for sustainable project development and approaches to capacity-building. *Suggested action: stakeholders form area forums with responsibility for recommending strategies and action plans.*

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<sup>102</sup> Oasis Centre in Benin refers to the importance of traditional practices

<sup>103</sup> Regional Counter Trafficking Programmes in the Western Balkans. IOM. P70

## Recommendations

We were tasked with making recommendations on how Oak Foundation might use the information contained in this report to promote the further development of recovery and reintegration measures to assist children who have been victims of sexual exploitation and/or trafficking. We recognise in making these recommendations to Oak Foundation that it is not Oak's role to directly develop and support measures, policies, programmes and projects. There are already many agencies actively doing these things and doing them well. Our main recommendations to Oak Foundation are therefore as follows:

- to use this report as the basis for further discussion as to how best to promote the importance of recovery and reintegration of child victims of sexual exploitation and trafficking.
- to bring together key players tasked with agreeing a strategy for taking forward dialogue on the issues raised in this report, notably those relating to the funding of recovery and reintegration programmes and the scope for multi-agency work.
- to use its funding strategy to continue to promote multi-agency collaboration and good practice in programme design and delivery. The Foundation might wish to take account of some of this report's recommendations in the funding criteria it applies, for example, longer project-funding cycles and the need for routine impact assessments. It may also want to consider ways of exploiting the potential, possibly through support of pilot projects, for greater involvement in the delivery and design of recovery and reintegration measures of children, families, communities as lay project board members, volunteers or mentors.
- to promote projects which benefit from children's own views and experiences of recovery and reintegration initiatives and, in particular, of "what works".
- to consider making a grant to develop a knowledge and learning agenda on recovery and reintegration and an action plan and mechanisms for stakeholders to take the agenda forward. Such an agenda might include, as themes to be considered, development of:
  - an evaluation and monitoring agenda, and shared resources to support monitoring and evaluation activities;
  - guidelines on planning for effectiveness;
  - learning and knowledge transfer opportunities;
  - mechanisms to enable ongoing dialogue amongst stakeholders;
  - quality-assurance standards and mechanisms;
  - training and continuing professional-development strategies for staff;
  - strategies for ensuring the support needs of staff are met;
  - capacity-building strategies and activities which recognise the sensitivity of language, culture and gender;

- strategies for involving professionals and lay family and community members in ongoing development of the learning agenda.

Oak Foundation is in our view well placed to use its influence in these and other ways to promote coherent and effective international efforts to extend and improve provision of recovery and reintegration programmes for sexually exploited and trafficked children. In that context, the Foundation may have a central role to play in facilitating the development of a strategic framework to coordinate the activities of key agencies and individuals and promote implementation of the most appropriate policies, programmes and projects. A welcome by-product of such efforts would be to raise awareness in the international arena of the importance of this work to a higher level than we believe is the case at present.



## **Collaboration Request & Key Questions**

20 September 2007

Dear Colleague

## Recovery and Re-integration of Child Victims from Sexual Exploitation and Trafficking

I have been commissioned by Oak Foundation to undertake a Review of Recovery and Reintegration of Children who have experienced Sexual Exploitation and/or Trafficking. This project is undertaken in the context of Article 39 of the Convention on the Rights of the Child which requires governments to take measures to promote physical and psychological recovery and social re-integration of child victims of abuse and exploitation. Some of you will know I have already done some work in this related field for Oak and for the Council of Europe.

This is an ambitious project. Much of the focus to date on sexual exploitation and trafficking has been on prevention and the protection of children. There has been much less work done to inform policy and practice on recovery and re-integration. The main objectives of this review are to provide:

- An overview of key literature and documents;
- A preliminary statement as to what are the most effective programme and project components to assist children and their families in the recovery and reintegration process;
- Preliminary principles and guidelines for practitioners and policymakers to inform practice and policy development; and
- Insights into the role of families and communities in the recovery and reintegration processes.

## Can you help us?

We wish to gather as much information as we can in the limited time we have to complete this exercise. In particular we want to know:

- what key literature and documents inform policy and project development;
- what policies or projects relating to the recovery and reintegration of children who have been the victims of sexual exploitation and or trafficking are in place;
- what makes policies and projects for the recovery and reintegration of children who have been the victims of sexual exploitation and or trafficking effective;

- how important families and communities are to the success of recovery and re-integration processes; and
- who we can contact to discuss the themes of this audit in greater depth.

It would be much appreciated therefore if you were able to assist us by emailing or calling us with answers to the questions attached.

We will be very glad of course to receive any appropriate comments or information you have which you think we have not addressed or asked for. Similarly if you were able to pass on this email to others who you feel could contribute to our work we would be grateful.

We will contact a small number of respondents between now and November by e-mail and/or telephone to further explore a small number of questions.

## How to contact us

Please e-mail me at [asquith48@blueyonder.co.uk](mailto:asquith48@blueyonder.co.uk) or phone +44 131 447 3012. Hard copies of documents can be sent to

Prof. Stewart Asquith,  
5 Riselaw Terrace  
Edinburgh  
Scotland, UK  
EH10 6HW

Elsbeth Turner will be collaborating with me in this project and may take your call or contact you to ask for further information. You can contact Elsbeth at the phone number above or at [elsbeth52@blueyonder.co.uk](mailto:elsbeth52@blueyonder.co.uk)

As our aim is to contribute to knowledge and learning about effective and positive programmes for the recovery and reintegration of children who have been the victims of sexual exploitation and /or trafficking, any information you can provide will be much appreciated. All opinions and views offered will be treated in confidence and your permission sought if we wish to cite an example of effective practice in our report.

If you are able to send us documents in hard copy, by email or web reference that would be much appreciated. To make the work manageable we suggest that you limit yourself to bringing only recent documents/references to our attention- i.e. produced within the last 5 years. English is of necessity our main working language but this should not stop you sending documents in other languages where appropriate

Many thanks in anticipation of your help.



Professor Stewart Asquith  
UHI Centre on Rural Childhood, UHI Millennium Institute. [www.uhi.ac.uk](http://www.uhi.ac.uk)

## Key Questions

In reference to sexual exploitation and trafficking of children-

- What do you understand “recovery” to refer to?
- What do you understand “re-integration” to refer to?
- What key literature and documents have you drawn on to inform your work on recovery and re-integration? *(It would be helpful if you could provide references for weblinks to documents or publications where these exist)*
- Do you have knowledge of Recovery or Reintegration programmes? If so, can you identify and describe effective Recovery and/or Reintegration Programmes? *(if you have any leaflets/project descriptions available it would be helpful if you could forward copies of these)*
- What makes programmes and projects effective in the Recovery and Reintegration process?
- How can communities contribute to/be helped to contribute to effective Recovery and Reintegration programmes?
- How can families contribute to/be helped to contribute to effective Recovery and Reintegration programmes?
- What factors inhibit effective recovery and reintegration programmes?

Either of us would be happy to discuss these by telephone if you wish.

## **Literature and Resources**

## Introduction

This is not a comprehensive survey of key literature and resources relating to recovery and reintegration of children who have been trafficked and/or commercially sexually exploited or, as in the case of children affected by conflict, outside their community. Materials relating specifically to recovery and reintegration strategies and programmes for children are relatively scarce. However, many of the materials used by people working with these groups of children are embedded in more generic, non-age-specific materials relating to either trafficking or sexual exploitation or in specialist publications and resources in the field of psycho-social therapies. This list is therefore based on a trawl of published and electronic literature and correspondent statements about what literature and resources they found most useful.

Most correspondents cited as their main sources of guidance and information publications of international organisations (UNICEF, ECPAT, IOM, ILO) or, for reasons of language or the distinctive context in which recovery and/ or reintegration takes place, national or regional networks. Most cited the various international statements and protocols that are well documented in this area. We have not listed these.

## Guidelines, Handbooks and Training resources

Many of the resources listed in this section were not prepared specifically with child victims of trafficking and/or sexual exploitation in mind but have relevant content.

Advisory Board Foundation, *The Care Continuum for Child Abuse and Neglect: A Physicians guide*, Bernadette J Madrid, Manila, 2001

Accion Por Los Niños, *Manual De Intervencion Sobre El Abuso Y Explotacion Sexual Para Las Defensorias Municipales Del Niño*, Peru, 2003

Animus Association/La Strada, *Life Skills Manual*

Animus Association/La Strada, *Psycho-Social Rehabilitation and Socio-Economic Reintegration of Children Victims of Trafficking in Human Beings and Other Worst Forms of Child Labour*

Anti Slavery International, *Protocol for Identification and Assistance to Trafficked Persons and Training Kit*, 2005,  
[www.antislavery.org/homepage/.../PDF/Protocoltraffickedpersonskit2005.pdf](http://www.antislavery.org/homepage/.../PDF/Protocoltraffickedpersonskit2005.pdf)

BICE, *Tratamiento Del Abuso Sexual Infantil Teoria Y Practica*, by Batres Mendez, Gioconda, in *Violencia Sexual Contra Niñas, Niños Y Adolescentes. Propuestas De Intervencion* , Uruguay, 2002

BlinN/Oxfam/Humanitas/CHANGE Anti-trafficking Programme, *Good Practices on (Re) integration of Victims of Trafficking in Human Beings in Six European Countries*, 2003

[http://www.blinn.nl/docs/Good%20practices%20on%20\(re\)integration%20of%20victims%20of%20trafficking%20in%20human%20beings%20in%20six%20European%20countries.pdf](http://www.blinn.nl/docs/Good%20practices%20on%20(re)integration%20of%20victims%20of%20trafficking%20in%20human%20beings%20in%20six%20European%20countries.pdf)

BSR CACVT, *Comprehensive Assistance to Children Victims of Trafficking –Training programme*, Lars Loof (ed) June 2007 (5 Modules: 1. Protective care of Children and Young Persons being trafficked; 2 Psychological Assistance to Child Victims of trafficking; 3. Children’s participation in shaping their own context; 4. Networking and Family work with Children and Young persons Victims of trafficking; 5. Reintegration into old environment or integration into new context.

BSR CACVT, *Video Training Course on the rehabilitation of children who have been sexually abused*, by Lars Loof, 2005 In Russian.

ECPAT International, *The Psychosocial Rehabilitation of Children who have been Commercially Sexually Exploited: A Training Guide*, by Stephanie Delaney and Colin Cotterell, Bangkok, Thailand, (2005), <http://www.ecpat.net/eng/index/asp>

ECPAT Europe Law Enforcement Group Programme against trafficking in children in Europe for sexual purposes/ECPAT International; *Combating The Trafficking In Children For Sexual Purposes - A Training Guide*, Amsterdam, Netherlands, 2006 ISBN 90-74270-22-0  
[http://www.ecpat.net/eng/pdf/Trafficking\\_FAQ.pdf](http://www.ecpat.net/eng/pdf/Trafficking_FAQ.pdf)

ECPAT International, *The Psychosocial Rehabilitation of Children who have been Commercially Sexually Exploited: Self Study material for Carers*, by Stephanie Delaney and Colin Cotterell, Bangkok, Thailand 2005, <http://www.ecpat.net/eng/index/asp>

EUESF/ Equal Community Initiative EQUAL, *HEADWAY, Improving Social Intervention Systems for Victims of trafficking*, (2007), ISBN: 978-89-92012-6-8  
<http://www.lastradainternational.org/lisidocs/319%20Headway%20Project.pdf>

Fietz, Christa, *Tratamiento Corporal Para Niños Y Jovenes Abusados Sexualmente: Manual De Tecnicas Trabajo Grupal: Social Terapeutico*, Chile, 2001

Fundacion Anar /Cometa, *El Estado Y La Sociedad Civil En La Prevencion, Atencion Y Rehabilitacion En Los Casos De Abuso Sexual Infantil: Propuestas Y Discusion*, Peru 2004

Fundação Orsa/ Criança E Vida, *Tratamento Psicoterapeutico Para Crianças, Adolescentes E Família Em Situação De Violencia Sexual*, by Miyahara, Rosemary Peres; Mattos, Gisela Oliveira, in *Compreendendo A Violencia Sexual Em Uma Perspectiva Multidisciplinar*, Brasil, 2004

Free the Slaves, *Physical and Mental Health aspects of Rehabilitation Children Freed from Slavery*, by Judith Hyde and Kevin Bales, 2006  
[www.childtrafficking.com/Docs/hyde\\_bales\\_06\\_pamhaorcff\\_slavery.pdf](http://www.childtrafficking.com/Docs/hyde_bales_06_pamhaorcff_slavery.pdf)

GTZ/ Federal Ministry for Economic Cooperation and Development, Health Education and Social Protection Division, *Quality Standards for Protecting Child victims of Commercial Sexual Exploitation*, 2007 (in English)

[www.gtz.de/de/dokumente/en-qualitystandards-study-2007.pdf](http://www.gtz.de/de/dokumente/en-qualitystandards-study-2007.pdf)

ILO/IPEC, *The Psychosocial Rehabilitation of Children withdrawn from Trafficking and other worst forms of child labour*, 2007, ISBN 978-973-8942-219,

[http://www.lastrada.md/publicatii/ebook/ILO\\_IPEC\\_Manual\\_on\\_Psycho\\_Social\\_Rehabilitation.pdf](http://www.lastrada.md/publicatii/ebook/ILO_IPEC_Manual_on_Psycho_Social_Rehabilitation.pdf)

ILO/CPCR, *Rehabilitation of the Victims of Child Trafficking: a Multidisciplinary approach*, 2006

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## Websites, Directories and Databases

### Websites

These websites will be well known to those working in the field but it is instructive to be reminded which websites are viewed by correspondents as being of particular value.

[www.ecpat.net](http://www.ecpat.net)  
[www.childtrafficking.com](http://www.childtrafficking.com)  
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## **Directories**

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