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► Global guidelines on the economic reintegration of victims of forced labour through lifelong learning and skills development approaches



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Global guidelines on the economic reintegration of victims of forced labour through lifelong learning and skills development approaches

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Foreword

Quality education and training lays the foundation for the economic and social development not only of individuals but of society as a whole. Yet, many lack opportunities to acquire relevant knowledge and skills that would allow them to earn a decent living and find their place in society – in particular during times of global health crises. People may be excluded from accessing and participating in lifelong learning and skills development for a wide range of reasons, including structural, individual and community factors. This leaves them vulnerable in the labour market to many forms of exploitation that still prevail today.

According to the latest ILO's global estimates, 24.9 million people were victims of forced labour in 2016. In other words, on any given day there were likely to be around 25 million men, women and children working in situations of severe exploitation that they could not refuse or leave because of threats, violence, coercion, deception, or abuse of power. Social and economic marginalization, lack of education and low skills levels, along with impunity and permissive environments, all form part of an integrated understanding of how and why forced labour takes place.

In the global fight against forced labour, the *ILO's Protocol of 2014 to the Forced Labour Convention No.29, 1930*, along with the *Forced Labour (Supplementary Measures) Recommendation, 2014 (No.203)* have placed a new emphasis on addressing the root causes of forced labour and on ensuring the full respect of all offended persons, irrespective of their legal status in the national territory. Notably, they draw attention to the importance of educating and informing vulnerable groups to prevent forced labour and providing long-term economic reintegration support for victims, including through skills development. The *ILO Centenary Declaration on the Future of Work of 2019* highlights the need for concerted efforts to promote the acquisition of skills, competencies and qualifications for all workers throughout their working lives. In the light of these two strategic objectives, the ILO has commissioned the development of two sets of guidelines, which aim to raise knowledge on how national skills development systems, institutions and actors, in coordination with workers' and employers' organizations, can contribute to the global fight against forced labour. The first guidelines focus on approaches to prevention, the second on reintegration of victims through lifelong learning and skills development. These publications are outputs of the SKILL-UP Programme, funded by the Norwegian Ministry of Foreign Affairs.

The present ***Global guidelines on the economic reintegration of victims of forced labour through lifelong learning and skills development approaches*** are designed to assist governments, workers' and employers' organizations, NGOs and development practitioners in supporting the economic reintegration of victims of forced labour through formal and non-formal skills development services, skills recognition services and post-training support. Based on extensive research, they draw from a wide range of case studies and good practices identified at local and national levels to offer evidence-based recommendations on how to design and implement effective skills-based interventions for the long-term rehabilitation and protection of victims of forced labour.

Acknowledgements are due to Ruth Pojman and Stephen McClelland, who drafted the guide; to Henri Ebelin, who provided extensive technical support during the process of its development; to ILO field colleagues and experts from other organizations such as IOM, Anti-Slavery International, and OSCE who supported the collection of case studies, and to Claire La Hovary, Aurélie Hauchère Vuong, Marlen de la Chaux, Luana Ayala, Simon Hills and Rosinda Silva, who made valuable contributions to this publication. Christine Hofmann and Luiz Machado technically supervised the development of the guide; and Janet Neubecker proofread it.

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List of acronyms and abbreviations

AAT – Alliance Anti-Traffic	ITUC – International Trade Union Confederation
AJC – American Job Centers	LGU – Local government unit
ANOLF – Association Oltre le Frontiere (Spain)	LPN – Labour protection network
ASEAN – Association of Southeast Asian Nations	M&E – Monitoring and evaluation
CCOO – Comisiones Obreras (Spain) [Workers’ Commissions]	MoHSW – Ministry of Health and Social Welfare
CEDAW – Convention on the Elimination of all Forms of Discrimination Against Women	MSA – Modern Slavery Act
CISL – Confederazione Italiana Sindacati Lavoratori (Italy) [Workers’ Confederation]	NGO – Non-governmental organization
CoE – Council of Europe	NRM – National referral mechanism
COSM – Category-oriented shelter	ODIHR – Office for Democratic Institutions and Human Rights (OSCE)
COVID-19 – Coronavirus	OSCE – Organization for Security and Co-operation in Europe (IGO)
CSO – Civil society organization	OWWA – Overseas Workers Welfare Administration (Philippines)
CTEVT – Council for Technical Education and Vocational Training (Nepal)	PTSD – Post-traumatic stress disorder
D&E – Different & Equal (NGO)	RPL – Recognition of prior learning
EU – European Union	SDGs – Sustainable Development Goals
FMLA – Family and Medical Leave Act	THB – Trafficking in Human Beings (EU)
GEFONT – The General Federation of Nepalese Trade Unions	TIP – Trafficking in Persons (UN)
GLAA – Gangmasters Labour Abuse Authority	TREE – Training for Rural Economic Empowerment
GRETA – Group of Experts on Action against Trafficking in Human Beings (Council of Europe)	TUCP – The Trade Union Congress of the Philippines
HERA – Her Equality Rights and Autonomy (NGO)	TVET – Technical and vocational education and training
IACAT – Inter-Agency Council Against Trafficking	UNODC – United Nations Office on Drugs and Crime
IAP – Integrated Action Project	USAID – United States Agency for International Development
ICT – Information and communications technology	USDOL – United States Department of Labor
IGA – Income generation activity	YCI – Youth Career Initiative
ILO – International Labour Office	
IOM – International Organization for Migration	

1. How to use these guidelines

These Guidelines provide practical assistance for governments, workers' and employers' organizations, NGOs and development practitioners on how to support the economic reintegration of victims through meaningful skills development and lifelong learning. It addresses the policy context, skills needs, training content, psycho-social requirements, delivery options, and partners' roles before, during and after actual training is undertaken.

The Guidelines cover victims of all forms of forced labour and trafficking in persons but excludes forced marriage. They consider male and female victims, and adult and child victims. Although the term "reintegration" is used throughout the Guidelines, it applies to the integration of victims born into forced labour as well as to the reintegration of victims who became trapped in forced labour at some point during their lives.

Examples of skills development and training are taken from diverse countries and situations around the world, including from ILO projects. Each chapter focuses on a topic that those who play a role in the provision of skills training opportunities for victims of forced labour should consider in order to contribute optimally to successful reintegration systems and programmes.

A number of international protocols and conventions refer in general terms to the reintegration of victims of forced labour through skills development:

- ▶ ILO's Protocol 29 (2014) to the Forced Labour Convention, 1930;
- ▶ ILO's Forced Labour (Supplementary Measures) Recommendation, 2014 (No. 203);
- ▶ ILO's Worst Forms of Child Labour Convention, 1999 (No. 182);
- ▶ UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (also known as the Palermo Protocol); and
- ▶ Council of Europe Convention on Action against Trafficking in Human Beings

These Guidelines build on these international agreements to provide more detail on the concrete implementation of economic reintegration measures, based on experience of what has worked.

More specifically, these Guidelines:

- ▶ describe the different types and root causes of forced labour, the characteristics of victims, and key issues regarding reintegration (**Section 2**);
- ▶ provide tools to better understand target groups (**Section 3a**);
- ▶ allow assessment of the local economic and social environment within which the training for decent work will happen, such as identifying service providers and their training needs; identifying employment and entrepreneurial opportunities for victims once trained; and generating awareness amongst employers and entrepreneurs of their roles (**Section 3b**);
- ▶ help assess the personal needs of victims (**Section 3c**);
- ▶ help establish the vocational and career guidance and counselling of victims (**Section 3d**);
- ▶ raise the issue of recognition of prior learning and skills (**Section 3e**);

- ▶ provide guidance on the design and delivery of training for vocational skills, as well as for foundational skills (literacy and numeracy), core skills for employability (sometimes also called life skills), including entrepreneurship, and workers' rights through existing programmes or specially targeted schemes (**Section 3f**);
- ▶ cover the provision of post-training support services for victims, linking training to placements, self-employment, wage employment, mentoring, psycho-social support and referral to other appropriate services (**Section 3g**);
- ▶ suggest instruments for monitoring and evaluating the success of skills training interventions for reintegration (**Section 3h**); and
- ▶ provide a synthesis and conclusions (**Section 4**). This last section contains a comprehensive checklist, compiled from the checklists which close each section of the Guidelines.

Each section of the Guidelines includes a checklist, which covers the roles of remediation authorities, educational and vocational training establishments, employers and workers and their organizations, career counsellors and employment services, etc. The checklist is a convenient tool for all purveyors of reintegration through skills development and lifelong learning to use when designing reintegration programmes. Therefore, these Guidelines can be an integral part of, and contribution to, the National Plan of Action to eliminate forced labour that each country should prepare and use, according to the ILO's Protocol 29 and Recommendation No. 203 on Forced Labour.



2. Skills for a world free from forced labour: Setting the scene



2a. The role of skills and life-long learning to combat forced labour

The next sections provide a substantive overview of the characteristics of forced labour and its root causes. Understanding this is critical for developing effective responses for prevention and for the support and reintegration of victims. These Guidelines, and their companion, are aimed at developing skills training-based responses.

Skills training includes everything from career/occupational counselling and advice, to basic skills of literacy and numeracy, to core (“life” and “soft”) skills, to specific technical and occupational skills, to on the job training and upgrading, to lifelong learning. Skills training is delivered by a range of providers, from very formal training in Technical and Vocational Education and Training (TVET) Institutions, to informal sharing of knowledge in the workplace. Many development and humanitarian project-based interventions for vulnerable populations include skills training of some form. The goal of these Guidelines is to ensure that, on the one hand, actions and interventions to address Forced Labour incorporate good quality approaches to skills training; and on the other, that skills training providers are better able to address issues of forced labour, whether by improving prevention or by reintegration.

Skills training has an impact both at the individual level, for those involved as students/trainees; and at the community level. For individuals, training can improve awareness, employability, self-esteem and resilience which in turn can decrease vulnerability and improve their chances for sustainable and freely chosen livelihoods. At the community level, skills training contributes to business growth, prosperity, inclusive and sustainable development by improving the skills and productivity of the workforce.

Some of the concrete ways in which skills training can reduce individual’s vulnerability to forced labour and support reintegration of victims include:

- informing migrant workers about their rights before departure and providing them with adequate skills to be able to find decent work opportunities;
- providing former victims with appropriate skills to reintegrate employment in good working conditions;
- providing workers with adequate skills to start their own business and no longer depend on unscrupulous recruiters/employers;
- providing workers with adequate skills to get a decent job and increase their income so as to reduce their vulnerability to income shocks; and
- providing workers with adequate skills to get a decent job and be out of debt bondage.

Lifelong learning means that access to education and skills training, and the attendant supports to obtain and maintain decent work (employment counselling, job search and self-employment support), is not limited by age or sequence. It means that individuals may learn basic or new skills at any point in their life and use this to sustain livelihoods through changes in work and circumstance. As such, access to lifelong learning is critical to prevention and reintegration, ensuring that people whose initial education and training left them vulnerable to forced labour are able to gain needed skills and capacities.

The challenge for skills training providers at all points in the spectrum from formal TVET institutions to informal projects and activities is to ensure that their services are both accessible to individuals impacted by forced labour (either as potentially vulnerable or as victims), and effectively meet their needs. This implies a level of awareness at an institutional level and some degree of formal commitment to “mainstreaming” an understanding of forced labour and how that institution can support efforts against it.

2b. Forced labour: How many, who, what, when, where, why?

The internationally agreed definition of forced labour is contained in the ILO [Forced Labour Convention, 1930 \(No. 29\)](#). Forced or compulsory labour is “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself or herself voluntarily”. This definition encompasses various forms of debt bondage, state-sponsored forced labour and trafficking in persons for the purpose of labour exploitation, as well as traditional practices of forced labour, such as vestiges of slavery or slavery-like practices. This last category is defined in other international instruments, namely the 1926 Convention to Suppress the Slave Trade and Slavery, and the 1956 Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery.¹ The 1948 Universal Declaration of Human Rights states: “No one shall be held in slavery or servitude: slavery and the slave trade shall be prohibited in all their forms”. Yet, forced labour continues to exist and evolve in modern forms.

Forced labour is often referred to as ‘modern slavery’ to shed light on working and living conditions contrary to human dignity. Although modern slavery is not defined in international law, it is used as an umbrella term that focuses attention on commonalities across different legal concepts addressing situations of severe exploitation, including forced labour and trafficking in persons, but also forced marriage.

In the vast majority of cases, victims of forced labour are subjected to abusive exploitation and denial of their human and fundamental labour rights. Yet, in practice, it is difficult to draw a clear line separating exploitation as a violation of labour rights from forced labour or trafficking in persons specifically. Some helpful indicators have been developed for that purpose, including the presence of any one or combination of threats, coercion, violence, deception, and/or abuse of power to compel people to work and prevent them from leaving. Those indicators illustrate the thinking behind the argument to see forced labour and trafficking in persons along a continuum of labour exploitation that ranges from decent work to forced labour² (see [Figure 1](#) below).

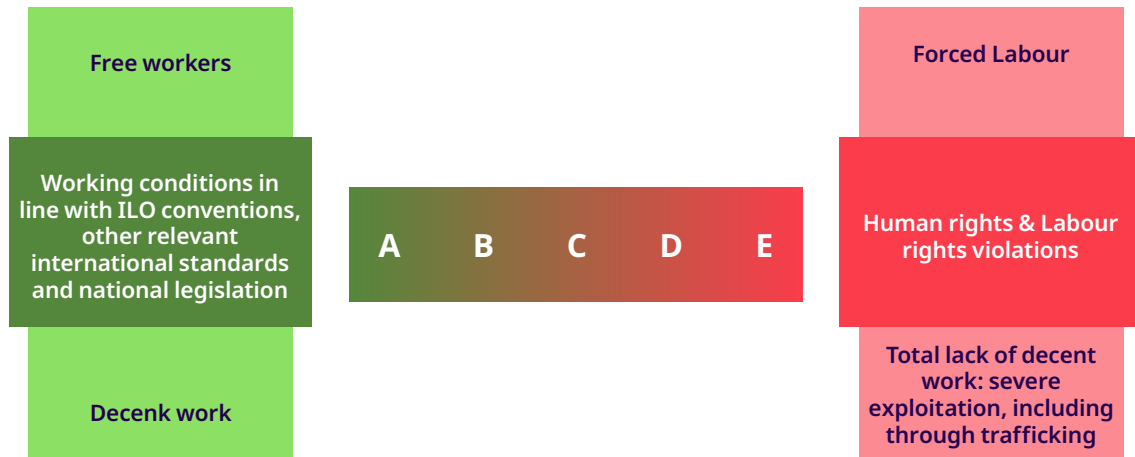
1 These instruments are available at the UN Office of the High Commissioner of Human Rights:

<https://www.ohchr.org/EN/ProfessionalInterest/Pages/SlaveryConvention.aspx>;

<https://www.ohchr.org/EN/ProfessionalInterest/Pages/SupplementaryConventionAbolitionOfSlavery.aspx>; and

<https://www.un.org/en/events/slaveryabolitionday/background.shtml>

2 J. Beirnaert. “A Trade Union Perspective on Combating Trafficking and Forced Labour in Europe.” in: C. Rijken, (ed.) [Combating Trafficking in Human Beings for Labour Exploitation](#). (Nijmegen, Wolf Legal Publishers, 2011), pp. 471–495.

► Figure 1. Working conditions on a continuum – from decent work to forced labour³

- A. Employees in decent work conditions. Overall good standards including suitable living conditions, fair wages, freedom to express concerns, and who have social protections.
- B. Workers who are recruited for jobs that they knew would be in less than decent working conditions, but who experience relatively hard conditions, and low wages – within the limits of national labour law as well as international labour and other relevant human rights standards.
- C. Workers/victims, who knew the type of work and working conditions they are recruited for, but lacked sufficient information, insight or experience to allow them to predict the reality of discrimination, harassment, unreasonable working conditions, pay under the minimum wage and unpaid overtime work, and who may feel that they are trapped in the given situation on account of limited options and have limited knowledge of their rights. Here, the working relationship involves actual labour exploitation and breaches of both human rights and labour legislation.
- D. Victims of false information (deceit) in the recruitment process, who, during the work, may have their documents confiscated and also be subjected to threats of reprisals (e.g. dismissal without pay to which they are entitled, etc.). Their vulnerability is exploited, and they may be tasked to do work other than that which they were promised and/or forced to work under other conditions. They cannot leave without reprisals. Here the violation is under criminal and human rights law.
- E. Victims who have been coerced, who have experienced confinement (locked-up) and physical violence, and/or menace of penalty, and who are severely exploited, in violation of national criminal codes and international law. Here, the working relationship is purely forced labour, including through human trafficking.

Stages D and E both display working relationships that fall within the definition of forced labour, even though stage D is less severe. This continuum illustrates how decent work, labour exploitation, and forced labour, including through human trafficking, can be viewed in relation to each other. At the same time, it demonstrates how the degree of exploitation is not a stationary concept, but one that can move towards the decent work pole of the continuum with the help of freedom of association and collective bargaining.⁴

3 Adapted from: A. Lisborg, *Human Trafficking for Forced Labour in Denmark: A Summary Report* (Copenhagen, Danish National Board of Social Services, 2012). Note that in Figure 1 items A–E on the continuum function as illustrative examples of a given situation and are not fixed definitions.

4 Anders Lisborg.



ILO's Ship to Shore Rights Project in Thailand, © ILO

Main forms of forced labour

The use of a broad definition of forced labour, as agreed in 1930 in ILO Convention No. 29, has enabled the ILO supervisory bodies to address traditional practices of forced labour, such as vestiges of slavery or slave-like practices, and various forms of debt bondage, as well as new forms of forced labour that have emerged in recent decades, such as human trafficking⁵. Some of the main forms of forced labour included in this definition are described below:

⁵ ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) 2012 General Survey (para. 272). See also 2007 and [2012 General Surveys](#) of the CEACR.

Bonded labour/debt bondage – is a common form of forced labour, which occurs when the debt of individuals is manipulated by unscrupulous employers or agents (through high fees, interest rates, penalties, inflated prices for food and accommodation) so that they can never repay it. The debt can even be inherited from one generation to the next.



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Trafficking in persons – movement of people nationally or internationally for the purpose of labour and sexual exploitation (see definition in Box 1)



Chloe, courtesy of Voice of Freedom www.voiceoffreedom.org

Descent-based slavery – the traditional form of slavery, where individuals are treated as property or are discriminated against due to ethnic, religious, minority or other innate characteristics and were “born” into slavery where their class/family/group was already enslaved.



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State-sponsored forced labour – use of the authority and systems of the government to compel citizens to undertake work they would otherwise be unwilling to do. There are a few exceptions defined in the Convention, such as occasional work that benefits the local community, but not work for the general economic development of the country.



Third Party Monitoring project in Uzbekistan © ILO

How many victims of forced labour are there?

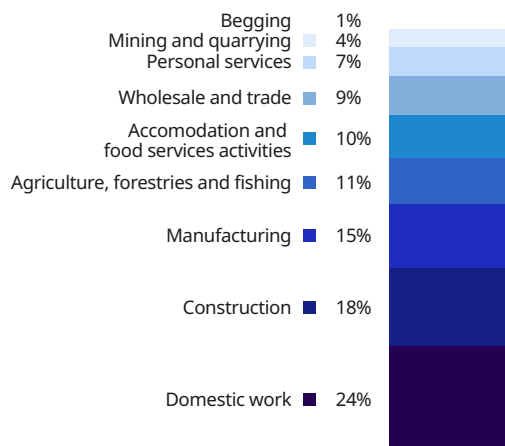
Forced labour affects millions of women, men and children in the industrialized as well as developing countries. In 2017, the ILO estimated that at any one time there are 24.9 million people performing forced labour,⁶ including 4.3 million (17 per cent) children. That means, for every 1,000 people, there are 3.4 people working in forced labour. Of the 24.9 million in forced labour, 9.2 million (37 per cent) are male and 15.6 million (63 per cent) are female. Debt bondage affects half of all victims of forced labour imposed by private actors.

Where is forced labour taking place?

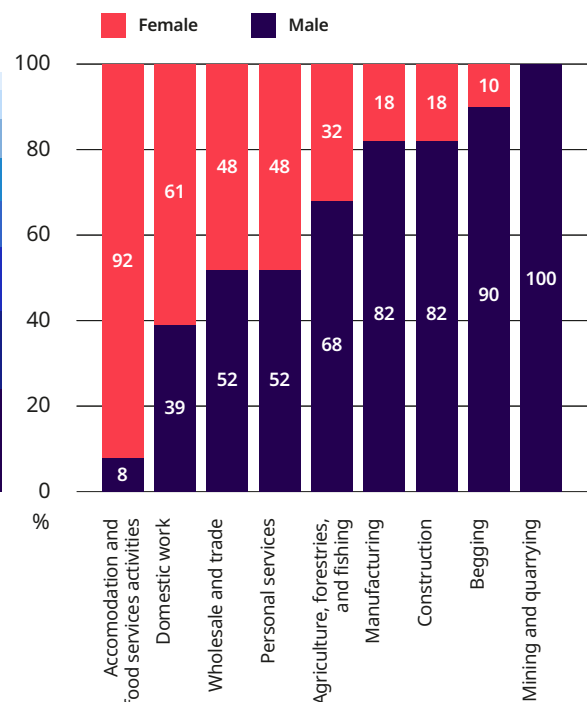
Forced labour occurs in every region of the world. No country is immune. But its illicit and often hidden nature makes its actual incidence and scope difficult to quantify. The prevalence of forced labour is highest in the Asia-Pacific region, where 4 out of every 1,000 people are victims, followed by the Europe and Central Asia region (3.6 in every 1,000), and by Africa (2.8 in every 1,000). One-third of forced labour victims live in industrialized countries.⁷

► Figure 2. Sectors of forced labour exploitation

(a) Sectoral distribution of victims of forced labour exploitation^{(a), (b)}



(b) Sex distribution of victims of forced labour exploitation, by sector of economic activity^{(a), (b)}



Note: (a) These figures are based on cases of forced labour exploitation where industry was reported. Information on the industry was available for 65 per cent of total cases of forced labour exploitation; and (b) with the exception of begging, categories are based on the International Standard Industrial Classification of All Economic Activities, Rev.4 (1-digit level). For further detail and explanation see United Nations Statistics Division (<https://unstats.un.org/unsd/cr/registry/regcst.asp?Cl=27>).

6 ILO and Walk Free Foundation, *Global Estimates of Modern Slavery: Forced Labour and Forced Slavery*, (Geneva, 2017).

7 ILO and Walk Free Foundation.

Forced labour exists in a wide range of industries and sectors but is more prevalent in some types. Women and girls are predominantly affected by forced labour in domestic work, sexual exploitation, and in the hospitality and garment manufacturing sectors. Men and boys subject to forced labour are found predominantly on farms and fishing boats, mines and quarries, clandestine factories and workshops, and construction sites. They may be found in factories operated by sub-contractors, and in informal, unregulated activities like small-scale mining and backyard businesses.

Any product made or service done under forced labour, including through human trafficking can find its way into seemingly legitimate commercial supply chains, both national and international, and thus into what we buy. Persons exploited in forced labour produce some of the food we eat and the clothes we wear, and they might clean the buildings in which many of us live and work.⁸

Who is affected by forced labour?

People of any age, gender or race can be subjugated into forced labour; however most commonly, forced labour impacts people, households and communities who are vulnerable. Such people, households and communities may be:

- ▶ poor and in debt or with few assets, savings or income generating possibilities;
- ▶ uneducated or unskilled;
- ▶ dislocated or displaced due to migration, strife, humanitarian or environmental crises;
- ▶ marginalized, suffering discrimination of ethnic, religious or socio-political stereotypes;
- ▶ hit by family crises (e.g. medical concerns, children without parental care) and unable to access public services or benefit from social protection;
- ▶ families of victims or former victims;
- ▶ prevented from organizing and exercising their human and labour rights; and
- ▶ ordered by their state authorities for obligatory civic work.

Nearly a quarter of victims of forced labour are exploited outside their country of residence, confirming that movement is an important vulnerability factor for international migrant workers⁹. Many of these international migrants have been trafficked for the purpose of forced labour exploitation, some falling under the control of traffickers during their journey.

Who are the perpetrators?

The prospect of high financial rewards and relative impunity from prosecution clearly make the risks of subjecting people to forced labour worthwhile in the eyes of perpetrators, who sometimes operate internationally.

Perpetrators of forced labour can be:

- ▶ human traffickers, recruitment agents and labour intermediaries who deceive people about terms and conditions of work so they are not in a position to make an informed decision (valid consent) on employment or who charge “fees” that cannot be repaid, thereby trapping people into debt;
- ▶ organized criminal gangs who profit from forced labour working in their illegal activities (i.e. drugs), and armed groups who forcibly recruit people to support their fight;
- ▶ unscrupulous and opportunist entrepreneurs in unregulated economic activities who recruit and exploit cheap labour for their enterprise;
- ▶ employers/businesses unaware of, or unwittingly perpetuating, forced labour practices in their supply chain;
- ▶ state-sponsored forced labour for political advantage or economic gain or simply Government officials abusing their authority; and
- ▶ households abusing the human and labour rights of their domestic staff.

8 ILO and Walk Free Foundation.

9 ILO and Walk Free Foundation.

How long does forced labour last?

The duration of forced labour may be inter-generational or life-long, long- or short-term, temporary or seasonal, depending on the nature and purpose of the coercion, the societal context in which it takes place and the perpetrator's will. For example, descent-based slavery tied to the historical discrimination of certain groups in society can continue indefinitely; bonded labourers may pass on their debt to their children, who then become obliged to work for the "employer" who advanced the loan; the recruitment of persons in forced labour can be for specific purposes that last many or just a few years, such as mining or construction, while temporary or seasonal forced labour might be regular, such as every harvest or brick-kiln cycle, or happen once only. Finally, the duration is also determined by the perpetrator and how long they choose or are able to continue exploiting their position of power, as well as by whether victims manage to escape or are rescued. Women and girls are particularly vulnerable. They are often victims of sexual abuse at the hands of their masters. Many are isolated doing domestic work and cannot leave the homes they work and live in.¹⁰

2c. Root causes: Push and pull factors of forced labour

The ILO 2014 Protocol (Article 2(f)) requires Member States to take "measures to address the root causes and factors that heighten the risks of forced or compulsory labour."¹¹

Anyone can find themselves in a situation where they cannot exercise free choice and where their fundamental labour rights are abused. However, there are circumstances which create higher risks for individuals and for members of communities.

The following section gives a brief overview of factors and root causes of forced labour. Note that many vulnerabilities are overlapping and may create compounded risks of people and households being caught in forced labour and of their communities being less able to protect or reintegrate them.

Environmental and political factors

- Inadequate **legal framework, enforcement, good governance**, political will, rule of law, and a climate of corruption, impunity, and oppression. Risks are increased and the context for anti-slavery work is made more challenging where the legal framework regulating the labour market and addressing forced labour, including human trafficking, is weak or absent, where access to justice and remedy are limited, and where there is poor or no effective enforcement.
- **Organized crime**: People may in desperation turn to criminal gangs and migrant smugglers to get a job or cross international borders, thereby putting themselves at risk of forced labour. Such desperation can be generated by economic necessity or by a lack of legal ways to reach another country, where there are or are perceived to be better opportunities.
- Groups and individuals, who are **forcibly displaced** due to civil upheaval, conflict, social unrest, wars, violence, or other causes are vulnerable and may seek to migrate internally or across national borders, including asylum seekers, IDPs and refugees.

¹⁰ Salamata Ouédraogo Cheikhou, *Lessons learned from socio-economic interventions in Mauritania* (London, Anti-Slavery International, SOS-Esclaves and Minority Rights Group International, 2019), p. 6.

¹¹ *ILO Protocol 29 (2014) on Forced Labour Article 2(f)*.

- Individuals or groups who are forced to relocate owing to **climate change**, **environmental degradation**, natural and man-made **disasters**, or actively displaced (as indigenous populations may be for resource development operations).
- The degree to which **trade unions**, **media**, **civil society** and **faith-based organizations**, can freely operate, raise concerns and hold others accountable.

Economic-societal level factors

- **Economic crisis or downturn.** Loss of income and livelihoods, lack of income or limited viable economic opportunities in place of residence (actual/perceived better opportunities elsewhere).
- **Patterns of employment.** Where migration for work or work in coercive conditions is a normal or expected pattern in a community, such as hereditary service and debt bondage; where fraudulent and unregulated recruitment of workers happens; or where informal employment is predominant.
- **Discrimination** on the grounds of age, ethnicity, disability, gender, migration status, race, religion, or sex, etc. leading to social and economic exclusion or marginalization.
- **Citizenship and residency.** Access to social protection and services: Lack of birth registration, statelessness, lack of residence registration.
- **Traditional or religious practices.** Such views can give rise to inter-generational bonded labour and other vestiges of slavery.
- **Child and youth protection and services.** The availability and quality of child protection services, foster care, social orphan, transitioning out of institutional care, youth protection, etc.
- **Migration.** In addition to forced displacement, families and individuals who migrate for work are at heightened risk, depending on their migration status. In international migration, restrictive migration regimes are a factor. For instance, if the person/s are undocumented, and even if the person/s have entered another country legally, they still may be exploited, if their documents are confiscated, if their migration or work status is tied to a specific employer, or due to lack of access to the formal labour market.

- **Economic sectors.** Countries or regions may have economies based in sectors at high risk for forced labour. Sectors can be at high risk of forced labour for a number of reasons, including: lack of visibility/access to inspection due to locations (remote as in fishing and resource extraction, or private homes as in domestic work); and lack of effective regulation (often domestic work is excluded from labour laws applicable to other sectors and activities).

Community and individual level factors of vulnerability

- **Relative poverty and limited economic opportunity.** Communities which have limited access to resources and where families and individuals are relatively poor and vulnerable may have few options other than risky employment. This may be characteristic of a specific community or region, or a caste or ethnic group.
- **Age.** Young people, especially those lacking skills or prospects for decent employment in the formal economy may be at significant risk of forced labour and may lack awareness and resources to understand and resist risks. This could be particularly evident for young people aged 15-17 as they are often seeking work but are no longer required to be in education or training.
- **Migration.** No matter whether a result of regular, irregular or forced migration, living in a country without citizenship and where rights may be unprotected or even unrecognized brings a high degree of risk. International migrants may not speak the host country language, understand its laws or be able to access any information or services. Domestic migrants may also be vulnerable due to lack of community/family support, other cultural practices, belonging to a different dialect or language group, and/or to different local laws in the new jurisdiction.
- **Gender roles.** Gender roles and expectations may create or exacerbate risk.
 - Girls and women's expectations and prospects for economic agency and employment may be limited due to social and cultural barriers and norms.
 - Men and boys may not see themselves as potential "victims" and resist precautionary information. Women may be more likely to accept assistance once identified as at risk.



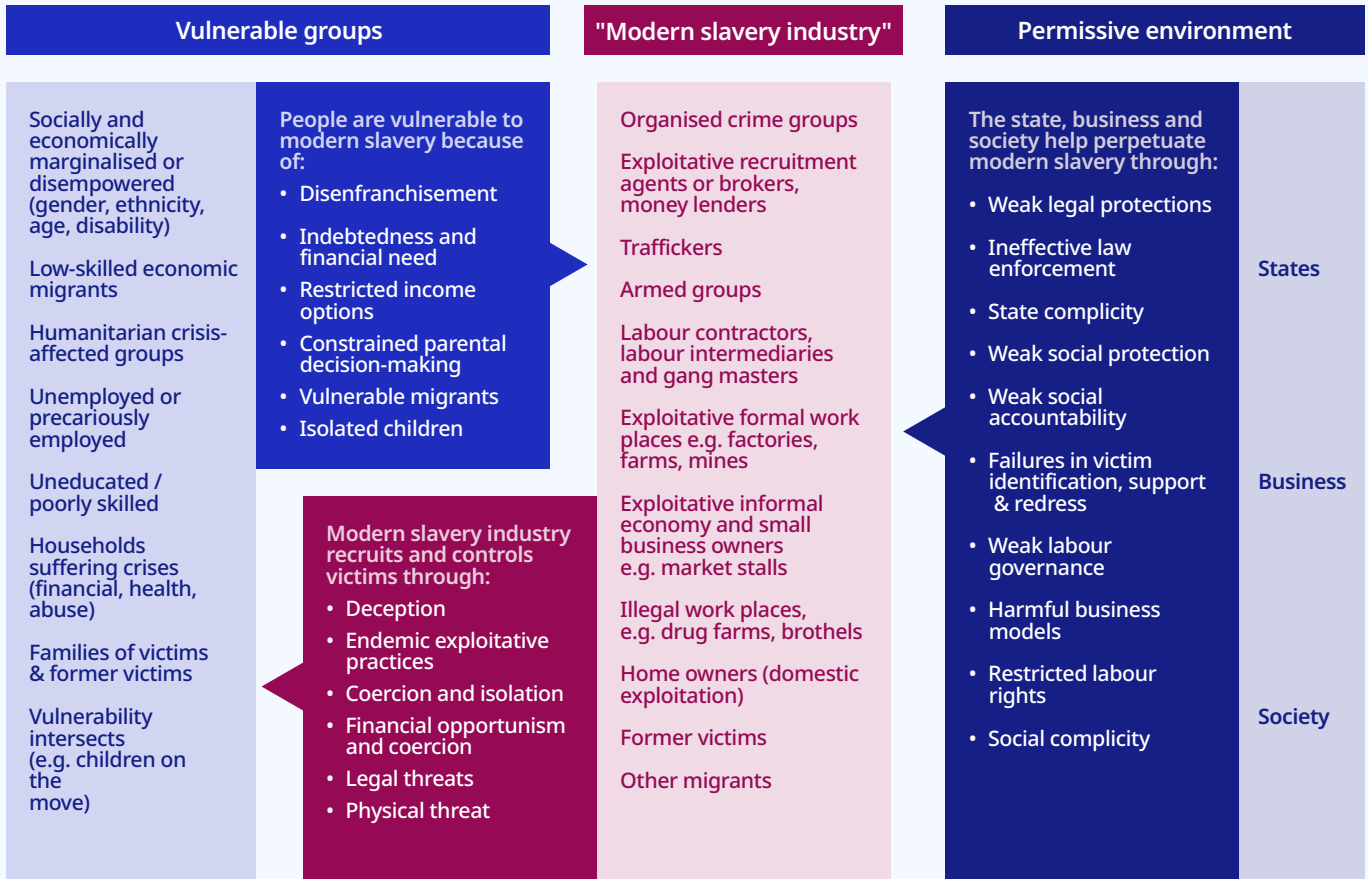
Third Party Monitoring project in Uzbekistan © ILO

- LGBTIQ people may be marginalized and excluded from protective educational and employment opportunities.
- Men may expect to be sole providers for families, leading them to seek risky employment instead of considering shared income responsibilities with their wives.
- ▶ **Disability.** Differences in physical or mental ability may exclude individuals from opportunities for education and employment and increase their vulnerability to exploitation.
- ▶ **Lack of basic education.** Individuals who lack basic competencies of literacy, numeracy and socialization have few formal and skilled employment prospects and are more at risk to exploitation.
- ▶ **History of abuse or violence.** Women and men who have been abused or exploited within their families or have been victims of violence or armed conflict may experience trauma-related challenges in learning and employment and may not perceive risk appropriately.
- ▶ **Lack of support.** Individuals who do not have positive and supportive social or familial networks or who do not have the protection of membership of a labour union may be vulnerable to recruitment to situations of forced labour and may face challenges in full participation in training. Women and/or children left behind by one (including mothers) or both parents working elsewhere or abroad may also be more vulnerable.
- ▶ **Lack of knowledge on fundamental freedoms** and human and labour rights, and about forced labour.

Clearly, it is impossible to tackle forced labour in a comprehensive way without mainstreaming it into the relevant policy areas that address the factors in that list, including gender, good governance, human rights, labour, migration, child and social protection, etc. At the same time, high demand for labour and relatively low risk of punishment and prosecution make the abusive exploitation of people an attractive proposition for unscrupulous employers, recruiters and other perpetrators. The UK Department for International Development (DFID) has developed a conceptual model of modern slavery¹² to link the individual level factors of vulnerability, the forced labour 'industry' and the institutional / political / economic factors.

12 DFID, *Investment in the Global Fund to End Modern Slavery* (London, forthcoming), Annex, p. 54.

► Figure 3. Modern Slavery Conceptual Framework¹³



13 G. Boyle; L. Shields. *Modern Slavery and Women's Economic Empowerment*, Discussion Document (London, DFID, 2018), p. 10.

► COVID-19 and Forced Labour

The COVID-19 pandemic could boost the numbers of people trapped in forced labour and set back achievement of the SDG 8.7 target. Experience shows that it is often the human and labour rights of workers that are the first casualty of a crisis.

The Alliance 8.7 has called for an urgent and coordinated multi-stakeholder response to minimize the impact of the pandemic on the most vulnerable in society, stating that:

“Many workers, particularly those in the informal economy, have absorbed a dramatic reduction in their income. They may have no choice but to take on debt, raising the risk of being trapped in forced labour ... Although everyone is affected by the pandemic, it is the most vulnerable people, those at the margins of society that are at particular risk ... The pandemic shows the need to strengthen national responses and to sharpen multilateral efforts of the international community on universal access to social protection, public health and education, and the protection of human rights and labour rights, including freedom of association, the rights of safety and health at work and gender equality as well as safe and legal pathways for mobility.”¹⁴

2d. Legal framework on forced labour

Forced labour, including human trafficking, are “inimical to the ILO’s primary goal of promoting opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security and human dignity. [They] flout fundamental labour standards and proper working conditions for all workers, national and [international] migrant. [Human] trafficking disrupts or circumvents the efficient functioning of labour market institutions in source, transit and destination countries.”¹⁵

The comprehensive international framework on forced labour and human trafficking is designed to support global good governance, where States carry the primary responsibility for implementation. The legal framework is provided by 1) Human Rights Conventions; 2) International Labour Standards; and 3) the Protocol on trafficking in persons to the Convention against transnational organized crime.¹⁶

14 Available at the [Alliance 8.7 website](#).

15 ILO, *Coaching Returned Victims/Survivors of Trafficking Toward Gainful Careers: A Manual for Coaches* (Geneva, 2019), p. 13; ILO, *An Information Guide: Trafficking of Women and Girls*, Booklet No. 6 (2003, p.12).

16 UNODC, *United Nations Convention Against Transnational Organized Crime and the Protocols Thereto* (Vienna, 2014).

► **ILO legal framework against forced labour, including trafficking**

Representatives of governments, employers' and workers' organizations, at the International Labour Conference, have adopted two Conventions and one Protocol on forced labour, which are legally binding instruments subject to the ILO's supervisory mechanism when ratified by ILO Member States:

- **ILO Forced Labour Convention, 1930 (No. 29)** requires States to take measures to suppress all forms of forced or compulsory labour. It provides the definition of forced labour as "all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily", which is still relevant today.
- **ILO Abolition of Forced Labour Convention, 1957 (No. 105)** primarily concerns ending compulsory labour imposed by state authorities for economic development, political education, as punishment for participating in strikes, or as a means of labour discipline or discrimination.
- **ILO Protocol to the Forced Labour Convention 1930** requires States, within a national Plan of Action, to take effective measures for prevention and protection of victims and ensure their access to justice, including remedies, in giving effect to the Convention's obligations to suppress all forms of forced labour. Measures taken shall include specific action against trafficking in persons for the purposes of forced or compulsory labour.

The abolition of forced labour is one of four **ILO Fundamental Principles and Rights at Work**, as stipulated in the **ILO Declaration on Fundamental Principles and Rights at Work, 1998**. The other three relate to:

- 1. Freedom of association and the effective recognition of the right to collective bargaining;
- 2. The effective elimination of child labour; and
- 3. The elimination of discrimination in respect of employment and occupation.

These fundamental principles and rights at work are interdependent and apply to all people in all countries. They should be promoted, respected and realized by all countries whether or not the countries have ratified the relevant fundamental Conventions.

In addition, the **ILO Forced Labour (Supplementary Measures) Recommendation, 2014 (No.203)** provides non-binding practical guidance on measures to strengthen national law and policy in the areas of prevention, protection of victims, and their access to justice and remedies, enforcement and international cooperation. Prevention includes addressing the root causes of people's vulnerability, such the provision of skills training for at-risk groups. Protection services for victims cover both immediate assistance and longer-term rehabilitation, such as access to skills training and decent work. Forced labour is referred to in the first ILO Convention to be ratified by all Member States:

- The **ILO Worst Forms of Child Labour Convention, 1999 (No. 182)** requires States to take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency. The "worst forms of child labour [shall include] all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict".

The 5th Edition (2017) of the **ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy** provides guidance to enterprises on social policy and inclusive, responsible and sustainable workplace practices on employment, training, conditions of work, and industrial relations.

► **Other international instruments related to forced labour**

Forced labour encompasses situations such as slavery, practices similar to slavery, debt bondage or serfdom as defined in international instruments such as the **League of Nations Slavery Convention (1926)**, the **UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956)**.

Much, though not all, trafficking in persons is for the purpose of forced labour. The **UN Convention on Transnational Organized Crime** and its supplementary Protocol, **the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children**, the so-called “Palermo Protocol” adopted in 2000, comprise the key international UN treaty. It defines trafficking in persons (TIP) as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation”. The Protocol further specifies that “exploitation” shall include at a minimum “forced labour or services, slavery or practices similar to slavery”, as well as other practices which are not forced labour, such as trafficking for the removal of organs. In the case of children, trafficking is assumed irrespective of the means of exploitation (i.e. deception, coercion).

In addition, the **non-binding UN Guiding Principles on Business and Human Rights (2011)** aims to stop business-related human and labour rights abuses. It reminds:

- states of their responsibility to protect against human and labour rights abuses committed by businesses;
- businesses of their responsibility to respect those rights; and
- states, as part of their duty to protect against business-related abuse of these rights, to ensure that when such abuses occur those affected have access to effective remedy.

At the regional level, since 2008 the **Council of Europe (CoE)** holds its 47 Member States to account under the **Convention on Action against Trafficking in Human Beings**, monitored by experts (GRETA). The **European Union (EU)** holds its 27 Member States accountable through the **EU Anti-trafficking Directive 2011/36/EU**, their fundamental legislative act addressing human trafficking. In addition, the EU has recently announced its intention to introduce mandatory supply chain due diligence on forced labour.

Victims of forced labour are not legally owned – as was the case in historical slavery which was abolished around the world – but are still completely controlled by someone else in a slave-like situation due to coercion or the menace of penalty, against them or their families. The impact of forced labour is global, no country is immune, and its eradication requires cooperation and partnerships.

An example of such a global partnership is *Alliance 8.7*.

► UN Sustainable Development Goals and Alliance 8.7

The 17 UN Sustainable Development Goals (SDGs) are a global blueprint for peace and prosperity for all people and the planet into the future:

- SDG 8 calls for action to achieve by 2030 sustained and inclusive economic growth, full and productive employment and decent work for all, which is the core mandate of the ILO.
- SDG target 8.7 calls on all governments to take immediate and effective measures to end forced labour, modern slavery and human trafficking and eliminate the worst forms of child labour, including recruitment and use of child soldiers.
- SDG target 8.8. calls for the protection of labour rights and promotion of safe and secure working environments for all workers including migrant workers, in particular women migrants and those in precarious employment.

Alliance 8.7 is a multi-stakeholder global partnership to coordinate action and accelerate progress towards achieving SDG target 8.7 by sharing ideas, experiences and research. The Alliance 8.7 convenes more than 250 global, regional and national partners, including governments, business, trade unions, civil society organizations, UN entities, regional organizations, trafficking survivors, academic institutions and faith-based organizations. Within Alliance 8.7, 21 pathfinder countries are developing national action plans on SDG 8.7 and fast-tracking implementation of practical solutions.

The 2014 Forced Labour Recommendation (No. 203) affirmed that measures “of prevention, protection, and remedies, such as compensation and rehabilitation, are necessary to achieve the effective and sustained suppression of forced or compulsory labour”.¹⁷ These policy pillars – **prevent, protect, prosecute and partnership** – are inter-related and can have an important preventive functions: 1) they contribute to the identification of cases; 2) which increases protection and helps prevent re-victimization; and 3) the higher rates of prosecution reduces the number of offenders and helps deter would-be offenders.¹⁸

Forced labour thrives where there are systematic governance issues, and disproportionately affects children, women, and the most vulnerable. Its impact is global; even in states with seemingly strong laws and systems, it is recognized that there are critical gaps in the identification and protection of victims and the persecution of perpetrators.

Legislative and other measures have been adopted globally aimed at preventing forced labour, reintegration of victims, and limiting re-victimization. **Most countries of the world have adopted legislation that prohibits these coercive practices.** There are also numerous

bilateral and regional agreements between countries on managing and policing formal labour migration with provisions covering human trafficking and forced labour.

- Governments such as Australia and the United Kingdom have introduced Modern Slavery Acts, while France, the Netherlands and others have adopted due diligence legislation, which requires large businesses to report annually on what actions they are taking to identify risks of forced labour in their supply chains and actions to eliminate it. Canada, Germany and other countries are preparing legislation on supply chain reporting.
- The US *Trade Facilitation and Trade Enforcement Act* and *Countering America’s Adversaries Through Sanctions Act* both prohibit the entry of goods into the US made using forced labour, while at the local level, the State of California, has a law on transparency in supply chains.
- Brazil’s Decree No. 540/2004 created the so-called ‘dirty list’, a public register which identifies the names of individuals or businesses that are known to exploit labour under conditions analogous to slavery. Companies remain on the list for two years, cannot access credit from government or private banks, and are required to address the exploitation issues.

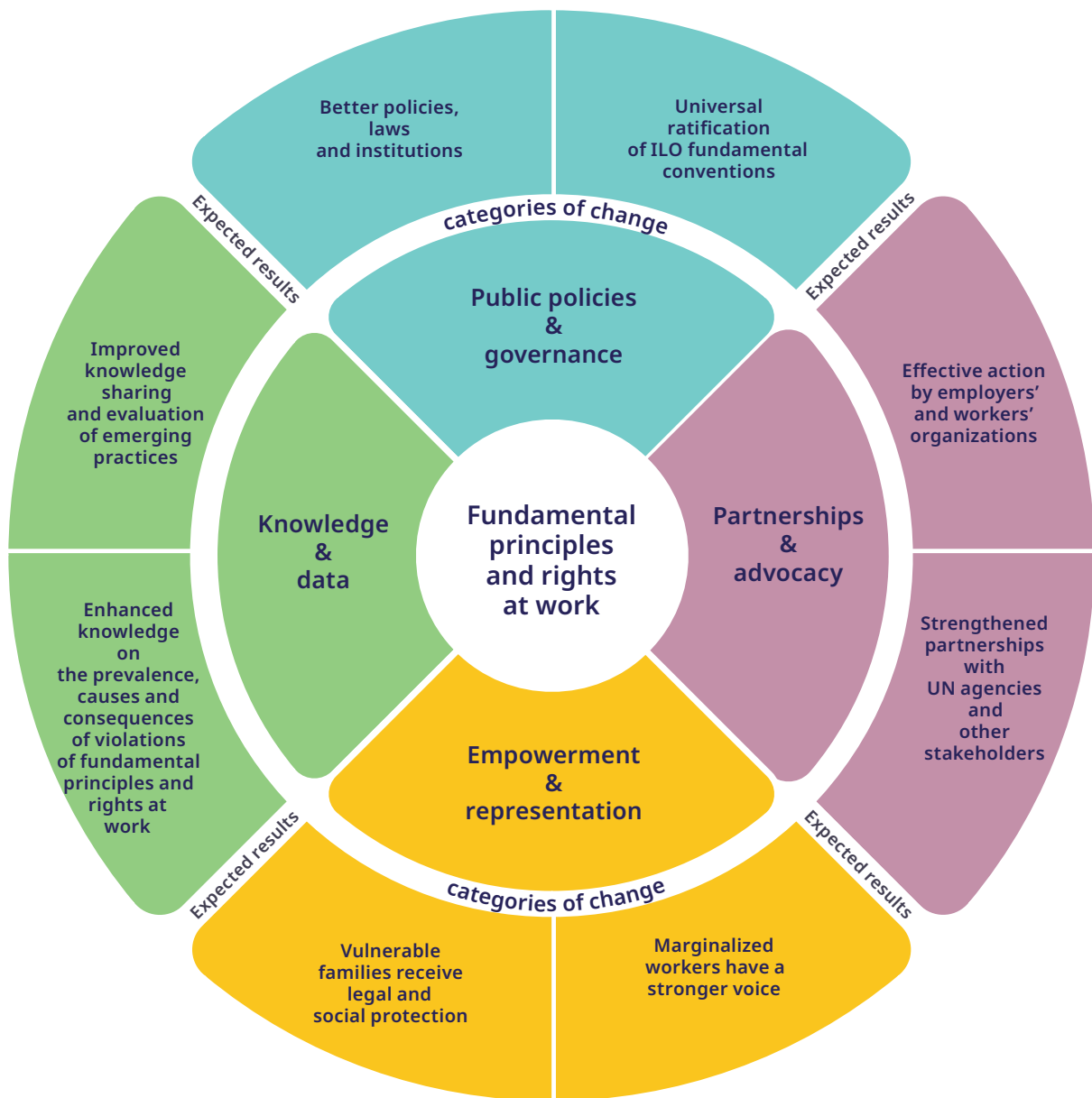
¹⁷ ILO, *Forced Labour (Supplementary Measures) Recommendation, 2014 (No. 203)*.

¹⁸ ILO, *Ending Forced Labour by 2030: A Review of Policies and Programmes* (Geneva, 2018). p. 89.

While global responses to forced labour have gained ground, **fundamental challenges remain** in the implementation and resourcing of actions to prevent this scourge, as well as critical gaps in identifying victims and providing services for them, even in states with seemingly strong

laws and systems.¹⁹ No country is immune. It is critical to address forced labour at the regional, national, local, and community levels, as a complex economic and social barrier to human development, well-being and prosperity.

► **Figure 4. Tackling forced labour through an integrated strategy on fundamental principles and rights at work²⁰**



19 ILO, *Skills-based approaches to prevent modern slavery and reintegrate victims: Thailand Country Study*, (Geneva, forthcoming).

20 ILO, *Integrated Strategy on Fundamental Principles and Rights at Work 2017–2023* (Geneva, 2019).

2e. Reintegration of victims of forced labour

As reflected in Recommendation No. 203 and Protocol 29, a crucial part of supporting people who have been subjected to forced labour lies in going beyond the provision of immediate help in order to ensure their long-term recovery and rehabilitation. Article 3 of Protocol 29 contains an obligation on ratifying Member States to “take effective measures for the identification, release, protection, recovery and rehabilitation of all victims of forced or compulsory labour, as well as the provision of other forms of assistance and support.” These measures are further detailed in Paragraph 9 of the accompanying Recommendation No. 203, which says “Members should take the most effective protective measures to meet the needs of all victims for both immediate assistance and long-term recovery and rehabilitation, such as:

- a. reasonable efforts to protect the safety of victims of forced or compulsory labour as well as of family members and witnesses, as appropriate, including protection from intimidation and retaliation for exercising their rights under relevant national laws or for cooperation with legal proceedings;
- b. adequate and appropriate accommodation;
- c. health care, including both medical and psychological assistance, as well as provision of special rehabilitative measures for victims of forced or compulsory labour, including those who have also been subjected to sexual violence;
- d. material assistance;
- e. protection of privacy and identity; and
- f. social and economic assistance, including access to educational and training opportunities and access to decent work.

With respect to child victims, Paragraph 10(a) of Recommendation No. 203 requires, amongst other assistance, “access to education for girls and boys”; appointment of a guardian, and efforts at family reunion or family-based care if in the best interests of the child.

In addition, Article 6, Paragraph 6 of the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, especially Women and Children, calls on States to:

... consider implementing measures to provide for the physical, psychological and social recovery of victims of trafficking in persons, including, in appropriate cases, in cooperation with NGOs, other relevant organizations and other elements of civil society, and, in particular, the provision of:

- Appropriate housing;
- Counselling and information, in particular as regards their legal rights, in a language that the victims of trafficking in persons can understand;
- Medical, psychological and material assistance; and
- Employment, educational and training opportunities.²¹

However, while most countries provide immediate crisis assistance such as temporary shelter, health care and psychological counselling, far fewer provide services such as vocational training or financial assistance to ensure the long-term reintegration of people exposed to forced labour and human trafficking, and to prevent their re-victimization (see Figure 5).

Long-term reintegration requires substantial resources, planning and sufficient time to carry out interventions, sometimes taking years to complete. A central aspect of successful reintegration is that of “empowerment, supporting victims to develop skills toward independence and self-sufficiency and to be actively involved in their recovery and reintegration”.²²

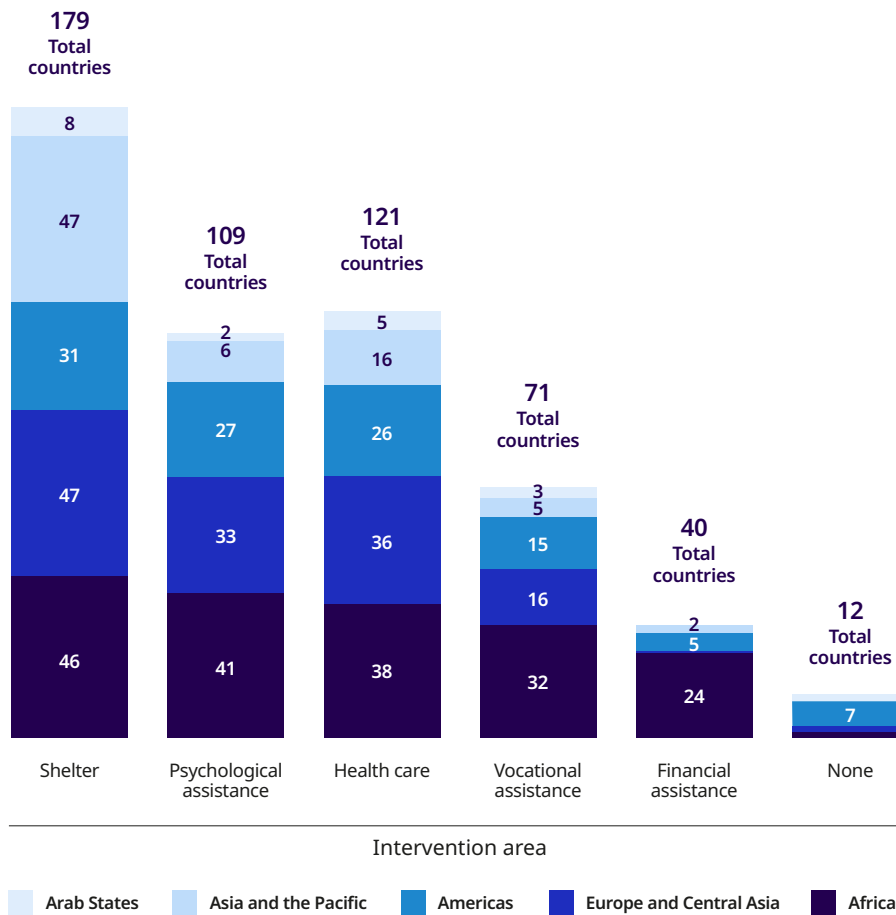
21 UNOHCHR, *Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime*. (New York, NY, 2000).

22 Taken from the La Strada International Association submission for the upcoming thematic report on transformative models of social inclusion for victims of trafficking.

A common strategy for supporting reintegration is to **leverage existing public services and programmes**; for example, accommodating forced labour victims into existing public employment and training programmes (or schools, in the case of child victims). One size does not fit all cases. Thus, many examples use existing public sector programmes, structures and institutions, but adapt and supplement

them as needed to cater for specific situations. Such an approach has the advantage of being more sustainable, cheaper, and benefitting from known quality controls, recognized qualifications, nationwide coverage, operating at scale, etc. The risk with standardized public provisions can be a lack of co-ordination between their parts and a lack of individual victim focus.

► Figure 5. Protection measures for victims of forced labour²³



Note: Some of the countries counted as providing shelter to people released from forced labour did not provide shelter to all of the released population, e.g. some provided shelter to only women and children. The quality of the psychosocial and health care assistance provided was not taken into account, nor was the adequacy of the financial assistance. The figures indicate whether the services are available but do not take into account who is responsible for providing them. In many cases, protection is funded and/or organized by international or national NGOs with some, little or no contribution from the State.

In other contexts, **specialized rehabilitation packages** have been developed, including rehabilitation grants, skill development training, psycho-social support, microcredit, and micro-enterprise development. Systems, timescales and models need to be flexible enough to cope with the very different contexts that victims find themselves in; for example, some victims belong to a whole class of society that historically are discriminated against, while others are individuals who have been duped or coerced by unscrupulous criminals.

► **ILO's How-to Guide to Economic Reintegration of Children Formerly Associated with Armed Forces and Groups**

The guide provides operational and detailed guidance to design and implement the economic component of reintegration programmes for children formerly associated with armed forces and other conflict-affected children. It also addresses the importance of victims acquiring voice, representation and community participation.²⁴

Reintegration or integration

Integration is the appropriate term to use i) in the country of destination in transnational cases; and ii) in circumstances when the victim of forced labour was controlled, in servitude, and/or owned since early childhood, and does not know another life, and/or does not have a community, family or former dignified life with freedom of choice and movement, to reintegrate into. **All support services discussed in these Guidelines also apply to integration services of victims.**

In the first scenario, an important element of successful integration is whether the victim is and can remain lawfully in the location. In cases of transnational migration, Paragraph 11 of Recommendation No. 203 stipulates a period of recovery and reflection in the host country so migrant victims can come to an informed view of their options for future reintegration.

Sometimes integration within a victim's own country is more appropriate in an area other than the victim's place of origin for economic or safety reasons. For instance, if he/she has never known a life outside of slavery and does not want to remain in the environment where the exploitation occurred, or would face discrimination, rejection and stigma, if returned to their own community. In rare cases, victims have been reintegrated in third countries, on the grounds of asylum, when return would endanger their lives due to retribution by the perpetrators.

A victim's right to work in a country/city affects their options. Those repatriated to their country of origin/home area may face different challenges compared to those who remain in the destination country/place where they were rescued.

²⁴ ILO. *Children formerly associated with armed forces and groups: "How-to" guide on economic reintegration* (Geneva, 2011), p. 221.

► **Additional challenges for integration of victims in a new country**

Victims of forced labour may have settled either temporarily or permanently in a country other than their own, such as in cases of cross-border trafficking in persons. For victims temporarily assisted in a destination country – e.g., while involved in legal proceedings or while holding a temporary residence permit (TRP) – the option to work can be vital in their longer term integration options. Gaining skills, work experience and earning money while abroad are significant economic advantages, whether they stay or they return to their home country. Other issues faced when economically integrating in a new country include:

Language: Working in a foreign country often involves gaining or enhancing language skills to a reasonable level of professional proficiency. This can take months and even years. One Belgian NGO reported that attaining professional level language proficiency took trafficked persons at minimum two years of intensive language training, typically more.

Cultural adjustment: A major challenge of integration is adapting to new social traditions, behaviours, cultures, and habits. Cultural differences can pose challenges in work settings where acceptable codes of behaviour may differ.

Discrimination and biases: Trafficked persons re/integrating abroad may face suspicion and hostility as “newcomers” and “foreigners”, hampering efforts to integrate into the local labour market.

Separation from family, friends and a broader social network: Being separated from one’s family members adds an additional layer of stress and complication for trafficked persons.

Adaptation of professional skills to the labour market in the country of integration: Some skills which are relevant in one country may not be marketable or profitable in the country of integration. This necessitates the need for additional training in that field or re-training in another field.

The ultimate objective of the reintegration process should be the victim’s full access to and restoration of fundamental rights, to promoting their dignity, physical and psychological recovery, resilience and well-being, and to their socio-economic inclusion, which is enshrined in the ILO concept of decent work.

Decent work sums up the aspirations of people in their working lives. It involves opportunities for work that is productive and delivers a fair income; security in the workplace and social protection for families; better prospects for personal development and social integration; freedom for people to express their concerns, organize and participate in the decisions that affect their lives; and equality of opportunity and treatment for all women and men.



▶ Case study 1

D&E steps of reintegration²⁵ in Albania for human trafficking victims

Step 1 – Initial crisis intervention (1–6 months)

Immediate crisis assistance is provided by the NGO Different and Equal (D&E) to victims in residential or shelter accommodation. Most of the victims could not go back to their place of origin due to security concerns, social stigma and refusal by their families. During this initial period, the beneficiaries are provided with basic needs and crisis services – accommodation, clothing, food, medical care, psychological assistance, life skills development, professional trainings (where appropriate), 24-hour protection, family mediation – as well as preparation for the next stages of reintegration.

A case manager is assigned to each case and makes a comprehensive needs assessment, together with the multidisciplinary team composed of a psychologist, doctor, lawyer and teacher. This team conducts health, psycho-social, legal, educational assessments, as well as an assessment of the victim's family situation, prior professional and/or vocational courses, employment issues, and the need for accommodation. Then, the beneficiary and the case managers design and follow an individual reintegration plan supported through structured individual contacts and counselling sessions.

Step 2 – Intermediate stabilization and transition (7–12 months)

D&E provides protected housing for beneficiaries who have begun to make the important transition into “normal” life. Adults are supported toward their economic independence – e.g., after completing vocational training and maintaining a job for some time, they move out of the shelter and into apartments, subsidized by D&E. For minors, placements into foster families and alternative care settings (like family homes) are facilitated.

D&E case managers provide ongoing support for the second and third phases of the reintegration programme, by informing victims of community service providers and accompanying them on visits if required.

D&E monitors programme beneficiaries' progress through phone calls, meetings, and visits to the home community at least once per week and provides them with regular psycho-social assistance.

Systematic and long-term monitoring and follow-up is an important service for the beneficiaries to address the problems and needs of the beneficiaries; to support them in overcoming any difficulties faced during the reintegration process; and provide information on required services within the community they live.

Step 3 – Long term social inclusion and reintegration (13–36 months)

The last phase is reached when the beneficiary is ready to live an independent life. The support given is to empower them to gradually leave the programme. This support consists of: offering reintegration assistance to the family and community where the beneficiary resides; information on resources and services available in the community, necessary contacts and map of services; assistance to the beneficiaries in strengthening relationships with the support institutions in the community in which she/he lives; and regular case monitoring and follow-up. D&E monitors once per month and maintains regular contact with the beneficiary for at least five years after they leave the programme. Each year 30–35 beneficiaries of the D&E programme are empowered to live an independent life.

The time duration of reintegration programmes vary. Some beneficiaries may need to be assisted for a longer period of 2–5 years, for example, minors; victims who have denounced their traffickers; those who have entered the programme accompanied by their children; or those with mental health problems.

²⁵ See more details on the D&E reintegration programme of economic empowerment models in Albania on their website, available at: <http://differentandequal.org/en/projekte-2020/>.

“Good practice” factors for economic reintegration measures

The reintegration of victims is often a difficult, complex, and long-term process. It is different for each victim and involves not only the victim but also the environment, community and culture within which reintegration occurs. The organization providing victim support may need to make a long-term commitment to help in this process.²⁶ Recommendation No. 203 mentions a number of “good practice” factors, as do other sources of experience from countries and regional bodies.

Start with a reflection period: have a reflection period to enable the victim to access services and begin their recovery.

Build trust and maintain confidentiality and privacy: treat a victim’s personal information as confidential and protect their data and privacy. Support should center on the victim’s needs, ensuring victims are not re-victimized

Address medical and psycho-social needs: attend to urgent familial stress, health and medical needs, trauma, discrimination and stigma. Paramount to reintegration is creating physical and emotional security for the individual.

Provide education, training and work aligned with victim’s aspirations: combine opportunities for earning and learning through flexible vocational education and livelihood offerings. Children and youth should get education they may have missed while in forced labour. The ILO’s Minimum Age Convention, 1973 (No. 138) requires States to set a minimum age for work that corresponds to the end of compulsory schooling, normally aged 15 years. The ILO’s Convention on the Worst Forms of Child Labour, 1999 (No. 182) stipulates that work opportunities above the minimum working age be safe, age-appropriate, and not interfere with education.

Address legal status: resolve problems with the legal status and documentation of victims. Many victims are international migrants without visa, work or residence permits, or they have no proof of citizenship because they have no birth certificate or a country’s borders have changed. They fear deportation or loss of livelihood.

Involve the community and family: ensure the victim will be well received into the community and family of reintegration. Community awareness is needed to avoid victims being stigmatized on their path to reintegration, thereby avoiding re-victimization.

Pay attention to gender concerns and other forms of discrimination: services to protect and reintegrate victims should provide equal access and opportunity. Forced labour disproportionately affects women and girls and groups who are subject to other forms of discrimination. Programmes should be flexible enough to cater for the individual circumstances, needs and preferences of each victim. For example, men are less likely to be identified and assisted as victims,²⁷ but are more likely to accept support with employment and vocational skills, than medical and psycho-social assistance. Migrant women are more likely to be overqualified for their jobs. Skills development can also help address discrimination by providing training to women for jobs traditionally seen as male.

26 USAID, *The Rehabilitation of Victims of Trafficking In Residential Facilities In Foreign Countries: A Study Conducted Pursuant to the Trafficking Victim Protection Reauthorization Act* (Washington, DC, 2005) pp. 2–3.

27 Ruth Rosenberg, *Trafficking of Adult Men in the Europe and Eurasia Regions: Final Report* (Washington, DC: USAID, 2010), p. 25.





3. Economic reintegration through skills development and employment



Recommendation No. 203 highlights the importance of skills training programmes to address skills deficits and to increase the employability and income-earning capacity of at-risk populations and victims, as well as to reduce vulnerability to forced labour and other abusive job situations.

To achieve these benefits, training should respond to the diverse requirements of workers in the informal economy and to the evolving demands of the formal labour market.²⁸ Priorities should include reforming formal training approaches so they are more open to workers in the informal economy and establishing effective “linkages with employers in the design and provision of training. Informal apprenticeship schemes have also shown considerable promise in imparting skills in the informal economy in many developing countries”.²⁹

But reforms must go further. The formal vocational system must be able to cater for specific demands of victims of forced labour in a flexible yet comprehensive package. Skills development needs to be timely in the process of victims’ rehabilitation and coordinated with other reintegration services to be a genuine opportunity; it should contribute to the eradication of negative socio-cultural perceptions that perpetuate abuses in the employment of marginalized groups; and it should, where required, follow a community-based approach to ensure the sustainability of livelihood interventions and promote social cohesion in places where the status of forced labour victim might attract stigma and discrimination.

3a. Identification of the target group of reintegration measures

Regarding identification of the target group for vocational counsellors and skills development providers, it is important to understand how victims are identified. Ending forced labour requires the effective identification of its victims, as well as measures for ensuring their safe removal from abusive situations and for their long-term recovery. It is quite possible that you, the reader, will not be directly involved in identifying victims of forced labour. In most countries, NGOs and other service providers lack any official role in the identification process. This situation carries with it its own challenges, such as the non-recognition of victims, especially of those who are not willing to assist in or who have no useful information for prosecution or who are blamed for crimes committed in the process of their exploitation, as a direct result of their victimization.

There are several reasons why those who are responsible for providing reintegration services, as well as those who develop policies/programmes for the benefit of victims of forced labour, should understand the identification and classification processes in their country.

- First, effective procedures for identifying victims of forced labour must be coordinated and standardized, and this means that all those who come into contact with victims, whether from law enforcement, labour inspectorates or service-providers, should have a clear understanding of each other’s roles, functions and responsibilities. This understanding ensures coordination from the time of a victim’s rescue until their needs can be assessed and the appropriate services provided to them.

28 ILO (2018a), p. 10. See also ILO, *Making TVET and Skills Development Inclusive for all* (Geneva, 2020a).

29 Ibid.

- A second related reason is to ensure that there is continuity in the assistance offered, from the perspective of the victim – meaning that from the time of rescue the victim will receive clear and consistent information about accessibility to counselling, education or training. In order to provide this, there should be information-sharing and cooperation between those who identify victims of forced labour and those who provide such services.
- Lastly, policymakers can also benefit from having a better understanding of the challenges in identifying victims as a crucial yet inadequate area of anti-slavery work. The eligibility for protection and reintegration services in many countries depends on the issuance of official victim status and, therefore, the ability of all victims to access these services is contingent on policies that accurately reflect the real situation of victims.

In a landmark judgement, the European Court of Human Rights determined in the 2010 case of *Rantsev vs. Cyprus and Russia*,³⁰ that States have the duty to ensure the practical and effective protection of the rights of victims, as well as presumed and potential victims. This case set a precedent, which can be used in courts around the world. According to the OHCHR “supported reintegration is a right owed to trafficked persons by virtue of their status as victims of crime and of human rights violations”.³¹

In reality, forced labour is a complex crime, where identification is low and time consuming, and the victim may not self-identify as a victim, and even refuse assistance.³² The identification of victims can be challenging as authorities lack the training and/or sensitivity required to handle victims. The conflation of victims of trafficking for labour exploitation with illegal immigrants is a particular problem.³³ Unfortunately, victims are sometimes identified as perpetrators instead of victims, which underscores the need for understanding and adherence to the “non-punishment principle”.

Members must also take measures to provide for the possibility of not prosecuting or imposing penalties on victims for unlawful activities they have been compelled to commit as a direct consequence of being subjected to forced or compulsory labour, in accordance with the basic principles of their national legal systems (Article 4(2)). Such unlawful activities could include, for instance, immigration-related, prostitution or drug offences that are linked to victims’ forced labour situations.³⁴

Thus, there is a role for those who are responsible for reintegration and who have a deeper understanding of victims’ experiences and needs to assist in developing effective criteria for proper identification.

To date, few victims are actually identified, released or rescued. The collection of data and the under-reporting of cases are still problematic.³⁵ While the ILO and other organizations attempt to estimate the number of victims globally, there is a serious gap between the estimated number of victims of forced labour and the smaller number of victims³⁶ that have been actually identified and assisted. This points to the continuing need to prioritize and improve victim identification by understanding both the nature and manifestations of forced labour, and to safely remove and rehabilitate victims.³⁷

Forced labour is “hidden in plain sight” and one needs to “look beneath the surface”, as in the campaign poster below. In fact, everyone can and must do their part and play a role in victim identification, in addition to law enforcement officials, who officially identify victims in most countries, and labour inspectors who also can identify victims, especially of forced labour on worksites, also specialized NGOs. You may come across a victim and if you know the indicators you will be better able not only to identify them but to refer them to the appropriate services or officials if they are still in danger.³⁸

30 European Court of Human Rights, *Rantsev vs. Cyprus and Russia* Application no. 25965/04 (Brussels, 2010).

31 OHCHR, *Human Rights and Human Trafficking*, Fact Sheet No. 36 (New York, 2014).

32 Anette Brunovskis and Rebecca Surtees, *Leaving the past behind? When victims of trafficking decline assistance: Summary report*, A research cooperation between Fafo AIS (Oslo) and NEXUS Institute (Washington, DC, 2012).

33 ILO, *Skills-based approaches to prevent modern slavery and reintegrate victims: Thailand Country Study* (forthcoming).

34 ILO, *ILO Standards on Forced Labour: The New Protocol and Recommendations at a Glance* (2016), p. 19.

35 ILO, *Brazil country study, Skills-based Approaches to Prevent Modern Slavery and Reintegrate Victims* (forthcoming).

36 From the U.S. government campaign, available at: <https://www.acf.hhs.gov/archive/otip/resource/labor-trafficking-poster>.

37 ILO, *Digital Global Estimates of Modern Slavery* (2017).

38 From US government campaign, available at: <https://www.acf.hhs.gov/archive/otip/resource/labor-trafficking-poster>.

LOOK BENEATH THE SURFACE

HUMAN TRAFFICKING IS MODERN-DAY SLAVERY

A victim of trafficking may look like many of the people you see everyday.

Ask the right questions and look for clues. You are vital because you may be the only outsider with the opportunity to speak with a victim.

There are safe housing, health, immigration, food, income, employment, legal and interpretation services available to victims, but first they must be found.

If you think someone is a victim of trafficking, call **1.888.3737.888**
For more information about human trafficking visit www.acf.hhs.gov/trafficking.

Factors that are usually considered during identification

Cultural factors: Many victims, including members of minority groups, do not trust law enforcement. They may assume that police are corrupt, and fear that the police are cooperating with their employers/the perpetrators. As member of a minority they may feel that police will not understand or respect them or will discriminate against them due to their religion, culture or beliefs. In addition, some victims may feel obliged to obey traffickers and repay “debts” out of fear of violence or other penalties, such as women and girls trafficked to Europe from West Africa who undergo powerful control rituals, like voodoo. Such significant cultural considerations are often unknown or disregarded by law enforcers and other actors when they are interviewing potential victims. In addition, there are often language barriers. Thus, service providers who are knowledgeable about victims’ experiences can provide valuable information to law enforcement or labour inspectors and to policymakers that can help to make processes more sensitive to the factors that complicate identification.

Economic sectors. Actors charged with the identification of victims of forced labour, such as labour inspectors, focus on sectors where victims are at higher risk of exploitation. Such sectors include agriculture, farming and forestry, construction, domestic work, fishing and fish processing, manufacturing and hospitality, etc. (see Section 2 for a list of common at-risk sectors). Some useful resources on economic sectors are included in the USDOL’s Bureau of International Labor Affairs’ *List of Goods Produced by Child or Forced Labor*³⁹ and the mobile application “Sweat & Toil”,⁴⁰ which contains information on goods produced through forced labour.

Fear. It should not be assumed that because a person is no longer in the situation of trafficking or in the country of destination that he or she is free of reprisals. Often traffickers use threats against the victims’ friends and family and have access to them.⁴¹

Gender. Globally, women are identified as victims more often than men. Generally, this fact is not interpreted to mean there actually are *more* female victims of forced labour (though official estimates show they are), but rather it has been argued that more women are identified because: i) women may be more willing to be identified as victims; and ii) women are more likely to be identified as victims because communities still attribute lower social status to women, and as a result society accepts it as “normal” or even

39 USDOL, International Labour Affairs Lab (ILAB), *2018 List of Goods Produced by Child Labor or Forced Labor*.

40 USDOL/ILAB, *Sweat & Toil: Child Labor, Forced Labor and Human Trafficking Around the World*, Available at: <https://www.dol.gov/general/apps/ilab>.

41 UNODC, *Toolkit to Combat Trafficking in Persons*, Global Programme Against Trafficking In Human Beings (New York, 2020), pp. 256–7.

“expected” that women are the primary victims of forced labour. Thus, male victims may be more reluctant to be identified as such. However, many women do not self-identify as victims, or want to be publicly identified this way, especially when their victimization may result in shame or loss of honour or they are blamed for being victimized. This lack of power and stigmatization is a characteristic of all victims in all forms of forced labour, regardless of gender.

Individual factors. When a victim is identified it is important to consider how their individual circumstances affect how they communicate (some may be entirely non-communicative), how they react (some may be passive, others aggressive), and their willingness to open up and to receive assistance. The practice of a reflection period is helpful in this regard, especially for victims who need time to start to recover from trauma, such as post-traumatic stress disorder (PTSD), and others who may be suffering from drug addiction.⁴² Another consideration is in the case of youth and children aged up to 18 years, who have not completed school or vocational education.

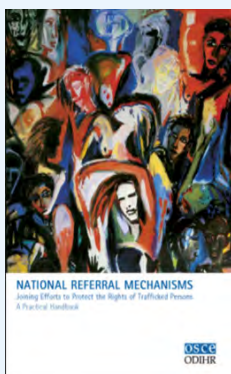
Migration factors. Many international migrant victims fear that in accessing justice and assistance they will likely be exposed to the risk of deportation or other reprisals, such as detention.

In fact, many victims believe or are told by the perpetrators that the authorities are corrupt and complicit and will arrest or detain them, and thus these migrant victims will be less likely to seek help, fearing greater harm.

Frameworks and tools that are used for identification

In considering the identification of victims of forced labour, their fears need to be acknowledged, and that it may take time for them to tell their full, true story. A joint IOM and UNHCR framework tool⁴³ outlines standard operating procedures for the identification and protection of victims who are international migrants, asylum seekers and refugees, following the agreed protection principles: do no harm, rights-based approach, non-discrimination, as well as self-determination and participation.⁴⁴

The ability to interview this target group with adequate sensitivity, as well as respect for confidentiality and privacy is vital, especially with regards to any data collected. Whichever tools and guidelines are used when interviewing victims of forced labour, authorities should be adaptable to the individual’s specific circumstances.



National referral mechanisms

Establishing coordination and standardized procedures across the diverse array of actors involved in protection is critical to the appropriate and timely identification of victims of forced labour. National referral mechanisms (NRMs) offer a well-accepted and recommended means of achieving this, through a multi-disciplinary and human rights-based approach to victim identification. An NRM is a cooperative framework through which state actors fulfil their obligations to protect and promote the human rights of people in situations of forced labour or trafficking, coordinating their efforts in a strategic partnership with civil society and workers’ and employers’ organizations.

The structure of NRMs varies in each country with sometimes different roles for detection, identification and referral, but most are designed to formalize cooperation among government agencies, trade unions, NGOs, including migrant and survivor groups, and other actors dealing with forced labour and trafficked persons.⁴⁵

42 UNODC (2020).

43 UNHCR and IOM, *Framework document for Developing Standard Operating Procedures to Facilitate the Protection of Trafficked Persons* (Geneva, updated June 2020).

44 UNHCR and IOM (2020).

45 The OSCE ODIHR is currently in the process of finalizing the second edition of the NRM Handbook. ODIHR recognizes the importance of survivors as key stakeholders within a multidisciplinary approach and therefore strongly advocates their inclusion as a stakeholder in NRMs. The NRM Handbook will be launched in the second half of 2020.

In some countries, people being subjected to forced labour are identified by labour inspectors and prosecutors (as in the case of Brazil). Most commonly, law enforcement agencies are the sole authority who determine victim status (in some instances police units tasked with the identification and referral of victims are comprised of female officers). In other countries such as Armenia, Georgia and Italy, NGOs who are nominated by the government (and a part of the NRM) can also identify victims.

Identification tools

- ILO Indicators of forced labour: The ILO developed a list of indicators as a tool for detecting forced labour (see figure below).

Detecting forced labour: 11 operational indicators

Operational indicators of forced labour represent common warning signs or clues that point to the possible existence of a forced labour case. Such indicators can help frontline criminal law enforcement officials, labour inspectors, trade union officers, NGO workers, and others to identify persons who may be trapped in a forced labour situation, and who may therefore require urgent assistance.

The ILO, based on extensive practical experience and research in the forced labour field, and within the framework of the definition of forced labour specified in the ILO Forced Labour Convention, 1930 (No. 29), has identified 11 core operational indicators of forced labour:

- | | | |
|----------------------------|------------------------------------|---|
| 1. Abuse of vulnerability | 5. Physical and sexual violence | 9. Debt bondage |
| 2. Deception | 6. Intimidation and threats | 10. Abusive working and living conditions |
| 3. Restriction of movement | 7. Retention of identity documents | 11. Excessive overtime |
| 4. Isolation | 8. Withholding of wages | |

The presence of a single indicator in a given situation may in some cases imply the existence of forced labour. However, in other cases one may need to look for several indicators which, taken together, point to a forced labour case. Overall, the set of 11 indicators covers the main possible elements of a forced labour situation, and hence provides the basis to assess whether or not an individual worker is a victim of this crime.

Source: ILO Indicators of Labour, ILO Special Action Programme to Combat Forced Labour, Pamphlet, Geneva, 2012 http://www.ilo.org/wcmsp5/groups/public/---ed_norm/-/declaration/documents/publication/wcms_203832.pdf.

- ILO's *Hard to See, Harder to Count survey guidelines*⁴⁶ provide a more detailed list of unwillingness and penalty indicators during three stages of a forced labour employment relationship, viz. unfree recruitment, work under duress, and impossibility of leaving.
- Anti-Slavery International's *Protocol for identification and assistance to trafficked persons and training kit*⁴⁷ is a tool for the practical identification of victims for front-line officers and service providers, with checklists, indicators and recommended questions for interviewing victims. It is also a resource on victim assistance.
- IOM *Direct Assistance Handbook*⁴⁸ and Screening Interview Form for the identification of victims of trafficking.⁴⁹
- Joint IOM and UNHCR framework document for Developing Standard Operating Procedures to Facilitate the Protection of Trafficked Persons.⁵⁰
- The UNODC Online Toolkit to Combat Trafficking in Persons, Global Programme against Trafficking in Human Beings.⁵¹

46 ILO. *Hard to See, Harder to Count: Survey Guidelines to Estimate Forced Labour of Adults and Children* (2011).

47 Anti-Slavery International, *Protocol for identification and assistance to trafficked persons and training kit* (London, 2005).

48 IOM. *Handbook on Direct Assistance to Trafficking Victims* (Geneva, 2007).

49 UNODC (2020).

50 UNHCR, *Developing Standard Operating Procedures to Facilitate the Protection of Trafficked Persons* (Geneva, 2009).

51 UNODC (2020), pp. 256–7.

Indicators are a useful tool for identifying cases of forced labour that may otherwise be hidden or unclear and allow for more effective victim identification.



► Case study 2

Integrating identification and socio-economic reintegration processes for victims of forced labour⁵²

Brazil: Since its creation in 1995, the Special Mobile Inspection Group has conducted over 5,000 labour inspection operations, identifying and rescuing 54,686 victims between 2003 and 2019, and facilitating the inclusion of 36,362 workers into the national unemployment insurance scheme. The Integrated Action Project (IAP) is a pioneering action in Brazil created by labour inspectors who, with their experience in rescuing workers from forced labour conditions, identified recidivism among those rescued. This initiative has taken the lead to support victims of forced labour in several municipalities across the country, connecting with already existing and available alternatives of job and income generation, as well as youth and adult education and training programmes. The IAP is an example of how identification and reintegration processes can be successfully integrated.

Municipalities with a high concentration of rescued workers are identified through the list of beneficiaries of the unemployment insurance scheme, and when possible, the IAP team deals with the care of victims immediately after their rescue. They approach rescued workers directly at their home with help from a technical team from the Secretariat of Social Assistance, who have more information about the local communities and are sensitized beforehand by the IAP team on the identification of victims. During the visit, the rescued workers and their families are invited to participate in a vocational training course. Their employment history, education level and demand for training are recorded in the register. Once this phase is completed, the IAP team analyses the training demands and begins the preparations for training, which takes around 30 days on average.

The success of the IAP lies in the articulation of existing initiatives developed by local institutions in a given territory (including training providers), who become partners, which reduces the cost of implementation and generates gains in effectiveness.



Checklist section 3a Identification of the target group		YES	NO
1.	Do you work in a coordinated way with authorities who identify and classify victims?		
2.	Do you have a good picture of the conditions in which victims were rescued?		
3.	Do you have a good picture of/about how the authorities identified and classified victims who are referred to you?		
4.	Do you know what expectations the authorities who identify and classify victims have of your role?		
5.	Do victims view the authorities and your role as a well-integrated continuum of rescue and reintegration?		
6.	Do you know what immediate assistance was provided to victims before they were referred to you?		
7.	Is there a local or national referral mechanism?		

52 ILO. *Brazil country study, Skills-based Approaches to Prevent Modern Slavery and Reintegrate Victims*, (forthcoming).

3b. Local economic and social environment assessment

3b.1 Identification of service providers

The reintegration of people who have been subjected to forced labour constitutes a key pillar of the comprehensive response to forced labour outlined in the ILO's Protocol 29 and Recommendation No. 203. Social and economic assistance, including access to educational and training opportunities and access to decent work, are cited as measures for promoting rehabilitation of victims. However, while most countries provide basic immediate assistance to people released from forced labour, far fewer provide services designed to ensure long-term recovery. For example, according to the ILO only 71 countries gave access to vocational training opportunities for victims of forced labour in 2018, even though 179 countries managed to provide shelter.⁵³

Once identified, victims of forced labour begin a long journey towards empowerment to restart their lives. A critical element of a victim's empowerment journey is the development of skills to support themselves. Governments should prioritize support for social inclusion programmes focused on economic reintegration despite the fact that they are labour intensive, complex and expensive. Sustained commitments by governments to cooperate with service providers and to ensure long-term funding for the delivery of relevant, long-term employment support services will result in measurable positive changes, including:

- increased access to decent work for survivors;
- decreased vulnerability to further exploitation; and
- greater economic prosperity for communities.

Service providers are understood here as the agencies or organizations that support victims of forced labour in reintegration (often also providing services for at-risk communities to support prevention). Social inclusion programmes are implemented by a spectrum of service providers from different disciplines, sectors and backgrounds. Service providers can be public, private or civil society organizations, which may be specialized in assisting victims of forced labour or may be attending to the wider population. Employers may also be service providers when they offer on-the-job training. Most often, service providers are public agencies or civil society organizations working directly with individuals and providing a range of economic, educational, health, legal, psycho-social, vocational and other support. Finally institutions should be identified which can provide technical and vocational education and training, and that work with values of entrepreneurship and social solidarity.

There are many **types of service providers** (see Table 1) that serve different purposes and target populations. Note that there may be linkages between some of the service providers, for example, organizations supporting women in situations of domestic violence may serve female victims of forced labour and may have links to housing authorities to provide safe shelter for victims.

53 ILO (2018a).

► **Table 1. Types of service providers**

Type of Service Provider	Public, Private, NGO	Target Population
Child protection and foster care services	Public	Children
Domestic violence organization	NGO	Victims
Women's support organization	NGO	Women
Housing authorities	Public	People experiencing homelessness
Formal and non-formal TVET institutions	Public, private, GO	General public
Trade unions and Worker Associations	NGO	Workers
Employers	Private	On-the-job trainees
Career guidance and counselling	Public, private, NGO	General public
Business development support (BDS) providers	Public, private, NGO	General public
Public employment services	Public	General public
Health-care providers (community health centers, walk in clinics, hospitals)	Public, private, NGO	General public
Financial service providers	Public, private, NGO	General public
Legal service providers	Public, private, NGO	General public
Migrant and refugee providers	Public and NGO	Immigrants
Faith-based institutions/organizations	NGO	General public
Anti-Slavery (forced labour and anti-trafficking) organizations and survivor associations	NGO	Victims and survivors of forced labour

Once provider institutions are identified, a needs assessment should be undertaken, as discussed in detail in the next section. Most likely, their personnel will need to be trained on how to work with the target group.

Examples of local, national and international service provider mappings:

- The ILO Project's Catalogue of Skills and Livelihood Training Programmes and Support Services for returned victims of trafficking in Thailand and the Philippines to help increase the efficiency of service delivery (particularly determining appropriate economic training programmes for women) and referral of cases to the appropriate agencies.⁵⁴

- Alliance Anti-Traffic (AAT), an NGO working in Thailand for the protection and rehabilitation of victims of human trafficking, has conducted a mapping of local businesses, restaurants and coffee shops for victims to develop job placement services, although no job placements have been secured.⁵⁵
- Freedom Collaborative is a global online community platform that hosts and disseminates knowledge and facilitates networking around fighting forced labour and human trafficking. It has information and resources on anti-trafficking programmes and a mechanism through which NGOs, experts, and potential partners can improve the care of victims and the effectiveness of the fight against forced labour.⁵⁶

54 ILO. *Project's Catalogue of Skills and Livelihood Training Programmes and Support Services, Economic and Social Empowerment of Returned Victims of Trafficking in Thailand and the Philippines* (Bangkok, 2009).

55 ILO. *Skills-based approaches to prevent modern slavery and reintegrate victims: Thailand Country Study*, (forthcoming).

56 See more details at: <https://www.freedomcollaborative.org>.

- An interactive map of anti-human trafficking organization⁵⁷ was developed for businesses as a unified resource against forced labour by the Global Business Coalition against Trafficking, the RESPECT Initiative,⁵⁸ the Global Initiative against Transnational Organized Crime and the IOM, supported by the ILO's Global Business Network on Forced Labour,⁵⁹ Business for Social Responsibility (BSR),⁶⁰ and the UN Global Compact.⁶¹ The map includes information on initiatives and organizations engaging with the private sector to combat child and forced labour, human trafficking, and modern slavery. It is a resource to find partners and resources, to improve coordination, and to develop a baseline from which initiatives can be formed.

Mainstreaming long-term rehabilitation and recovery protection services into existing public services

Many countries prioritize immediate assistance over long-term rehabilitation and recovery. To overcome limited access to long-term rehabilitation and recovery services, a cost-effective and common strategy employed for supporting reintegration and recovery is to leverage existing public services and programmes.⁶²

Coordination is needed between public service and NGO service providers, to ensure knowledge of existing public programmes and the communities where assistance is offered.⁶³ Service providers should collaborate with release/rescue services (identification, protection and referral), and specialized organizations working with victims of forced labour should cooperate with public and other skills and employability services.

The following are examples of mainstreaming rehabilitation and recovery protection services into existing public services:

- In **Peru**, a pilot scheme is being developed by the Ministry of Labour and Promotion of Employment, with ILO support, to free people from forced labour and duly register them with the Ministry of Public Revenues. Rescued victims then receive psychological care and are incorporated into the existing employment and training programmes of the National Fund for Labour Training and Employment Promotion. The same initiative supports their labour market insertion through public-private partnerships.⁶⁴
- In the **United States**, American Job Centers (AJC), also known as One-Stop Career Centers, provide a range of employment and training services, including job search assistance, access to local labour market information, workshops on resume building, case management, and referral to training providers. AJC staff are trained to serve the general public and are not specialists in working with victims of forced labour; however, through its Workforce One Web site, the USDOL offers guidance and resources to AJCs on providing services to survivors of trafficking in persons.⁶⁵

Local or national authorities may maintain a directory of publicly funded programmes. It may be necessary to do a "landscape analysis" (compile an inventory) to identify programmes that are available and whether they are tailored to the specific needs of victims of forced labour. A "landscape analysis" is used to identify service providers that could mainstream the target population into existing public services for skills development and employability:

57 See more details at: <https://www.modernslaverymap.org>.

58 See their website at: <https://respect.international/about-us/who-we-are>.

59 Operating across all sectors, and geographies, ILO GBNFL members work to engage smaller enterprises, develop actionable resources and tools, and devise local solutions that help shape national frameworks to create lasting change for the eradication of forced labour. See their website at: <https://globalinitiative.net>.

60 See their website at: <https://www.bsr.org/en>.

61 See their website at: <https://www.unglobalcompact.org>.

62 ILO (2017), p. 99.

63 ILO, *Brazil country study, Skills-based Approaches* (forthcoming), p. 18.

64 Government of Peru. "*Ministra Sylvia Cáceres anuncia proyecto piloto en Cusco y Puno para reinsertar en el mundo laboral a víctimas de trata de personas*" (Lima, 2019).

65 Victim service providers may contact their local AJC for more information and beneficiaries can visit the following website to find the nearest center: <http://www.servicelocator.org>.

- What government agencies are responsible for employment, labour, social protection, justice?
- What programmes do government agencies support that focus on economic reintegration through education and training?
- What are the target populations of the programmes?
- What is the duration and location of the programmes offered?
- What resources are available to support the target population during the training (e.g., stipends, transportation, childcare, psycho-social support)?
- What programmes focus on skills in greatest demand in the relevant region or sector?
- What limitations, if any, are there for enrollment in the programmes?
- What programmes offer long-term support for job placement?

Targeted-specialized rehabilitation and recovery programmes

Some countries have embarked on specially targeted rehabilitation and recovery programmes for people freed from forced labour. In some contexts, specialized rehabilitation packages have been developed, including rehabilitation grants, skills development training, psycho-social support, microcredit, and micro-enterprise development.

Two examples of targeted-specialized programmes for victims of forced labour are:

- In **Nepal**, liberated bonded labourers are supported to set up micro-enterprises and other income-generating activities through vocational training and related skills development programmes. Government efforts are complemented by groups such as the General Federation of Nepalese Trade Unions (GEFONT), which, in cooperation with other trade unions and international actors, provides a variety of rehabilitation programmes (for example, social empowerment workshops, skills training, classes for children that have never been to school, and programmes to promote the unionization of freed farmers).⁶⁶

- In **the Netherlands**, assistance to victims of trafficking is provided by an extensive network of organizations, including specialized shelters, women's shelters and youth care. There are three specialized shelters for adult foreign victims of trafficking, who have been granted a reflection period to provide victims with time to decide on their future reintegration options. The length of stay is usually limited to three months.⁶⁷

Considerations when identifying potential employers to support reintegration

It is important for service providers to develop relationships proactively with appropriate potential employers well in advance of job placement efforts. When identifying and selecting employers to approach, key factors to consider include: i) that the workplace provides a welcoming and safe environment, where unique needs and challenges faced by survivors can be accommodated; ii) access to long-term opportunities for growth within the business or beyond exist; and iii) the employer should actually need new workers.

If an employer acts out of a sense of charity, it will be less reliable in the long run over those motivated by a sustained business imperative. It is better that the victim is not placed in a situation where she/he will be used as an example of the employer's corporate social responsibility commitment or hired to be put on display.⁶⁸

66 ILO (2017), pp. 99–101.

67 GRETA, [8th General Report on GRETA's Activities \[covering the period from 1 January to 31 December 2018\]](#) (Strasbourg: Council of Europe, 2019).

68 U.S. Department of Justice. Office for Victims of Crime/Training and Technical Assistance Center (OVC/TTAC). See their website at: <https://www.ovcttac.gov/taskforceguide/eguide/4-supporting-victims/44-comprehensive-victim-services/education-job-trainingplacement>.



▶ Case study 3

Linking migrant bonded labourers to rural public employment entitlements in India⁶⁹

Since 2011, Aide et Action (AEA), a Swiss NGO, has played a key role coordinating with state administrations in India to ensure the safe repatriation of hundreds of internal migrant workers rescued from bondage conditions in the brick kiln industry to Odisha, their state of origin. The Migrant Bonded Labour Initiative (MBLi) is a project of this NGO aimed at reducing the vulnerability of victims of bondage and their families so that they do not fall into this trap again. Through this initiative, AEA and its partners have adopted a comprehensive model of rehabilitation to address various sets of needs and educated bonded labourers to access different government programmes aimed at rebuilding their lost livelihoods.

The Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) is a central government-sponsored scheme that provides all rural Indian households with an entitlement to demand up to 100 days of work at any time each year. Under the MBLi, AEA mobilized the released bonded labourers to apply and access 100 days of MGNREGA work and get gainful employment to ease out of their distress. Through this public employment programme, the district administrations provided wage work in terms of community work and individual land development, giving victims and their families an opportunity for immediate livelihood after their release. Three hundred and ninety-nine migrants bonded labourers were linked with a MGNREGA job card, out of which 307 of them accessed work under the scheme. This brought a radical change in the lives of migrant bonded labourers, as instead of looking for work in another state again and falling back into the trap of debt, they were able to earn wages under well-defined terms and conditions of employment, contribute to local economic development and increase work opportunities for themselves in their own villages beyond the duration of the programme.



Checklist section 3b.1 Local economic and social environment assessment – Identification of service providers		YES	NO
1.	Do you have access to a mapping of service providers?		
2.	Have you identified public programmes for mainstreaming the target population?		
3.	Have you identified specialized provider programmes that offer services for the target population?		
4.	Have you identified employers that support economic reintegration?		
5.	Is there a need to cover costs of transportation, lodging, or childcare for mainstream or specialized programmes?		
6.	Is there a public or non-governmental plan or approach to address the absence of service providers in a particular region, sector, or community?		

69 Aide et Action. *Rebuilding Livelihoods: An assessment on comprehensive rehabilitation of migrant bonded labourers in Odisha, India* (Geneva, 2015). See their website at: <https://www.aide-et-action.ch/en>.



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3b.2 Assessing service providers' training needs

Strong needs assessments are critical to improving effectiveness, appropriateness and sustainability of services related to economic reintegration. Service providers that offer economic reintegration programming may include those providing core skills, life skills, skills development, vocational training or post-training support. **These service providers may have demonstrated experience and expertise in economic reintegration but are unlikely to specialize in serving people who experienced trauma and exploitation.**

In the design of a needs assessment for service providers, it is not only necessary to gather information about existing training and capabilities, it is also critical to document the barriers that service providers experience. An understanding of constraints and challenges that influence capacity and capability to deliver services can help ensure that assessments are used to inform discussions about how to improve and enhance programming on economic reintegration through more effective training and capacity building.⁷⁰

For example, a needs assessment would document which service providers have staff who are capable of understanding the specific type of behaviors and non-technical skills that are required for this target group to do well in a traditional work environment. The provider should know that many victims may not have experienced traditional, legal work in some time, if ever, and awareness of how this can affect beneficiaries' behavior and skill uptake would help the provider's staff strengthen the competency and optimism of individual beneficiaries.

To ensure that the needs assessment addresses both the suitability of the provider to serve victims of forced labour, as well as the overall quality of the services provided (regardless of the target group), it should cover the following areas, as presented in Table 2:

70 Heather J. Clawson; Kevonne M. Small; Ellen S. Go; Bradley W. Myles, [Needs Assessment for Service Providers and Trafficking Victims](#), report prepared for the U.S. Department of Justice (2003).

▶ **Table 2. Service provider capacities**

Resources and funding

- ▶ Are your organization's resources and funding adequate?
 - ▶ What are the sources of funding for your organization?
 - ▶ What employment-related services does the funding cover?
 - ▶ What additional funding/resources are needed?
-

Existing coordination with other service providers (those who deal with victims)

- ▶ Does your organization coordinate with local or national organizations and agencies on employment services?
 - ▶ Does your organization participate in a local or national referral network?
 - ▶ Is your organization part of a coalition or alliance of service providers?
 - ▶ Are there associations of service providers that offer training, professional development and peer support?
 - ▶ Do you develop community partnerships with providers equipped to treat trauma?
-

Language skills to deal with victims

- ▶ What language(s) and dialects do the trainers speak?
 - ▶ Does your organization have interpreters for all languages and dialects?
 - ▶ Are the materials used available in the trainees' language and/or dialect?
-

Safety concerns

- ▶ Does the service provider promote physical and psychological safety by validating their experiences and providing non-judgmental support?
 - ▶ How does your organization promote safety in the context of economic reintegration programmes?
 - ▶ Does the programme emphasize how to practice occupational safety and health procedures?
 - ▶ Are the training facilities upgraded to the highest safety standards?
 - ▶ How are the specific safety needs of vulnerable populations (e.g., women, disabled, youth) considered?
 - ▶ Do previous or current abusive partners have access to their workplace, know their route to work, or have directly interfered with work?
 - ▶ Have you developed a safety plan around the workplace together with the beneficiary, if they need one?
-

Organizational procedures

- ▶ Are there rules and regulations in place, including codes of conduct for service providers dealing with victims?
 - ▶ What additional rules and regulations are necessary to protect victims' employability? For example, regarding certification of courses offered to victims?
 - ▶ Does your organization have a data management system to track the progress of economic reintegration programmes?
 - ▶ Does your organization have a monitoring and evaluation framework to measure the impact of economic reintegration programmes?
 - ▶ Does your organization have a culture of learning?
-

Linkages with local employers and labour unions

- ▶ Are trainers responsible for establishing and cultivating contacts with employers and unions in trainees' localities or home countries to ensure continuity of support should a trainee return home?
 - ▶ Does your organization ensure that the employers identified for job placements offer decent working conditions and an environment where victims wouldn't be discriminated against or stigmatized?
-

Availability of career guidance and counselling services

- ▶ Are career guidance and counselling services available to victims?
 - ▶ Does the programme cover how to work with others and contribute to workplace activities?
 - ▶ Does the programme explain how to demonstrate work values?
 - ▶ Does the service provider instil an expectation to practice career professionalism?
 - ▶ How does the service provider impart skills on how to develop teams and individuals?
 - ▶ Does the programme cover how to apply problem-solving techniques in the workplace?
 - ▶ What activities does the training require that cover the importance of how to collect, analyse and organize information?
 - ▶ Does the service provider offer training that emphasizes the outcomes required to plan and organize work?⁷¹
-

Market-relevance of training provided

- ▶ Are trainers responsible for ensuring that the skills covered in the programme are in high demand?
 - ▶ Are trainings tailored to local and regional market opportunities?
-

Incorporation of core skills for employability within training content

- ▶ Does the programme incorporate activities that support individuals to develop and practice negotiating skills?
 - ▶ Do training programmes offered by the service provider offer instruction on how to solve problems related to work activities?
 - ▶ Does the training programme cover the use of mathematical concepts and techniques?
 - ▶ How does the service provider use relevant technologies in its programming?
 - ▶ Does the programme explain how to receive and respond to workplace communication, both written and verbal?
 - ▶ Does the service provider offer training that covers how to lead workplace communication?
 - ▶ What kinds of trainings does the service provider implement that teach skills on how to utilize specialized communication skills?
 - ▶ What types of activities instil skills to participate in workplace communication?
 - ▶ Does the programme help individuals to identify ways to work in team environment?
-

Provision of training

- ▶ What training is offered? To whom? How often?
 - ▶ Is the training offered to the whole community or only victims? How is the training delivered?
 - ▶ What training materials are provided?
 - ▶ What additional training is necessary?
-

Furthermore, while offering technical, non-technical, emotional, socio-psychological and other support and training, service providers helping with economic reintegration need to demonstrate their capability to research and monitor changes and trends in the work environment and labour market in their area; teach how to prepare a presentable CV; and how to prepare for interviews.⁷² This allows for a better understanding of the bigger picture of the economic, work and social environment into which they are helping to reintegrate victims of forced labour.

In addition to the specific capabilities for agencies offering economic reintegration programming for victims, assessments may also document whether and how agencies integrate training for core skills into their training and economic reintegration programming. Indeed, core skills apply equally to all. No matter what a victims' educational background or work experience, these skills should be integrated in all training programmes at all levels, be it for manual labourers or those in managerial or supervisory level positions.⁷³

Service providers should also be able to provide career guidance and counselling.⁷⁴ This can help trainers and their students alike to realistically assess their strengths and weaknesses in the workplace and determine a potential best fit in matching an individual's interests and skills with available employment opportunities. Additionally, service providers and trainers need to have training in how to teach the importance of being able to get along with others, so that their presence is a welcome asset to the workplace.⁷⁵

Assessing the identification, selection and preparation of trainers

Identifying and selecting trainers/instructors is the key to conducting any training programme. Instructors or potential instructors must understand the flexibility of the requirements when designing and implementing courses for the targeted groups.

For the purpose of assessing whether trainers have the qualities and characteristics necessary to deliver adequate programming, consider exploring the following topics in Table 3.⁷⁶

► Table 3. Trainers' capacities

Roles and responsibilities of trainers

- What are the responsibilities of the trainers in preparing, delivering and evaluating the training program?

Qualifications of trainers

- Is the trainer competent in the subject being taught?
- What is the trainer's background in the subject matter being taught (academic, technical, professional)? What certifications and/or accreditations are required for trainers?
- Is the trainer resourceful and creative?

Mastery of the techniques of instruction

- Does the trainer accommodate trainees with specialized needs?
 - Does the trainer utilize a variety of instructional approaches (e.g., lectures, small group exercises, peer support groups, individual activities)?
-

72 ILO (2009b), pp. 33–39.

73 Laura Brewer. *Enhancing youth employability: What? Why? and How? Guide to core work skills* (Geneva: ILO, Skills and Employability Branch, 2013). For a more detailed discussion, please see also ILO, *Guidelines for Development of Regional Model Competency Standards* (RMCS) (Bangkok: Skills and Employability Branch, 2006).

74 ILO. *Guiding Youth Careers: A handbook for those who help young jobseekers* (2007); and ILO. *Surfing the labour market. Job search skills for youth – Facilitator's Guide and Toolkit* (2013).

75 ILO (2009b), pp. 50–51.

76 Chart is taken from the summary of the ILO TREE Manual (ILO, 2009d).

Assessing components of trauma informed employment support

It is likely that victims of forced labour have experienced trauma. Therefore, it is important to assess whether service providers offer trauma-informed employment support (see Table 4). Assessments

should be comprehensive and accessible so as to facilitate learning, innovation and improvement in the conceptualization and implementation of economic reintegration programming for victims of forced labour.

► **Table 4. Key questions for the provision of trauma-informed employment support⁷⁷**

-
- Does your organization understand common responses to trauma and its impact on employee health (e.g., depression, difficulties with attention, concentration, and engagement, irritability, dissociation, avoidance, or anxiety)? Are you able to identify possible trauma triggers in the workplace (such as controlling and aggressive behavior, arbitrary rules, conflict, and discrimination)?
 - Are you able to identify ways in which the abuse experienced may have affected their sense of themselves, particularly around work or education?
 - How do you take into consideration particular concerns or fears victims may have about looking for or starting employment?
 - How do you address interruptions in work history when applying for jobs and during interviews (e.g., What has work been like before? When has it gone well? When has it been difficult?)?
 - Have you considered issues related to disclosure of trauma, including whether to disclose, and potential workplace accommodations?
 - How do you ensure that the victim is able to access and maintain support and resources while working (e.g., therapy appointments, peer support, exercise, community involvement, spiritual activities)?
 - Have you discussed/considered other relevant need related to parenting: childcare, and children's mental health needs and how these may affect their ability to look for or maintain employment?⁷⁸
 - How does the service provider center individuals who are impacted by trauma and violence as the experts on their own experiences and what they need to thrive? Does the programme empower job seekers with a meaningful voice and information-driven choice in determining the career pathways that are best for their needs?
 - To build trust and transparency, how consistently does the service provider share what its programmes can and can not do to help?
 - What are the approaches the service provider uses to cultivate mentors and other leaders who share similar lived experiences, identities, and backgrounds to offer peer support?
 - Are there examples of how the service provider fosters a culture that promotes dignity, agency, collaboration, and respect?⁷⁹
 - Do you have a plan/resources for how to manage the impact of secondary trauma among/on employees?⁸⁰
-

77 Futures Without Violence website: [Promoting Employment Opportunities for Survivors of Trafficking](#).

78 U.S. National Center on Domestic Violence, Trauma and Mental Health, [Creating Trauma-Informed Services: Tipsheet Series: A Trauma-Informed Approach to Employment Support: Tools for Practice](#)," (Washington DC, 2011), pp. 1–2. This resource contains responses-recommendations on employment support that are applicable to victims of forced labour and human trafficking, employment programmes that take a trauma-informed approach to working with survivors.

79 Futures Without Violence, [Trauma Responsiveness in an Integrated Workforce Service Delivery System](#) (2020), pp. 3–4.

80 James Kowalsky, PowerPoint: [Delivering Trauma-Informed Care in an Employment Context](#) presented at the conference "Harm Reduction in the House" at the Midwest Harm Reduction Institute, October 26, 2016. (Chicago, IL, 2016).

An assessment should explore all these components and should incorporate data and qualitative information that evaluates service providers' performance and experience in providing economic reintegration programming that encompasses these elements.

Assessments of service providers should examine the trainers' approach to covering these topics, the content of training materials, as well as the retention and utilization of skills by trainees. Information may be gathered by survey, focus group, interviews, or questionnaires that are conducted in-person or virtually. To protect confidentiality of trainees, it may be necessary to offer channels for anonymous feedback or to synthesize information, so that anonymity is protected.

Assessing service providers' impact and outcomes:⁸¹ In order to assess training needs for service providers to ensure the socio-economic reintegration of victims, it is vital to have a good case management tracking system and referral process. This enables the service providers as well as policymakers to track the outcomes from the referrals between relevant agencies/service providers and to better identify which service providers need further support.



Checklist section 3b.2 Local economic and social environment assessment – Assessing service providers' training needs		YES	NO
1.	Are there any gaps in the quality, capability and coverage of service providers for undertaking reintegration work with victims of forced labour?		
2.	Does the service provider coordinate with other service providers (e.g., employment agencies, local employers, and other relevant public and private organizations) to fill gaps in the services offered to victims?		
3.	Does the service provider adequately address diversity and gender concerns, including language?		
4.	Does the service provider practice adequate Occupational Safety and Health, security, privacy and confidentiality protocols to protect victims? How do programmes ensure that trainees' private information and data is protected? Are trainers aware of confidentiality protocols?		
5.	Can the service provider offer reintegration measures to victims without disadvantaging non-victims?		
6.	Is the organization able to provide appropriate core skills training, career guidance and counselling services?		
7.	Does the organization prepare trainers and check the performance, qualifications and experiences of staff that offer reintegration programming?		
8.	Do the programmes offer trainees transportation, stipends, and childcare support?		
9.	Are service providers aware of, and benefit from, market opportunities for training and placements?		
10.	Does the service provider evaluate the impact of services delivered and improve by learning lessons, including through feedback from victims?		
11.	Does the service provider offer trauma-informed employment support during job search and while working?		
12.	Do service providers maintain a case management system, tracking and referral process?		
13.	Does each service provider develop trust by allocating a staff responsible for communicating with the victim for sufficient duration prior to and during the programme and afterwards?		

81 ILO. *Rays of Hope: Emerging Good Practices in the Provision of Economic and Social Reintegration Programs for Victims/Survivors of Trafficking* (Bangkok, 2009), p. 28.

3b.3 Identification of employment and entrepreneurial opportunities

Training must be relevant to market opportunities in order to give victims the best chance of achieving decent work. Providers of skills development for reintegration need to know how to make their services i) market oriented; ii) operationally flexible; and iii) of sufficient quality to match the demands of potential employers and institutionally, technically and financially sustainable business, while filling the gaps in the victim’s skill set.

An accurate and up-to-date appraisal of market opportunities is required. A picture of market opportunities informs the training needs analysis that each victim should prepare with the skills providers. The market appraisal and victim’s needs analysis should be done before providers decide what skill training to offer and before victims commit to train in particular skills, sectors, trades or businesses (see Figure 6). Skills providers can then design the reintegration package with training measures appropriate both to the market and victim.

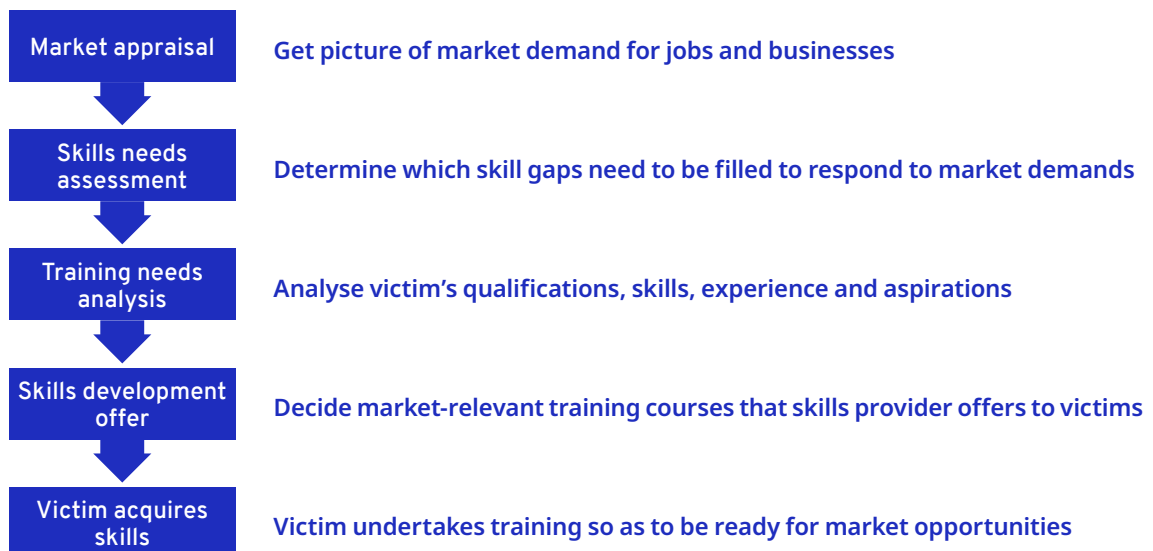
Non-state skills providers might commission their own market surveys, depending on resources and time. Public sector skills providers usually have more resources than NGOs for surveys to appraise market opportunities and update them regularly. The results should be shared amongst all skills providers to which victims are referred for reintegration. Government departments, local authorities, academic institutions and consultants can be commissioned to undertake appraisals

of market opportunities. It is always worthwhile asking mainstream training institutions how they appraise the market and transpose it into their training offer, as this knowledge could be adapted for training courses targeted at victims.

Both economic and social factors should be considered when doing appraisals of market opportunities. A common question relates to the size and extent of the market to be assessed. The answer depends on the labour market that is targeted for decent work. Some victims may prefer to focus on the local community, often where family and friends live. Others might have national or even international ambitions. Each choice of market contains challenges as well as opportunities and each victim will have a different preference that will inform their choices. The important point is to have a well-informed appreciation of the market and the skill-set needed to access decent work within it (see Figure 6).

Market assessments for employment opportunities can be gleaned from recruitment agencies, public labour exchanges, private placement agencies, word-of-mouth, community leaders, the media, contacts in the market, and the availability of internships and apprenticeships, etc., and engagement with local authorities where there is local implementation of a national programme of assistance to victims. Moreover, listening to the voices of victims may also provide further insights, as they may have good market awareness as a result of their experiences.

► **Figure 6. From identifying market opportunities to skills training**



Some victims may prefer self-employment or starting a micro-enterprise. Identification of entrepreneurial opportunities – and identifying the consequential training needs for self-employment – will form the basis of relevant training programmes and can be presented in four steps:⁸²

- **STEP 1. Identifying potential business opportunities** (gaps in the market) using a suite of four surveys (indeed, this step can also be used to expand business and job opportunities in existing firms for trainees as well as to appraise the market if no other appraisal is available):
 - community profile. Shows how supportive the social context is, and which organizations, including training providers, are available.
 - sectorial studies. Shows which economic sectors are advantaged.
 - consumer demand survey. Indicates which goods and services are in demand but not presently provided.
 - market opportunity survey. Investigates how goods and services in demand could be supplied for the local market or beyond.
- **STEP 2. Discussion of survey results with stakeholders** (such as victims, trainers, community leaders and social partners). The purpose is to prioritise activities, anticipate obstacles and discuss issues such as financing, marketing, and production.
- **STEP 3. Feasibility studies:** The objective is to assess the viability and sustainability of the business ideas that have been prioritized.
- **STEP 4. Training needs assessment** of victims, based on:
 - motivational and confidence-building skills and other core-work skills;
 - foundational and technical skills and prior learning for specific trades/occupations that have market potential; and
 - entrepreneurial skills.

It should be remembered that jobs and business opportunities might exist but not be available or suitable for victims of forced labour due to stigma and discrimination, regardless of their training programme. Such a situation needs to be anticipated by the training provider and victim by developing links in advance with potential employers and market participants, conducting de-stigmatization sessions and ensuring they take the necessary steps to provide an inclusive environment for persons formerly in forced labour.

There are obvious advantages in maximizing community benefits of market opportunities. For example, the reception by the community will be better if new jobs or businesses respond to identified needs of the community or the local development plan, if they are gender-sensitive and promote local livelihoods for disadvantaged groups, if they promote social cohesion and if they help improve attitudes of the community towards victims of forced labour.



▶ Case study 4

The Bridge Project in Nepal⁸³

In 2018, a livelihood intervention in Nepal carried out by the ILO supported the reintegration of 600 former victims of forced labour in Bajura and Kanchanpur through skills training. Based on a market and beneficiary needs assessment, participants were offered livelihood training on one of 14 different trades according to both their interests and the labour demand in the region. All of the participants received the basic level of training on one trade of their choice, which followed the standard government curricula. The midline survey of the Bridge project showed that it has been successful in improving the livelihoods of the participating beneficiaries, including the following concrete results:

- ▶ 38.5 per cent of participants had increased their income after the training due to the income received from the trade on which they were trained.
- ▶ 47.8 per cent of livelihood participants reported an income increase.
- ▶ 87.6 per cent reported that they had used the trade skills that they had learned, both at work and at home.
- ▶ There was a 26.8 decrease in debt among participants.⁸⁴

The project selection criteria for the livelihood intervention, sought to target the most vulnerable. The selection of trades provided an opportunity for the illiterate beneficiaries to benefit from the livelihood intervention – in trades such as goat-keeping, off-season vegetable farming, and poultry rearing, which did not require a minimum education level. In addition, the survey found that before the training 51.3 per cent of the participants did not have an income, indicating their increased vulnerability. However, by the midline survey, more than half of the livelihood participants that had had no income at the baseline, reported that they had received an income after the training.

Lessons learned: There were significant differences in the income received depending on the different trades, as some trades fared better in comparison to others. For instance, 77.3 per cent of poultry farming participants, 56.0 per cent of tailoring and mobile phone repairing participants reported an income increase. Amongst those in other trades: 13.6 per cent of house painting participants and 10.4 per cent of hand-embroidery participants experienced an increase; however, none of the beekeeping participants indicated that they had experienced an increase.⁸⁵



Checklist section 3b.3 Local economic and social environment assessment – Identification of employment and entrepreneurial opportunities		YES	NO
1.	Do you have a clear picture of the market opportunities for employment available to victims?		
2.	Do you have a clear picture of business start-up opportunities that victims could undertake?		
3.	Is your skills development offer suitable for victims to take advantage of these market opportunities?		
4.	Have you taken action with potential employers to ensure victims will not be discriminated against in seeking jobs or starting a business?		

83 ILO. *The Bridge Project 2020: Livelihood Intervention, Findings from the Nepal Midline Survey* (Summary of data), Internal Report (2020b).

84 ILO. *The Bridge Project* (2020d), p. 3.

85 ILO. *The Bridge Project* (2020d), pp. 3–6.



► Personal story 1

Hope and better prospects for a former bonded labourer in Nepal

Hundreds of former bonded labourers in western Nepal are benefiting from vocational training under an innovative ILO scheme. Birendra Chaudhary, now a fully trained and well-paid plumber, is one of them. Twenty-eight year-old Birendra Chaudhary from far-western Nepal was born into a community that has, for centuries, been trapped in bonded labour.

Under the Kamaya and Haliya system of bonded labour, landlords gave families loans that would give them just enough to get by, forcing them to work to pay off the loan. Both systems were abolished in the 2000s; however, many former bonded labourers and their descendants are still vulnerable, often deprived of arable land and decent employment opportunities.

After leaving school at 19, Birendra went to work in a food processing plant but began to think about migrating to India for work after the plant was closed. His life took a different turn after a friend told him about the ILO Bridge project,⁸⁶ which offered skills training to former bonded labourers and their families.

The ILO Bridge Project, funded by the US Department of Labor, aimed to eliminate traditional and state-imposed forced labour systems and to significantly reduce contemporary forms of forced labour, which are often linked to human trafficking. Birendra's story shows that prevention measures, livelihoods support and legal services can give new hope to former victims of bonded labour.

The project provided support to the government's rehabilitation process to improve the livelihood of freed-Haliyas. NGOs have been involved in selecting beneficiary families and providing skills and employability training, as well as helping them seek employment.

Birendra is one of 600 young people from the Haliya and Kamaiya communities to have benefitted from intensive training in one of three recommended groups of trades: construction, agro-forestry and other vocational skills.

As a result he obtained a certificate from the Council for Technical Education and Vocational Training (CTEVT) and is now a successful plumber. After six months in his new job, he makes an average of 28,000 Nepalese Rupees (USD260) a month – much more than he could earn in many other informal trades. "It happens that I can sometimes earn as much as 1,500 Rupees (USD13) an hour," said Birendra.

"My certificate attests to my professionalism and helps me win more contracts. It also gives me more room to negotiate prices," he said. "I am in a position to ask my clients whether they need just a quick fix or a serious professional service."

After only three months, Birendra earned enough to buy a second-hand motorcycle. "I cannot be late for work. Clients can sometimes be very demanding and expect me to rush over to them at short notice. If I can't get to the client on time, I lose business, so I bought a motorcycle," he explained.

Birendra is an inspiration to many Nepalis as he has demonstrated that it is possible to stay in Nepal and earn a decent living, and not be obliged, as so many young people have been, to leave the country to work abroad.

Source: ILO BRIDGE project staff

3b.4 Generating awareness among employers and entrepreneurial partners

While employers and entrepreneurs are increasingly aware of forced labour as an issue, they are less aware of their role in reintegrating victims. This is due in part to the small number of legally classified victims, as well as doubts over the costs and benefits, and discrimination. But it is essential that employers and entrepreneurial partners are made aware of their crucial role in reintegrating victims of forced labour into decent work through skills development.

Awareness can be raised through publicity campaigns by governments, employers' organizations, labour unions, advocacy groups, businesses higher up the supply chain, and cooperatives. Self-help associations of victims have an obvious interest in generating awareness amongst business partners in a sustained and organized way. Those responsible for the reintegration of victims through skills and training – as well as skill providers themselves – have a particular responsibility to raise awareness by showing the mutual benefits of partnering with employers and businesses.⁸⁷ Partnerships can develop into constructive and trusted links. For example, by developing a solid relationship in the financial sector benefitting both future lender and borrower; or with fair recruitment agencies, supplying workers at home or abroad, so all benefit from following good recruitment practices.

Generating a commitment to partnerships with employers and entrepreneurs at local and national levels helps to prepare the economic context for sustainable reintegration of victims of forced labour. This can be done through

developing partnerships with employers at national and local levels, especially small or medium enterprises, market traders, financial intermediaries, associations of crafts workers and cooperative associations. Large public and private firms are more likely to provide placements, on-the-job experience and apprenticeships and eventually jobs, or even procure supplies from micro-enterprises created by victims. Some small firms and crafts workers might view the training of victims of forced labour as future competitors, while others will see them as reliable future employees or business partners.

The quality of the partnership requires attention. Employers and entrepreneurial partners must not see victims as a source of cheap labour but provide them with decent on-the-job training activities and on-going support; nor must victims be used to advertise a firm's corporate social responsibility, as was mentioned earlier in Section 3b.1. The state has a role in regulating the quality of the partnership, while employers' organizations and unions can monitor adherence to quality norms.

Finally, skills providers need to maintain close relations with their employer and business partners and organize outreach sessions for them, including de-stigmatization sessions and advice on how employers can engage with someone who has a traumatic past. Of course, it is necessary to protect the status of victims if they wish it to remain confidential. In this way, expectations of either side will not be disappointed and links will endure.

87 See ILO's *Combating Forced Labour: A Handbook for Employers and Businesses* (2015b).



▶ Case study 5

Case Study 5: Business partnerships train victims in the hospitality and retail sectors

The Youth Career Initiative (YCI) is the International Tourism Partnership’s solution to global youth unemployment. A six-month training programme, YCI helps some of the world’s most vulnerable young people across five continents. Marriott hotels has been creating innovative public-private partnerships to help victims of human trafficking in various countries, and has also worked to expand the reach of the Youth Career Initiative (YCI), its community partner, using its hospitality employment courses to train young victims of sexual exploitation. So far, 30 victims of human trafficking have gone through the YCI and 75 per cent of them have found a job a month after finishing the programme. YCI has introduced its programmes in Mexico and Vietnam, with others to follow.⁸⁸

In the UK, the Bright Future Programme⁸⁹ was established by the UK Co-op Group in order to offer paid work placements to victims of forced labour, with the aim of inserting them into decent work with the Co-op. Since then, other UK businesses have joined the scheme. A number of NGOs are collaborating with the programme.



Checklist section 3b.4 Local economic and social environment assessment – Generating awareness among employers and entrepreneurial partners		YES	NO
1.	Have you taken sufficient steps to raise awareness so that links with employers and entrepreneurial partners are formed and sustained?		
2.	Are these partnerships providing victims with pathways (e.g., experience, support, contacts) into decent work after training?		
3.	Have you assessed how employer partners can best engage with someone who comes from a traumatic past (they do not need to know the reason why)?		

3c. Personalized needs assessment

For most victims of forced labour, their top priority is to stand on their own two feet economically. They will likely welcome assistance if they see the value of what is being offered. It is important to listen to them, and to understand their desires and needs also from an economic point of view. Most victims cannot afford to wait for income generating activities (IGAs), they may have no money, be supporting families, and/or be in debt that they are under pressure to pay off.

Some victims who are identified may be ready to enter an income-generating path right away, while others likely will need to embark on a longer journey. Some individuals may have skills that fit the local job market, while others would need assistance to build the skills to meet market demands. All would benefit from core skills

training and career and vocational guidance and counselling.

Some victims may not have the “right skills” but have the “right” frame of mind to take on new challenges and new areas of work. Victims may have unrealistic expectations of what they may be able to do, and how much they could earn, and be disappointed if they are led to believe that they may earn more or work in a desired area, and then are unable to do so. It is vital that they are presented with information that is relevant, and that they are steered into training or placed in jobs where there is a high likelihood that they can continue to work –sustainable and decent work. Victims who have experienced trauma and need psycho-social support, should receive this in parallel to the skills training and post-training support.

88 World Economic Forum, *Hedging Risk by Combating Human Trafficking: Insights from the Private Sector* (Geneva, 2014), p. 14.

89 See the Co-op Brighter Future website at: <https://www.co-operative.coop/ethics/bright-future?ga=2.152530233.1048453117.1604410946-1816550272.1604410946>.

► Psycho-social support

Victims of forced labour commonly experience severe psychological trauma, even post-traumatic stress (PTSD) as a result of the violence, threats, and other means exploiters/perpetrators use to control them. As a result, they may feel a range of emotions, such as: guilt for having made “mistakes,” a fear of being blamed and/or shamed, and even anger at themselves or at others for not helping. They may feel distrustful and powerless. They may need to re-learn to trust other people in order to have healthy relationships. Thus, it is important that victims have access to psycho-social assistance to overcome any such feelings of anger, distrust, guilt, stress, and shame and have a safe place to deal with traumatic experiences, to regain control over their lives.

Along the journey, there are many barriers and challenges to overcome. Sustainable and appropriate skills development and job search support offers possibilities to address these challenges, such as i) long-term mental health effects of forced labour; ii) issues linked to the individual’s situation and specific characteristics; and iii) challenges which are attributable to the broader social and economic environment. When these psycho-social issues are addressed together with service providers, especially psychologists and social workers, the individual has the best chance to recover and move on with a productive and happier life. For this reason, many service providers start offering job search support and employment counselling only in the intermediate, as opposed to the first-crisis phase of reintegration, where vocational and career guidance might already be offered, since it could give the recovery process a direction and spur motivation and self-confidence.⁹⁰

It is important that psycho-social support be provided on an on-going basis, as needed, in parallel with skills development and vocational training, as well as in the post-training phase of recovery. The feelings that victims may have as a result of their experience may affect how they are able to learn in a training situation, and how they function and interact with others in a work environment.

The ILO report *Going Back, Moving On*⁹¹ discusses the process and factors in regaining autonomy and control, being socially and economically empowered to make informed choices, and becoming a healthy and productive member of the society. According to this study, in addition to the crucial provision of psycho-social support, successful recovery is also reliant on the individual’s “autonomy in making decisions about their future: in family relations, work, choice of residence, education and access to legal recourse to address pain and suffering”... letting them recover in their own way and in their own time.

Victims should take advantage of a period of reflection, which is often offered by the authorities, to undertake a personal needs assessment and gather information on suitable options for their reintegration. A reintegration plan should then be based on a thorough assessment, in consultation with the victim, of his/her individual and, if necessary, family needs, and in a comprehensive way that considers the background, desires, experience and feelings of the victim. The journey for each victim is unique

and must be individualized in assessments, as there is no “one size fits all” scheme.

The needs of victims vary, and some will have a wide range of needs. These may include immediate needs for safety/shelter, crisis intervention, food and health/mental health/medical care; intermediate needs, which include counselling, life skills, language; legal support (for compensation claims, and court proceedings related to a case); while long-term needs include skills development, employment, and housing.

90 Rebecca Surtees (2009), p. 29.

91 Anders Lisborg. *Going Back, Moving On: A synthesis report of the trends and experiences of returned trafficking victims in Thailand and the Philippines* (Geneva: ILO, 2009).

Others may also need assistance with childcare or dependent family members.⁹²

A key to successful reintegration is adapting skills training to address the structural and social constraints relevant to the victim's needs, context and life experience. Participatory approaches are crucial, and training should have strong linkages to obtaining a sustainable livelihood and decent work. As highlighted in Section 3g.3, victims can benefit from the mentoring and support from other persons formerly in forced labour and from cooperatives, self-help groups, and associations.

Those who are conducting the assessment should be sensitive to the following considerations:

- The victim may not self-identify as a victim.
- He/she may fear deportation, threats, re-trafficking, of stigma, feelings of shame, paired with a lack of knowledge of rights.
- To get a realistic needs assessment, the development of trust between the victim and the appropriate service provider is crucial.
- The needs assessment should ideally be conducted by (or with) the service provider/ organization that has provided the initial intervention to the individual.
- When conducting the assessment, do not make promises that cannot be kept.
- Only offer what is feasible-realistic – victims must see the benefit of “what’s on offer”.

Where feasible, the victim should interact with the same person managing their case file so trust can be established between them. Depending on the needs of the victim, one or more service providers may engage with the victim at multiple points over a prolonged period, having to rebuild trust each time. If possible, it is better to establish a trusting relationship with a single point of contact (see Section 3d on counselling).

Victims have personal and professional ambitions and needs which can influence the appropriateness of specific economic options. A victim's “individual situation (e.g., responsibilities, ambitions and plans, skills, psychological state and aptitude) will significantly impact the success (or failure) of any re/integration efforts, including in terms of economic empowerment”.⁹³ They may be also constrained by practical circumstances, such as the need for support in terms of childcare and transport costs, which influence whether and the degree to which they can participate in reintegration programmes.

Personalized assessments should address the following individual characteristics and needs:

- age
- educational level
- skills
- experience
- readiness to find a job
- medical and psycho-social needs
- community and family duties
- time constraints
- care responsibilities
- financial literacy
- access to financial services
- citizenship/migration status
- access to identity documents
- work contracts
- legal entitlements
- labour rights

Thus, these needs should be assessed prior to the start of any economic programme and will vary in different economies. Providing access to financial services, when coupled with appropriate financial literacy support, not only promotes victim recovery but is also a measure to prevent re-victimization.

92 Different & Equal, [Research on local job market skills and opportunities to support the economic empowerment of survivors of trafficking and domestic violence in Tirana, Kukës, Dibra and Saranda](#) (Tirana, 2018).

93 Rebecca Surtees (2009), pp. 65–66.



▶ Case study 6

Personalized needs assessment for trafficking victims in the Philippines

In the Philippines, the Department of Social Work and Development's (DSWD) Recovery and Reintegration Programme for Trafficked Persons (RRPTP) provides a package of services addressing the psycho-social, social and economic needs of recovered victims towards reintegration. First, the beneficiaries of RRPTP, called "clients", are assessed by accredited psychologists or psychiatrists on whether they need psycho-social or health interventions. Depending on the degree of trauma, if any, these interventions may take a day, a week, months or years. The evaluations/reports provided additional information for the DSWD case worker to design the appropriate package of services for the victim.

Appropriate services are determined on a case-by-case basis because each victim or client has different experiences and sets of needs. Some would prefer to return to their families immediately to recover, while others opt to stay in temporary DSWD shelters; for the minors, some will continue through the formal education system while others will prefer to avail the Alternative Learning System (ALS).⁹⁴ Career or employment counselling is conducted while they are assigned social workers that manage and monitor their cases. A consistent aspect of the service package is the one-time financial/livelihood assistance of PHP10,000, to encourage the victim to start entrepreneurial/skills trainings or, if they so choose, go back to formal education or ALS. The DSWD activates the referral system which involves other agencies such as the Department of Education (DepEd) for formal education and the Technical Education and Skills Development Authority (TESDA) for skills training. When the clients are prepared to work or prefer to work right away, they will be referred to the reintegration programmes of the Department of Labour and Employment (DOLE) in cooperation with the Overseas Workers Welfare Administration (OWWA), the National Reintegration Center (NRCO) and other government agencies.



Checklist section 3c. Personalized needs assessment		YES	NO
1.	Has the victim used a period of reflection to undergo a personal needs assessment and consider their options for reintegration?		
2.	Does the victim consider that the jobs/services offered are age, gender and culturally appropriate and fit their personal preferences for reintegration?		
3.	Does the victim yet have the "right" frame of mind to take on new challenges and new areas of work?		
4.	Is personal, social and cultural information specific to the victim's needs being used to inform and support their career advice, job search and training programme?		
5.	Are the domestic needs of the victim that might limit their ability to benefit from the programme being fully met?		
6.	Will the victim require psycho-social support in parallel with skills training and post-training support?		
7.	Are the legal status and security situation of the victim settled?		
8.	Does the victim require vocational counselling and/or career guidance, and is he/she ready to receive it and benefit from it?		
9.	Will the victim need options for specific learning support, mentors and student peer support, etc.?		
10.	Does the service provider evaluate the impact of services delivered and improve by learning lessons, including through feedback from victims?		

⁹⁴ The ALS is a parallel learning system in the Philippines that provides a practical option to the existing formal instruction. When one does not have or cannot access formal education in schools, ALS is an alternate or substitute, happening outside the classroom, community-based, usually conducted at community learning centers, barangay multi-purpose hall, libraries or at home, managed by ALS learning facilitators, such as mobile teachers, district ALS Coordinators, instructional managers at an agreed schedule and venue between the learners and facilitators.

3d. Vocational and career guidance and counselling

The reintegration of victims of forced labour is a long-term process and is composed of many elements and steps. Depending on the level of a person's self-confidence and attitude to work identified during the personalized assessment, they may be ready to benefit from career guidance services to match their individual needs and aspirations with training and labour market opportunities. Vocational and career guidance and counselling should all be part of a victim's reintegration in order to suppress the risk of re-victimization.

Career guidance involves different professional services that can help victims make well-informed decisions on their path towards reintegration. These services should be provided at the right place and time by a person who can give specialist practical advice, consonant with the wider landscape of options and constraints familiar to the counsellor. Each particular career guidance specialism or function should be part of a comprehensive network of career guidance services. Career guidance is particularly important for victims of forced labour, who might be unfamiliar with normal labour market institutions and procedures and unaware of the package of services and programmes potentially available to assist their reintegration. Career guidance should help victims link, and optimize, employment market opportunities, individual needs, and skills development into a dynamic capacity-building package for sustained reintegration into decent work. This may be to help select a suitable occupation or advance the chance of securing on-the-job training or wage employment. Career guidance services can be publicly or privately owned, or a mix, and formally certified, though in some countries informal counselling is common.

Career guidance is an important place to start after the needs assessment has been conducted. However, counselling, while necessary, may not be sufficient. It is crucial to create a "village" from the community/family, as feasible, around the victim to help guide and support them on their journey, which will be especially critical in their post-training process of reintegration.

Guidance and counselling may be necessary not only to help victims find well-paid positions, but also to manage their relationships with the employer and colleagues in order to maintain their position. A roster of potential employers could be created as a future resource. Relevant state agencies may be asked to help identify and contact potential employers.⁹⁵

The **individual counselling assessment** is based on five employability dimensions and determines the nature and extent of more focused assistance required to increase the jobseeker's employability, to a level where it is possible for him or her to become an active participant in the labour market.⁹⁶

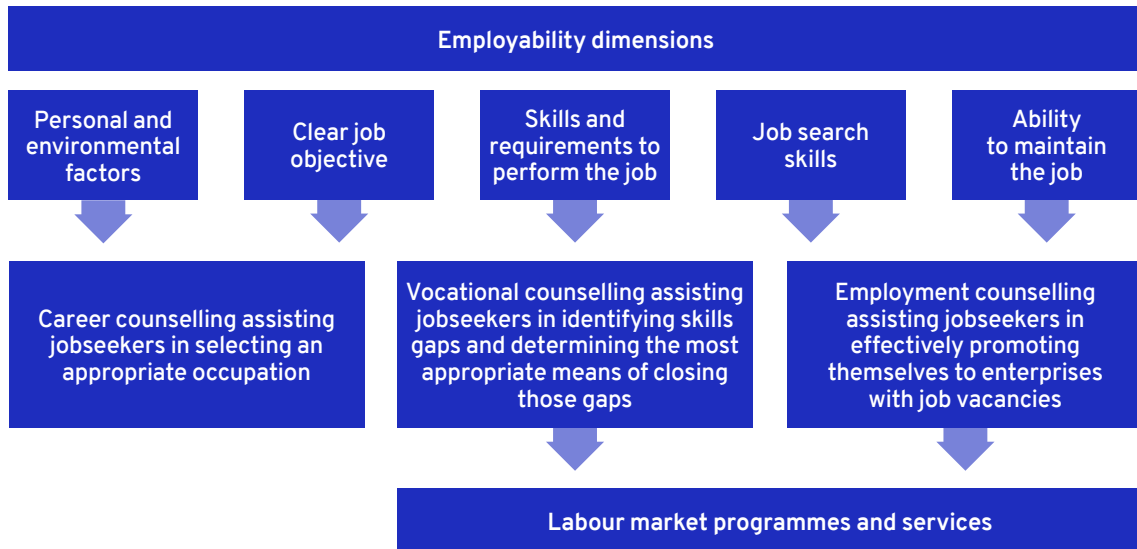
Whenever a jobseeker approaches an employment office, a similar process is expected during the first visit, regardless of goals, reasons for approaching the employment office, or current level of employability. There are a number of steps in this process, normally referred to as the **initial intake process**, which are outlined here in Figure 7.⁹⁷ This systematic approach is particularly used in middle- and high-income countries, but when employment services are absent or weak, as is often the case in low-income countries, the referral to a vocational, career or employment counsellor in the context of reintegration may be carried out in a less structured way, sometimes this role falls in the remit of a case manager. Still, regardless of who provides this service, it is important to ensure that counselling and guidance respond to an identified need, and that the person taking on this role has the knowledge and competencies needed to provide well-founded advice for skills development, career development and finding a job.

⁹⁵ IOM (2007), p. 98.

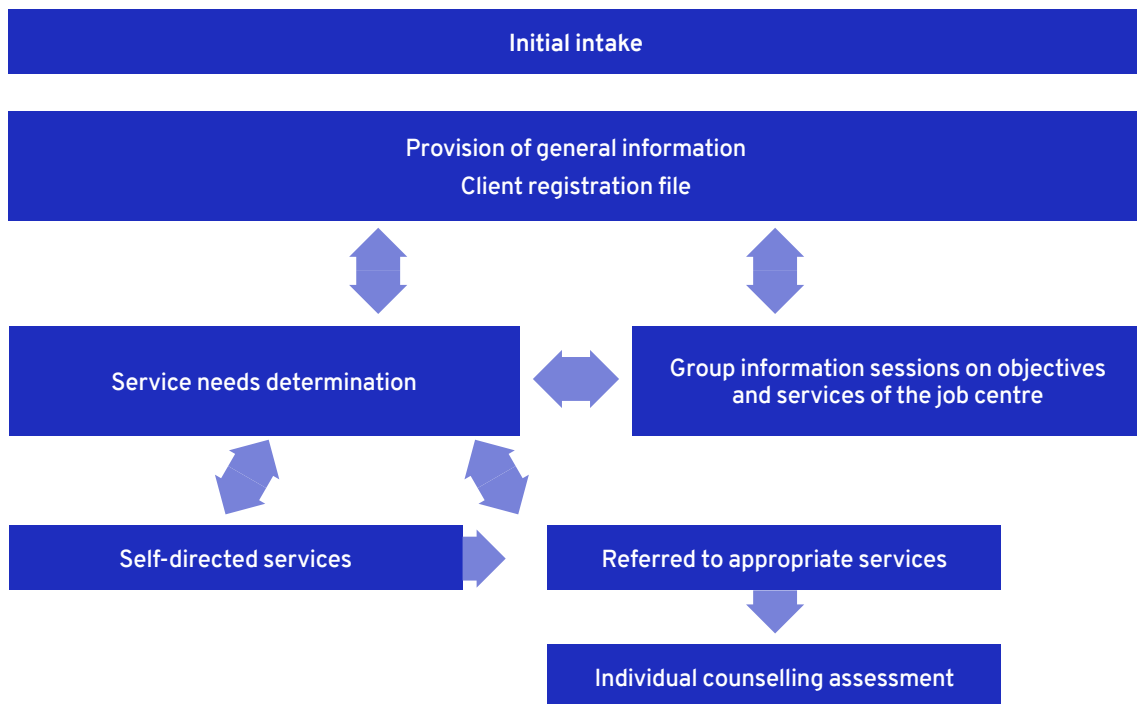
⁹⁶ Donna C. Koeltz and Carmela I. Torres, *Practitioner's Guides on Employment Service Centres – Providing Effective Counselling Services (Volume 3)* (Geneva: ILO, 2016), p. 7.

⁹⁷ Donna C. Koeltz (2016), p. 4.

► Figure 7. Employability dimensions



► Figure 8. The Initial Intake Process



Career and Vocational Guidance: It is important for service providers offering career and vocational guidance to build on the personalized needs assessment, in order to assist victims to set realistic employment goals commensurate with their abilities, skills and education level, and the available employment opportunities in the area. All effort should then be made to provide access to the actual skills development and vocational training necessary to realize such goals.

Skills development and vocational training should be voluntary, teach the necessary skills to find employment, and be offered on a case-by-case basis in accordance with a comprehensive needs assessment. It is also important for guidance providers to collaborate with NGOs, educational institutions, employers, faith-based organizations, government partners (or a combination thereof) who provide skills development training, and who facilitate job placement, to try to ensure that the training meets the needs identified in the victim's original reintegration plan and that it is relevant to local conditions.⁹⁸

Possible outcomes of vocational and career guidance and counselling

Reinsertion into education: Helping victims complete their education, especially in the case of children and youth, should be considered a priority where possible. In cooperation with the national and local authorities, the organization which receives victims in their country of origin can often facilitate the reinsertion of victims into the education system and/or provide financial support for education.⁹⁹

Economic empowerment is about providing an individual with the right skills to excel in the labour market. Starting with economic opportunity assessments for both wage employment and entrepreneurship and thus the skills needs of the market, individuals may then be advised to improve the skill set they possess – in accord with their interests – so as to fill the gap by acquiring the skills required in the labour market. Wage employment is the common route into work, even in places where jobs are scarce. Entrepreneurship training is available in case people are interested in starting their own business, preferably as a group enterprise rather than precarious

self-employment. Entrepreneurship should be decided upon by a victim, taking into consideration their experience, education, skills, personality and commitment to start and manage their own small business. While there are numerous small business failures, some success stories are outlined in these Guidelines, such as the small businesses and social enterprises run by former victims in Albania, Serbia, and Ukraine.

Career goals: Career guidance can help victims determine their career goals, whether training is needed and what options there are in the labour market for wage and self-employment. In addition, employment counselling and job search support help people get there.

Job search support, wage subsidies and apprenticeship programmes: “A victim's lack of employment prospects” at home may have been a contributing factor to his or her initial vulnerability to forced labour. Many victims have little experience in finding and keeping jobs; employment counselling and job placement assistance is usually necessary to assist them in finding a job, as well as relevant skills training in managing their relationships with colleagues and employers to keep the job. Relevant agencies/organizations can assist with identifying appropriate workplaces based on the abilities and desires ascertained in the needs assessment as well as training completed, and to ensure a fair recruitment process. As they advise and counsel victims, service providers should explore developing relationships with **employers** in the private sector, to open options for apprenticeships, employment, internships, on-the-job training, etc. (see Section 3b.4).

In circumstances where the victim may be able to remain in the country of destination, in the case of a transnational forced labour case, wider employment options may be possible if the victim has the right vocational and language skills. The potential for this type of career support to help victims break the cycle of re-victimization is considerable. For the programmes to be effective, however, it is critical that they are offered in a sensitive manner, without carrying the stigma attached to a programme that is only offered to victims of forced labour. The employment opportunities must be realistic, suitable and meaningful. Where feasible, the direct involvement of employers in on-the-job training programmes can be a major asset.

98 IOM (2007), p. 97.

99 UNODC (2020), p. 408.



Source: Photo provided by D&E - Providing job search support to victims of trafficking.



▶ Case study 7

Counselling in the Republic of Moldova

The National Agency for Employment takes steps to enable victims of trafficking to access the labour market. Former victims of trafficking are registered at employment agencies, where they are provided with job mediation, counselling, training, participation in job fairs, and receive an allowance for vocational training and reintegration. The municipality of Chisinau, with the support of IOM, runs a center for orientation, vocational training and social reintegration that offers services to former victims or potential victims of trafficking. The center provides access to education, professional orientation and vocational training for a variety of job profiles. According to the authorities, in the period 2004–2015, 255 victims of trafficking found employment.¹⁰⁰

¹⁰⁰ GRETA. *Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Spain second evaluation round*, GRETA Report, No. 2018/7 (Strasbourg, 2018).



▶ Case study 8

Holistic Economic Empowerment Model for human trafficking victims in the United States

AnnieCannons supports victims of human trafficking and other forms of gender-based violence to gain digital literacy, learn the fundamentals of software development, and secure high-skilled work as software engineers in its train-to-work survivor empowerment programme. AnnieCannons accepts victims into its programme through partnership referrals, working in close collaboration with local shelters and case management and victim services providers.

AnnieCannons' vocational training programme begins with an introductory digital literacy bootcamp, where victims learn basic computer skills and web concepts. The curriculum gives students the digital foundation they need to participate in a modern workplace, while allowing the programme team to identify the unique challenges each individual might face in re-entering the workforce or entering for the first time. While participants' abilities may range from limited education and no formal work experience to post-graduate professionals, the curriculum assumes no prior knowledge to ensure equitable participation. In the second phase of training, the students learn the software development lifecycle and complete qualification work sets in HTML, CSS and JavaScript to meet the demand for website and app development, data collection and small business technology support.

Every student is matched with skills-appropriate projects, counselling on core skills for the workplace, such as time and stress management, and a structured support system to reinforce their workforce readiness that balances technical competency with self-confidence in the workplace. Victims are guided in building, honing and retaining their skills through hands-on learning, to be able to put their skills to practice by working on paid projects for real clients and earning wages.

Each participant of AnnieCannons' training programme is supported and nurtured in a gender-inclusive, trauma-centered environment that has been uniquely designed to respond to the specific needs and circumstances of victims.¹⁰¹



Source: AnnieCannons

¹⁰¹ Case study provided by the NGO AnnieCannons, which works to transform victims of human trafficking and gender-based violence into software engineers and entrepreneurs. See their website at: <https://anniecannons.org/>.



Checklist section 3d Vocational and career guidance and counselling		YES	NO
1.	Has career guidance been provided in accordance with individual needs and constraints, as well as the local economic reality?		
2.	Have you assessed the individuals' skills and prior learning, and their respective training needs for available labour market opportunities?		
3.	Have you discussed if the labour market opportunities that may be available are attractive to, and of interest to the victim?		
4.	Have you made sure that the proposed skills training is linked to job opportunities that are accessible to the victim? Is the beneficiary able to witness the "why" of the training – what awaits their "graduation" from the training?		
5.	Has the victim considered entrepreneurship as an option and been counselled on its requirements and challenges?		
6.	Have you assessed that the jobs are appropriate to victims and fit their stage of reintegration? I.e. those that require more complex "systems" or multi-tasking may need to be offered later so as not to overwhelm the beneficiary with more responsibilities than they can handle.		
7.	Have you considered and discussed the opportunity for change in traditional gender roles, to offer non-traditional skills development and sustainable job opportunities for women (this can also be for men of course, re domestic work, etc.)		
8.	Have you considered whether workplace learning and apprenticeships may be better suited to the victim's learning style?		

3e. Recognition of skills and prior learning

One of the first steps for those responsible for the reintegration of victims through skills development and employment should be to establish as quickly as possible what level of skills and what gaps a victim has. As mentioned above in Section 3c, case managers, counsellors, or training providers should start with a culturally appropriate, versatile and affordable training needs assessment of victims based on identified labour market opportunities.

Many victims will have various types of skills for which they hold no recognized qualification. Certification and formalization of existing skills and aptitudes of victims by competent authorities quickly establishes a foundation to build upon. Providing opportunities for victims to obtain recognized qualifications for skills they already possess is a relatively cheap "quick-win". If countries possess systems of recognition of prior learning, victims can make use of them, giving them a sense of self-worth and the confidence to seek decent work in the labour market.

These skills do not have to be sophisticated, high-level or academic to be recognized and certified; they may be basic, vocational, soft/ life skills, language or other capabilities that the victim already possesses. Small theoretical gaps or updating a victim's knowledge can be quickly addressed – the important thing being to acquire a qualification quickly and progress from there.

If the victim already holds foreign qualifications, government agreements on the mutual recognition of existing qualifications can help certify the level of skills already held by the victim. If there is no mutual recognition and reintegration will be in the host country, victims could still try to have their skills recognized through the official qualification authority. These processes, however, can take between three months and several years in some countries. Otherwise, the aim should be for the victim to be trained initially for the host country's equivalent qualification. This is likely to be essential for child victims who did not complete their education at home (see Figure 9).



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Recognition of skills acquired informally

The ability of many informal economy workers to move up the skills ladder is constrained by the fact that skills acquired through experience, on-the-job training and apprenticeship may not be recognized in formal labour markets or by training institutions. Recognition of prior learning systems provide access to qualifications for people who are competent, but do not possess formal certificates. Research has shown that skills certification leads to increased self-confidence of workers.¹⁰² Bangladesh is one of the countries that established a Recognition of Prior Learning (RPL) system for skills acquired through work in the informal economy by providing standards for skills attainment and recognition. Other interesting examples of RPL approaches can be found in Benin, Ghana, South Africa, and the United Republic of Tanzania.¹⁰³

A 2018 ILO policy framework document provides guidance on how to establish an RPL system and is accompanied by a training manual.¹⁰⁴

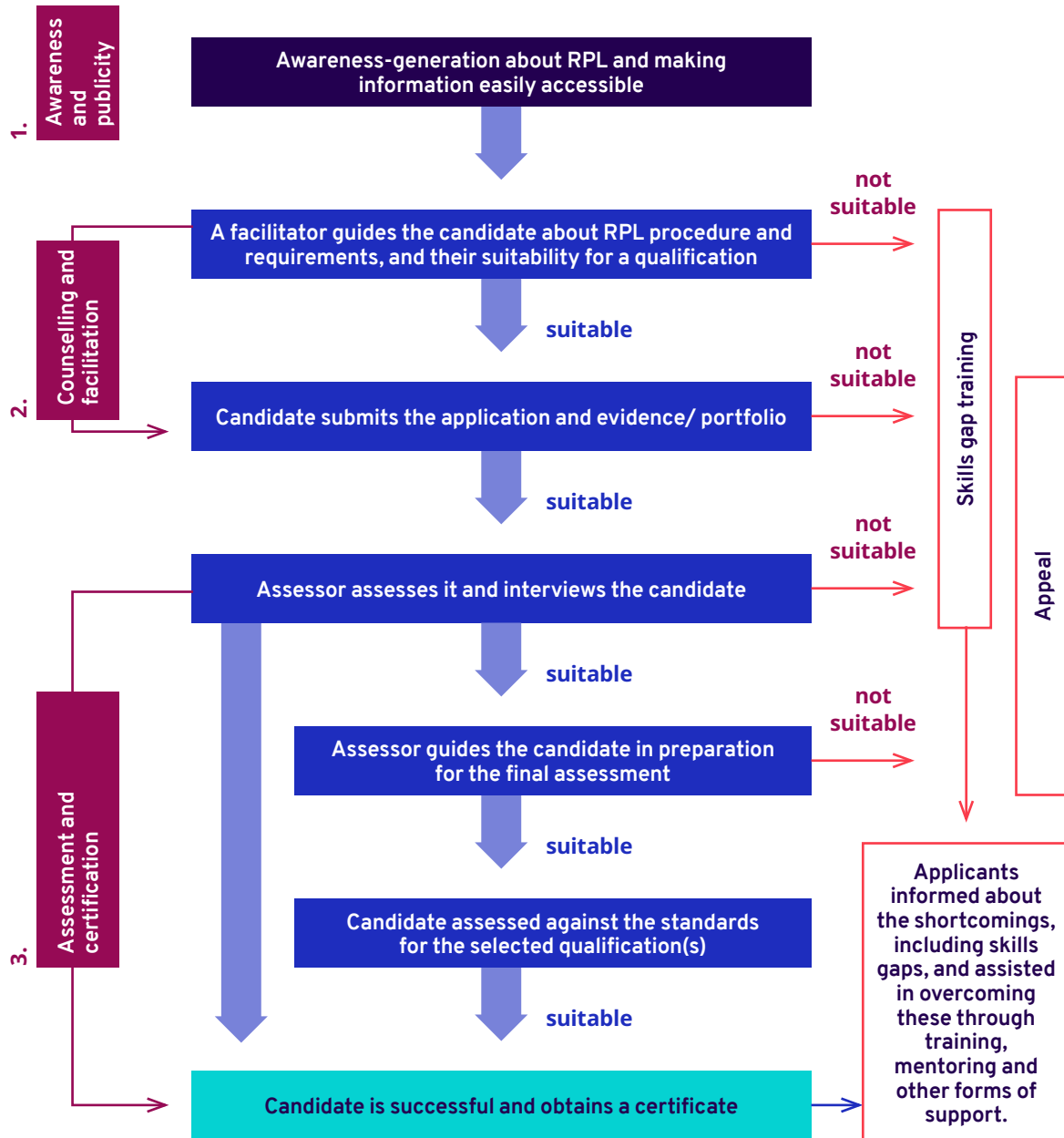
Beyond certification of existing skills, an important gateway to decent work is training for new skills up to a standard that is generally recognized by employers and comparable with others seeking decent work in the labour market. Certification of skills and obtaining a formal qualification is a desirable outcome of training courses for victims and, for this, the quality of trainers must be sufficiently high. Qualifications may be issued by governments, professional bodies, craft associations, training colleges and other organizations. The more trusted the institution the better.

102 P. Werquin, *Recognising non-formal and informal learning: Outcomes, policies and practices* (Paris: OECD, 2018).

103 ILO (2018a), p. 88.

104 ILO. *Recognition of Prior Learning (RPL): Learning Package* (Skills and Employability Branch, 2018); and Ashwani Aggarwal, *Recognition Of Prior Learning: Key Success Factors And The Building Blocks Of An Effective System* (Geneva: ILO, Skills and Employability Branch, 2015).

► Figure 9. The Recognition of Prior Learning Process



Note: RPL process used by various countries, including Australia, Mauritius, Tanzania, and the EU was considered while preparing this generic flow chart. While the purpose is to show how RPL takes place, adapting the model to suit the local context is important – one approach doesn't suit all.

Source: ILO. Recognition of Prior Learning: Learning Package (2018b).



Checklist section 3e Recognition of skills and prior learning		YES	NO
1.	Does your skill training lead to well-recognized qualifications?		
2.	Do you enable victims to obtain qualifications for skills and competencies they already - or almost - have but for which they hold no certificate?		

3f. Skills development for employability

Training to reintegrate victims of forced labour into decent work should cover a wide spectrum of issues:

- vocational skills;
- foundational skills (literacy and numeracy);
- core skills (or life skills such as coping strategies); and
- workers’ rights.

The training may be delivered either through existing programmes appropriately adapted or supplemented for the needs of victims, or through specially targeted programmes. The above-mentioned issues form a package of measures, not all elements of which may be required by every victim or group of victims. But those responsible for providing skills development for the reintegration of victims should ensure that all four issues are covered, in particular that core skills and workers’ rights are mainstreamed through vocational skills training curricula.

3f.1 Vocational skills training

Vocational trainings should be as practical, intensive (increased frequency or longer duration) as possible and include content on core skills, financial management and labour laws to facilitate entry into the labour market. Materials or start-up funds should be allocated where participants are unable to secure employment due to discrimination or lack of language skills.

Confronted with the extreme social marginalization of some victims, the close, individual support provided through solidarity networks or mentorship, student peer support or specific learning support if needed, etc. can be profoundly transformative of victims’ lives.

Those responsible for reintegrating victims through skills development – and the skills providers themselves – have to decide how best to offer victims the most appropriate training to obtain decent work, within constraints such as resources, time, and fit with existing structures and relationships. This means answering questions such as, “How best to offer training?” (e.g., graft onto existing public or purely commercial systems or business apprenticeships schemes or create purpose-made programmes), and “What training to offer?” (e.g., selected trades or crafts, what mix of academic and practical).

There are normally two starting points, as shown earlier in sections 3b.1 and 3b.3:

- Build on skill training that already exists, making it more accessible to victims (map existing skill providers in the locality for what they offer to whom). Specific support could be provided to ensure that victims are fully included and their particular needs addressed.
- Design tailor-made courses for victims focused on their special needs and the identified market opportunities. There is a huge variety of existing vocational skills training on which to build, corresponding to most occupations, professions, tasks and competencies. In some regions and localities, however, provision might be limited or non-existent so new vocational services would have to be established.

Training comes in a range of organizational structures, funding mechanisms, inputs and outcomes, and linkages to the labour market, some of which are formal and others non-formal. Formal training is usually characterized by an institutional setting, an established curriculum that may be part of a national skills qualification system, tuition fees, etc. Non-formal training on the other hand is often designed around the needs of a specific group of trainees and delivered in ways that are accessible to them. Improving the

ability of vocational skills training to help victims reintegrate and gain decent work should combine the strengths of both approaches: ensuring formal vocational training is more accessible to victims and ensuring non-formal vocational training for victims has better linkages to formal employment.

Skills training providers should ensure that training is accessible to all victims, irrespective of their gender, age, ethnicity, disabilities, etc., and should avoid excluding victims by offering only traditional skills training based on occupational stereotypes. Breaking stereotypes can be empowering for victims when they most need it, as well as providing equality of access to work opportunities.

Access is also about fitting training into a victim's own timetable. How long should training last and how should it be structured (e.g., part- or full-time, short to be good enough or long to be comprehensive)? The duration of training has to be sufficient to lead to employability in the labour market but brief enough to attract victims who are eager to find paid work as fast as possible.

Access for victims can depend upon the support of a package of measures before, during and after the training, with each measure functioning when needed. There are good examples of victims, lacking certain levels of competence, theoretical knowledge or gaps in their education, who are offered catch-up preparatory or parallel classes, mentoring, twinning with other trainees, partnering with a business, or focused support on curriculum essentials. So, there is space for governments and NGOs to think creatively about what package of supportive measures is needed to provide real, meaningful access for victims to the benefits of vocational training. Following the principle of "do no harm" to mainstream students, good design of the package of measures for victims should avoid a negative impact on other students.

Available funding can be an overriding condition for access to vocational training. As well as meeting living expenses and transport costs, government scholarships to fund training should cover all measures in the support package, such as any pre-training, the complete course (both theoretical and practical), and post-training requirements leading to a recognized qualification and decent work. While commercial loans are normally unavailable, preferential

student loans might be provided by family, community, co-operatives and by revolving funds established by former victims. Scholarships might include granting or leasing of equipment for the trainee to avail as post-training support, for example, tools for plumber, mechanic, electrician, woodworker, etc. to use at work. Skills training providers need to prepare for the financial requirements of their students.

Addressing the many small but important aspects of access makes it easier for victims to take their place in mainstream vocational training without the need for independent provision. This might mean offering victims the same training as non-victims provided that catch-up classes, and possibly some additional support during the course, are given for those who need it.

The alternative would be to establish independent, non-formal training provision specially tailored for victims at equivalent training quality and in partnership with employers and business. For example, local NGOs might offer victims better remedial support than the local vocational college but provide a narrower range of skills and less access to potential employers. The optimal outcome is to combine the advantages of both formal and non-formal. But this requires flexibility and there are inevitable trade-offs that skill training providers will have to weigh, depending on constraints and local circumstances.

Building on the market and skills needs assessment, service providers should ask what sort of vocational training should be undertaken. Relevance of training is key. It has to develop practical skills that are demanded by prospective employers and are adequately, not overly, theoretical. Ideally, internships, on-the-job traineeships, workplace training and apprenticeships to learn by doing, monitored by the tutor and properly regulated, give exposure to appropriate skills and to an employer who is familiar with the victim's abilities. When supplemented with theoretical learning this can broaden and deepen understanding and perhaps lead to a certified qualification. The difference in approach with trainees who are not victims of forced labour is that victims should have, in addition, a supportive package of measures adapted to their needs, such as trauma counselling or courses on managing risks to their labour rights, as well as a speedy pathway to marketable skills.

Associations of victims together with trade unions should be involved early in the design of vocational training in order to provide as bespoke a package as possible.¹⁰⁵ A good example from Nepal involved the Free Haliya Association: they were consulted early and provided assistant trainers, who knew the needs and expectations of victims, for training courses that were aimed at gaining a national qualification.

It is worth noting that child victims above school age (15–17 years) should be helped to choose from a mix of formal education or vocational training or decent work with an age-appropriate support package, including family reunion. Actions must be taken in the best interest of the child. For younger children, family reunion and school enrolment are normally appropriate forms of reintegration.



► Case study 9

Addressing gender stereotypes in Thailand through vocational training and work opportunities in non-traditional occupations¹⁰⁶

In Thailand, female victims of forced labour tend to be locked in vocational training courses that restrict them to traditional unproductive IGAs, such as soap making and weaving.

Daughters Rising is a local NGO based on the outskirts of Chiang Mai, which creates work opportunities in productive trades for the most at-risk populations in Northern Thailand (ethnic minority women and refugees in under-served rural communities), helping local women and girls to potentially become strong leaders and advocates in their communities. The Chai Lai Orchid Guesthouse is an eco-lodge/hotel established by the NGO that supports an eight-month vocational training programme where ethnic minority girls are trained in literacy/numeracy, English and Thai language proficiency, housekeeping, and basic computer skills including word processing, spreadsheets and accessing the Internet. Training can also include cooking skills, reception/front desk skills, as well as hotel booking/reservation systems and marketing on sites such as Airbnb and Instagram. The programme can result in employment at the Guesthouse, although some of the graduates choose to start their own small businesses such as laundrettes or small grocery shops. Other graduates of the scheme have secured jobs in larger hotels in Chiang Rai and Chiang Mai.

Daughters Rising has also supported the creation of a social enterprise known as the Chai Lai Sisters, a unique trekking tour guide company owned and operated by indigenous Karen women. Employees are placed on a one-month course which enables them to secure a trekking guide licence and help their communities prosper through local travel and tourism.

“When women and girls are educated, know their rights, have self-esteem, dignified employment opportunities and emotional support, they are empowered to take their lives into their own hands. (Founder, Daughters Rising)”.

¹⁰⁵ World Bank. *Mauritania Project Evaluation* (Washington, DC, 2019).

¹⁰⁶ ILO. *Skills-based approaches/Thailand Country Study* (forthcoming).



▶ Case study 10

Overcoming access barriers to training for women in Mauritania¹⁰⁷

In Mauritania, Anti-Slavery International and its partner SOS-Esclaves support the skills development of victims of descent-based slavery who face particular challenges due to being born with their servile status. These include lack of initial training, experience managing a business, or capacity to handle financial transactions, as well as past trauma and suffering, which has limited their self-confidence and scope for action. Women face additional obstacles because of widespread discrimination, high rates of sexual violence and their higher likelihood of having dependents. Taking these realities into account, participants were invited to take up IGAs in tasks that were familiar to them, such as animal breeding or the sale of couscous or vegetables. However, wishing to distance themselves from activities traditionally associated with forced labour (such as tending to animals or preparing couscous) and also wishing to minimize risk by buying and selling a wide range of products, all participants opted to set up general shops, selling a wide range of food, household or consumer goods.

Victims of descent-based slavery and associated discrimination were also offered literacy classes, which were largely successful. However, those interviewed reported that they sometimes had other “priorities at home” that affected their ability to attend. Mentors explained that women simply had too much to do – e.g., paid domestic work and their own household chores. They also said that the classes were held (at the SOS-Esclaves offices) far from where they lived, so travelling to the classes required time and money. Focal Points and SOS-Esclaves mentors said the same: classes were difficult to access. In Bassiknou, the teacher moved the classes closer to the students, which helped, but it would have been better for logistical reasons to have the classes at the SOS-Esclaves offices. It was recommended that the project should cover transport costs or provide transportation in the future. A lack of sufficient materials was also reported: notebooks and pens, for example. Mentors also suggested having a nursery attached to the classes.



▶ Case study 11

Adapting training delivery for victims of forced labour in Brazil

In 2019, a vocational training course in gastronomy was developed through a partnership between the ILO, RAICE (Rede de Ação Integrada para Combater a Escravidão), CPT (Comissão Pastoral da Terra) and the CDVDH (Centro de Defesa da Vida e dos Direitos Humanos) in six municipalities of Maranhão. The programme was offered for the communities in general, and also registered people rescued from forced labour specifically. The course had two modules: a theory-based module (pricing, customer service, hygiene) and a practical module. The students learned to prepare food that was selected according to their own food customs and interests.

The content and teaching of the course were tailored to the profile of the students. Schooling levels were generally low among participants, which meant they had difficulties reading and limited ability in mathematics. Therefore, the recipes used for the course were simplified; for instance, the measures were adapted to facilitate the calculation of required quantities. For participants who had been rescued from forced labour, psychological and emotional aspects were also taken into consideration. Instructors were alerted in advance about the fragilities identified (self-esteem, fear, isolation, difficulty in social coexistence) and dealt with them flexibly, as they emerged differently in each community. For example, some reported picking up certain participants at home several hours before classes began, and also devoting more care and attention to them in general. Flexibility and persistence were key to increasing the percentage of graduating students.

This type of innovative action is a practical example of what can be done when there is an intersection between targeted assistance for victims and skills development activities. On the one hand, organizations providing this type of assistance benefit from the specific expertise of TVET practitioners in their field. On the other hand, skills training providers benefit from the effective targeting performed by the organizations offering support to victims and their better knowledge of rescued workers and their communities. For the beneficiary public, the combined effect of this type of joint work is greater than the sum of its parts.

¹⁰⁷ Anti-Slavery International. *Evaluation of Freedom Rights and Justice Project, Mauritania* (2020).



Checklist section 3f.1 Skills development for employability – Vocational skills training		YES	NO
1.	Do you have a clear picture of which vocational training programmes are already provided to whom and by whom?		
2.	Are existing training providers able and willing to adapt their vocational training and links with employers/business in order to improve access for victims of forced labour?		
3.	Have you consulted all stakeholders, including employers, workers' organizations and victims' associations, about the provision of vocational training for victims of forced labour, including through work-based training and apprenticeships?		
4.	Can training providers improve remedial and other measures that should be in the package of financial and non-financial support for victims to enable their participation in training without disadvantaging non-victims?		
5.	Do the subjects and the mix of academic and practical aspects of the training provide skills, knowledge and know-how to allow victims to take advantage of market opportunities for decent work, without discrimination or stereotyping?		
6.	Can you advise victims on sources of funding for their vocational training and associated costs if need be?		
7.	Are the duration and timing of vocational training (e.g., part-time, full-time, days of week, evenings, etc.) appropriate to the needs of victims?		
8.	Do you have procedures for the reintegration through education and vocational training of child victims (i.e. under 18 years) of forced labour?		

3f.2 Foundational skills

Many vulnerable people who become victims of forced labour suffer from poor basic education, including literacy and numeracy, which are increasingly critical for integrating into society and securing well-remunerated work. Lack of such skills can lead to isolation and being stigmatized.

Recognizing this, many countries, even where literacy and numeracy rates are high, have public remediation courses and specialist trainers for adult and child pupils who missed out on school. Victims' training needs and gaps should be assessed early as part of the training needs assessment. Every effort should be made to enroll victims who need to improve their foundational skills for these courses. Where such courses do not exist, efforts should be made to initiate self-help groups to volunteer the teaching of foundational skills.

Some reintegration programmes use foundational skill training for groups of victims for additional purposes. Convening for literacy and numeracy, victims can also use the time to discuss issues common to their situation and perhaps organize themselves. There are examples where themes relevant to reintegration were introduced, such as legal empowerment and rights

at work. Such occasions may also be useful for training providers to consult victims and hear their opinions on a whole range of relevant topics.

Lessons from the evaluation of the Mauritania ASI project¹⁰⁸ to reintegrate victims of descent-based slavery showed that literacy and Qur'anic classes, as well as vocational training, had a liberating impact. The self-confidence and status of beneficiaries within their communities were enhanced. Proximity of classes, provision of transport, and childcare at venues were also important to encourage attendance.

Language is also a foundational skill. It can be a barrier to communication, learning and employment for foreign victims. Provision of language classes is necessary if the victim is not returning to their homeland. In the interim and if possible, interpreters should be provided in order to reduce isolation and allow them to pursue their legal rights.

Beyond their immediate educational and financial benefits as pathways into decent work, foundational classes in literacy, numeracy and language can have a liberating effect as they increase victims' self-confidence and status within their communities. The following improvements would further these outcomes:

¹⁰⁸ World Bank. *Mauritania Project Evaluation*. (Washington, DC, 2019).



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- ▶ Focal points/supervisors should anticipate and address internal and external pressures that could hinder participants' success – e.g., disapproving families, inability to secure childcare, tensions within groups.
- ▶ Consider choosing a smaller number of participants and further investing in their success through intensive training and explore opportunities for victims to secure scholarships or support registration in public schools.
- ▶ Add tests and official certificates into the curriculum of literacy, numeracy and language classes.



Checklist section 3f.2 Skills development for employability – Foundational skills		YES	NO
1.	Have you assessed victims for language, literacy and numeracy skills and enrolled those with poor levels into suitable programmes, or initiated classes by volunteers where programmes do not exist?		
2.	Are your group foundational skills sessions used by victims for additional purposes, such as discussing issues of common interest, organizing themselves and learning about other topics such as legal empowerment and rights at work?		

3f.3 Core skills

One of the first goals of providing core skills for employability is to empower victims to look to the future with confidence and to get on a better track. It is therefore critical “to provide hope in the context of a realistic assessment of the situation, including its challenges and the demands it makes”.¹⁰⁹ The victim needs to come to terms with their past, know what skills and capabilities they have to offer, and match their skills with the demands of the market. This would allow for a periodic re-evaluation of training needs.

Core skills include what is often termed life skills training, which is essential for many victims to be able to build their capacity to plan and to go on with their lives. Life skills include self-awareness, self-care (health, hygiene, cooking, etc.), personal finance, and stress management. Core skills for employability, in addition to personal skills mentioned above, include social skills such as communication and teamwork, and cognitive skills like problem solving or critical thinking. Digital skills are nowadays becoming more important to be able to excel in a more digitalized world and labour market (see Table 5).

¹⁰⁹ ILO (2009b), p. 27–28.

▶ **Table 5. Formal and informal education options****Core skill: Communication**

- ▶ Communication skills are crucial for effective learning and are also important for empowering vulnerable people to assert their interests.
- ▶ Students understand good practices in listening and develop practice and confidence in speaking.

Core skill: Time management

- ▶ Time management is a core skill critical to successful learning and also in work. Developing good time management skills can be an early “win” for vulnerable people, giving them confidence to progress in their learning.
- ▶ Students build an understanding of what can be accomplished and helps address feelings of tasks being too large or unending. It gives students something positive to share with their peers.

Financial education

- ▶ Financial awareness introduces some key concepts about finance that are intended to address gaps that can lead to poor decisions. More in depth financial education should be part of all core skills training as well as training for self-employment, as all learners will need to be able to create a budget, understand the costs of borrowing, and be able to plan for savings and expenditure.
- ▶ Many guides for financial planning are available, for example ILO resources have detailed lesson plans for 8–10 sessions during which a student learns to create a budget and savings plan.
- ▶ Skills training can incorporate financial education into training, for example, calculating the cost of production for an item.

Individualized coping strategies should be developed on the basis of the individualized needs assessment for each victim, to help them to build resilience, to better communicate and manage inter-personal issues, and to cope with stress. Coping strategies also include refusal skills, conflict resolution and negotiation, to work and live independently in their long-term road to recovery and to finding sustainable decent work.

Victims have special needs and can particularly benefit from programmes that incorporate core skills as part of a vocational training. The most important core skills for employability include:

- ▶ cognitive skills, such as critical thinking, problem solving, how to negotiate, and decision making;
- ▶ coping skills, such as effective communication, interpersonal skills, conflict resolution;
- ▶ health and well-being, including reproductive health, nutrition;
- ▶ physical skills, such as hand-eye coordination; overcoming anxiety or avoiding things that trigger memory of traumatic experience (noise levels, etc.);

- ▶ interpersonal and refusal skills, such as learning to say no, self-protection and avoiding abuse and exploitation, raising a family, positive relationship models, etc.;
- ▶ life skills include independent home management, parenting, and self-care – health, hygiene, cooking, etc.;
- ▶ personal skills, such as self-awareness, empathy, coping with emotions, stress management, time management, communication and creative thinking; and
- ▶ financial skills such as money management and budgeting.

Financial skills: Service providers who can teach and assess financial skills, including the value of money, should be identified. Victims of forced labour frequently have had little to no experience with managing their own money. The degree to which they will succeed may be at least partly based upon their understanding and value of money. It is their understanding of the value of money that drives the way a person spends, and that “serve as the framework for all your decisions concerning money, such as what to buy, how much to save, how much you should keep or

give away to others”.¹¹⁰ Beyond helping victims understand how to value money, they should also receive training in money management in order to strengthen financial literacy;¹¹¹ understand the relationship between income and expenses; learn about the concept of savings; and learn how to set financial goals.¹¹²

Learning and understanding how to finance one’s way out of poverty can be a step on the road to gaining financial security. In addition to financial service providers, trainers, coaches and business volunteers, other service providers should be identified that can advise, teach or coach “how they can access micro-finance schemes for their business ventures or job search” and be able to show returned victims of trafficking how access to funds can empower them and boost their confidence. Returned victims of trafficking

must begin to establish a good credit record. Banks who can help victims in the crucial step of opening a bank account should also be identified. In teaching about finance, a service provider must also be able to include training about how to pay back any loans received.¹¹³

For core skills delivery involving minors, child protection and social service providers should offer social and psychological support in addition to counselling, so that they can better cope with problems and issues in their home or work environment. In the case of children and youth, the duration of monitoring required is likely to be longer than for adults. This monitoring is also useful in assessing which economic empowerment strategies are most effective for children and youth (and their families) throughout the reintegration process.¹¹⁴



► Case study 12

Providing financial skills training to support human trafficking victims in Ethiopia in running a business

Agar was founded in 2005 to assist the elderly community in Ethiopia.¹¹⁵ Responding to the growing issue of human trafficking, Agar expanded its services in 2009 to be able to assist human trafficking victims, providing shelter, psycho-social support services and counselling services to women returning from the Middle East. In 2011, as part of an ILO project funded by the US Department of State, Agar partnered with the Organization for Women in Self Employment (WISE) to provide Basic Business Skills training to trafficking victims.¹¹⁶

The Basic Business Skills training course is an intensive five-day training. WISE has tailored the training to suit Agar’s clientele, covering topics such as being a businesswoman, generating business ideas, the business environment, marketing, business costs and planning and basic management skills. Through its partnership with Agar, WISE has empowered women to become leaders in their own communities and deterred their motivation to return to the difficult working conditions in Arab countries. WISE trainees are better positioned to successfully apply for loans or credit, having developed their business plans, costs and marketing strategies during the course.

110 ILO (2009b), p. 61.

111 Ibid., p. 62–63.

112 Ibid., pp. 63–67.

113 Ibid., pp. 70–71.

114 Rebecca Surtees (2012), p. 64.

115 See the AgarEthiopia website at: <https://www.agarethiopia.com/>.

116 For more information on ILO’s WISE project in Ethiopia see the project website: https://www.ilo.org/pardev/development-cooperation/WCMS_228685/lang-en/index.htm.



Photo of the Bagel shop, a social enterprise run by the NGO Atina in Belgrade Serbia, with staff of Atina and the Serbian National Anti-trafficking Coordinator. Photo by Ruth Freedom Pojman



► Personal story 2

NGO Atina in Serbia

The NGO Atina, which operates safe houses for victims of trafficking, gender-based violence and sexual abuse among refugees and migrants, has opened a bagel shop which provides work-based employment to victims.¹¹⁷ Maja was identified as a victim of human trafficking at the age of 18 by the police and referred to the NGO Atina. At the beginning, it was difficult to establish a relationship of trust with Maja.

Maja was accommodated in the NGO's Transition House, and immediately asked Atina to find her employment in the music industry to earn money to support her little brother. Her search for a job as a singer was unsuccessful and, after 15 days, she expressed a desire to return to her hometown. The NGO provided Maja with the necessary documents, resolved her civil legal status, and organized medical examinations. Upon return to her hometown, the NGO was in constant contact in order to maintain her hard-earned trust, to provide her with basic items, and give information about her options. During the three-year trial, Maja returned to the Transition House, was provided with support, was enrolled into high school, and found employment. Maja graduated from high school after two years. For many years, she worked on two jobs, and is currently a member of an advocacy group,¹¹⁸ established with the support of Atina. She was the first beneficiary to enroll in the Faculty for Social Work at Singidunum University in Belgrade after Atina signed an MoU with them, for a course to become a social worker.¹¹⁹

Maja worked for many years with her case manager from Atina on her self-acceptance and self-esteem. Her reintegration necessitated a multidisciplinary approach because Maja's safety was in jeopardy. In the process of Maja's reintegration, 17 professionals were involved, including social workers, NGOs activists, professionals from educational institutions, health care professionals, National Employment Agency professionals, and others. A case manager said after working with Maja for five years: "I'll never forget when she first asked me to collect her. She told me she didn't have the strength to "fight the windmills". I strongly believed in her; I knew she will find a light on her way...."¹²⁰

117 GRETA (2018a).

118 An advocacy group is a forum of trafficking survivors who work together to raise their capacity to jointly advocate for changes in the system of support for victims of human trafficking. Members meet on regular basis and contribute recommendations for the improvement of the system in Serbia to state representatives, as well as international community representatives.

119 With that Memorandum of Understanding, all Atina's beneficiaries have free education at this private Faculty.

120 From the Atina website, [Case Study from Serbia](#) (New York, 2018).



▶ Case study 13

The Market Project in Uganda¹²¹

The Market Project NGO creates market-driven local businesses that offer stable, safe jobs for men and women victims of trauma, exploitation and human trafficking. In Uganda, The Market Project's business, Nguvu Dairy, operates in a region that suffered two decades of civil war. Most of its 90 employees sell yogurt and are paid a decent commission for each packet sold. Other roles include production workers, those sourcing raw materials, finance and sales team leaders. Most of Nguvu's employees have not completed secondary education and many were denied schooling past primary level. More than two-thirds have endured two or more significant traumas: physical or sexual abuse, exposure to war, abduction and chronic poverty.

Experienced Market Project business advisors mentor local managers in sound management practices to ensure business viability. However, operating a business that employs trauma victims also requires managers to exercise extra sensitivity and care. To that end, managers are trained in trauma-informed management approaches and coached as they apply those principles in the workplace.

For those who experienced trauma, building trust is a challenge and requires time. At Nguvu, the ongoing effects of trauma can negatively impact workers' job performance in areas such as relations with teammates and interactions with customers. Many victims find they are challenged in the workplace by their own behaviors, such as misplaced shame when dealing with potential buyers or erupting in anger when customers criticize the product. Apart from on-the-job vocational training, each employee is trained in understanding the impact of trauma, and how to lessen the impact in their own lives and in the workplace. Employees also have the opportunity to participate in a trauma healing group.

As a result, victims find hope and flourish through stable jobs, increased agency, and long-term trauma healing. Community well-being is also improved. As manager Doreen observed: "The trauma training is bringing back together the different pieces that have been broken, to heal and really be respected ... Before, most people were not friendly to each other. (...) They were haunted by their past. When we brought in the [trauma] training, their lives started changing. They forgave. They started working in a group. (...) [It] has really changed their lives. They are supporting their families. They are supporting their communities. Those who were not on good terms with their partners, they have gone back and reconciled."



122



121 The Market Project, see: <https://marketproject.org/about/>.

122 Photos provided by The Market Project, available at: <https://marketproject.org/about/>.



Checklist section 3f.3 Skills development for employability – Core skills		YES	NO
1.	Have you assessed which of the victim's core skills need strengthening, including those which contribute to the victim's reintegration after trauma, and is there provision to strengthen them?		
2.	Are core skills for employability, including relational ones that are critical to victims' dealing with the workplace, provided in vocational training or in counselling?		
3.	Does support for victims include training on coping strategies?		
4.	Are children offered formal and informal education, including life skills training?		

3f.4 Rights of workers

Knowing your rights at work is a key skill for stopping victims from becoming victims again. For sustained reintegration, it is important not only to know your rights but also to know how to defend your rights and how to avoid risky situations or entrapment in the future. Indeed, such awareness by workers is a necessary adjunct to law enforcement by the authorities, as shown by the fact that prosecution rates for forced labour are low, despite it being a criminal offence in most countries.

Each and every victim needs to be legally empowered and made aware of their rights in order to keep themselves safe. This includes their rights to join trade unions and negotiate collectively, and to avoid discrimination.

Those responsible for reintegration through skills development – and training providers specifically – need to ensure workers' rights are given prominence. This can be done as part of a non-formal literacy class (as we have seen in Section 3f.2). It can also be done through a module as part of a skill development course by specialist trainers from the labour inspectorate, labour unions, legal professions and civil rights groups.

The module can be supplemented by post-training reminders and publicity campaigns. Awareness should be promoted by government, victims' associations, workers' and employers' organizations. The message on the importance of knowing one's labour rights needs to be repeated constantly. For example, Alliance Anti-Traffic (AAT) is an NGO working in Thailand¹²³ for the protection and rehabilitation of victims of human trafficking. AAT field staff work to empower victims to become **agents of change** and **watchdogs** in communities through

providing training on leadership, rights, and legal protection, as well as knowledge on how to detect and report cases so that they can be involved in protecting others.

Training, awareness-raising and legal empowerment are not just for victims. Sustained reintegration depends on changing the permissive context in which forced labour can thrive. That means training other agents:

- Police, prosecutors and judicial authorities should have more training on workers' rights if the law on forced labour is to have teeth yet be applied sensitively. Judicial cooperation is particularly needed for cases of cross-border forced labour where a victim, instead of reintegrating, can easily be re-victimized.
- Businesses have increasing obligations under national laws and the UN Guiding Principles to conduct due diligence on themselves and their suppliers, for which an important component is awareness-raising and training in order to monitor forced labour in supply chains. But monitoring does not substitute for recognizing the role of trade unions, as set out in ILO labour standards and the ILO Tripartite Declaration on Multinational Enterprises and Social Policy, which establish labour rights and expectations on business conduct (see Section 2 on the ILO framework of instruments on forced labour).

123 For more information on this NGO, see their website <https://aatthai.org/>

- Governments of countries where forced labour was tolerated or state-sponsored forced labour was practiced have, in notable cases, been reforming themselves by training officials to adopt new ways of recruitment that respect the prohibition on forced labour. In this way, training officials in new skills on fair recruitment and workers’ rights ends the permissive context that made re-victimization more likely and sustained reintegration difficult for victims.

A good example of how awareness-raising and training can help address re-victimization was seen in Uzbekistan, which is making progress transitioning its cotton sector away from the risk of using forced labour during the annual harvest. During July and August 2017, the ILO trained over 6,300 officials involved with recruiting cotton pickers each year. This interactive training provided participants with key protocols to reduce risks of recruiting cotton pickers against their will.¹²⁴

Victims need to know that written contracts of employment, payslips, help-lines and whistleblower contacts, as well as union membership, freedom of association and collective bargaining, make it easier to defend their rights and – in their absence – could be signs that their reintegration is fragile.

Victims reintegrating by seeking decent work away from home as internal or international migrant workers should know their rights in the host location and, if possible, recruitment agencies should provide pre-departure training that include a rights module. They should perform due diligence on the employer or recruitment agency and satisfy themselves that it adheres to the ILO General Principles and Operational Guidelines for Fair Recruitment. These Principles and Guidelines were developed to protect job-seekers from forced labour by reducing their vulnerability and chances of deception.¹²⁵

According to ILO standards on forced labour, victims should be accorded certain rights under national law as newly freed people. First, their remedial assistance and support should not be made conditional on their cooperation with any prosecution against the perpetrator. Second, criminal proceedings should not be pursued against victims for crimes committed by them while they are directly subject to forced labour. Victims need to know their rights so they are not threatened with, and fearful of, facing disadvantage or criminal procedures against them. In some cases, victims will need help from specialist lawyers to exercise this legal right, such as those working with the Freedom Network in the United States.¹²⁶



Checklist section 3f.4 Skills development for employability – Rights of workers		YES	NO
1.	Are victims provided with training on rights of workers and on organizations (such as labour inspectors, lawyers and unions) and grievance mechanisms that support the exercise of those rights?		
2.	Are there regular “know your rights” awareness campaigns targeted at victims?		
3.	Is training on labour rights provided to judicial, business and government authorities so as to improve attitudes and practices on applying these rights?		
4.	Are victims who seek reintegration through decent work away from home able to know their rights to fair recruitment from a trusted source before departure?		
5.	Are victims who are seeking reintegration aware of and able to exercise their right not to be prosecuted for crimes whilst a victim?		

124 See the ILO Blog at: <https://iloblog.org/2017/09/27/how-the-ilo-is-helping-to-end-forced-labour-in-uzbekistans-cotton-industry/>.

125 ILO. *General Principles and Operational Guidelines for Fair Recruitment and Definition of Recruitment Fees and Related Costs* (2019).

126 Freedom Network USA. The Survivor Reentry Project offers national training and technical assistance on vacatur, expungement, sealing and other criminal record remedies for trafficking survivors, public defenders, legal service lawyers, pro bono attorneys, victims’ advocates, law students, judges, and prosecutors. <https://freedomnetworkusa.org/advocacy/survivor-reentry-project/>.

3g. Post-training support services

Post-training support services to victims is a continuation of the package of support measures available before and during training. Services such as enterprise start-up support, job search support, job placement support, business mentoring, financial awareness and advice, psycho-social support, etc. facilitate the sustainability of reintegration by improving the transition from training to decent work. Ideally, they should be available on demand for a sufficient period after training. Post-training support can be provided by formal or informal means and needs to be highly functional.

Below are some lessons learnt from Nepal on post-training support measures:

- Post-training support like skill certification, enterprise start-up, job placement, soft skills for business decisions and development, monitoring and follow-up for a certain period should be integrated components of a skill development package.
- The package should include provision for children, such as The Freed-Kamlari Education

Program, which can be replicated to improve the literacy status of freed *Haliya* and *Haruwa-Charuwa* children.¹²⁷ The educational support programme for Kamlaris should cover vocational and higher education, with monitoring of the Kamlari Educational Scholarship Program.

- Give adequate time to counselling and facilitating the best skills match.
- Ensure timely enterprise start-up support and linkages with credit and financial services.
- As the agricultural sector alone cannot provide employment to the former *Haliyas* and *Kamaiyas* for the whole year, other market-based IGAs are necessary. This requires the provision of family based micro credit schemes and cooperatives implemented in a number of localities.
- Government schemes for the provision of land and housing to victims should take account of the size of land, accessibility and remoteness, access to social and economic infrastructures, basic amenities and access to market centers in order to be viable.¹²⁸

3g.1 Entrepreneurship and job search skills

Those responsible for the reintegration of victims of forced labour need to ensure provision of entrepreneurship and job search skills beyond those acquired during the vocational training itself. If the training participants already have

their own business ideas, it is important to build their capacity to assess these ideas and develop a solid business plan.

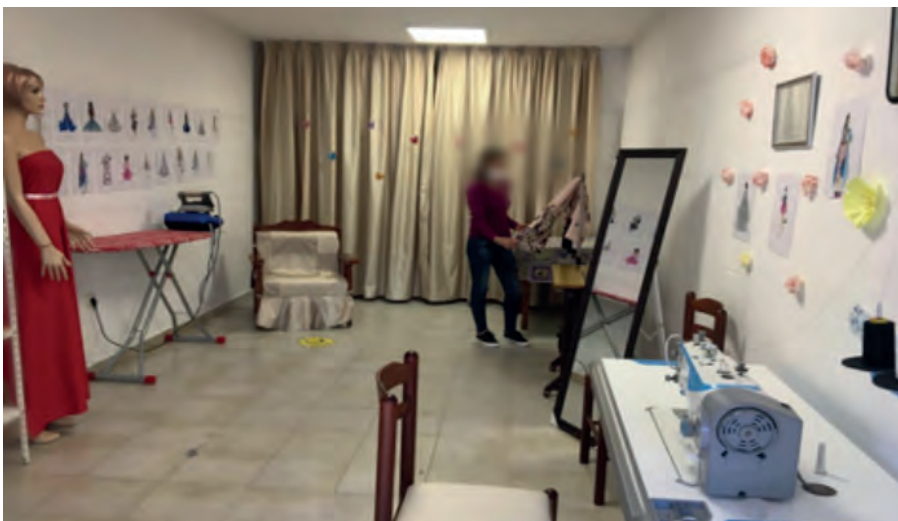


Photo provided by Different & Equal (D&E)- Small business -Tailoring Shop opened and managed by a survivor with the support of D&E

127 ILO. *Nepal case study* (forthcoming), p. 6.

128 Ibid., pp. 37-38.

Developing entrepreneurship skills and competencies in practice may involve becoming able to handle issues such as finances, marketing, output (products/services/technology) and people (staff and customers), as well as cultivating entrepreneurial traits such as:

1. Opportunity seeking
2. Persistence
3. Commitment to work
4. Demand for quality and efficiency
5. Risk taking
6. Goal setting
7. Systematic planning and monitoring
8. Information seeking
9. Persuasion and networking
10. Self-confidence and decisiveness

The ILO's Know About Business (KAB) programme is designed to train entrepreneurship to young people aged between 15–25 years.¹²⁹ Formal courses are often less suitable ways of developing entrepreneurial skills than informal support mechanisms: mentoring, coaching and networking with people who have already launched a business; and support from family, community, victims' associations and cooperatives. Some Business Development Service (BDS) providers are particularly geared-up to provision of such support on a bespoke basis and could respond to the needs of individual victims. They may be in public, private or non-governmental ownership.

Many countries are keen to promote business start-ups with entrepreneur development schemes, which provide post-training and business start-up advice, support and relevant assets for businesses such as machinery, furniture and other goods, and rent for premises to run a business for several months. Few are targeted at the reintegration of victims of forced labour per se but could be adapted. Alternatives to this are cooperatives, community savings and loans schemes and extended families who can provide access to credit when banks do not, and other forms of post-training support. As training opportunities wane, unskilled members of the victims' group are learning by working alongside skilled members.

The ILO's GET Ahead (Gender and Entrepreneurship Together)¹³⁰ training programme aims to address some of the barriers women face starting and running a business (lack of knowledge, lack of skills, low confidence, family expectations and responsibilities, etc.) and bridge the gender gap by offering women and men business management skills and key soft skills. While not specifically targeted at reintegrating victims of forced labour, it covers issues many victims will recognize.

Victims who have chosen the micro-business start-up path and need post-training entrepreneurship support could follow the ILO Start and Improve Your Business programme for hints and help.¹³¹

For many domestic workers, cooperatives hold the key to obtaining decent work in a sector where workers are at high risk of forced labour. Migrant domestic workers' cooperatives are emerging as alternatives to commercial employment agencies to negotiate better wages and conditions of employment, including maternity protection and paid leave days, in countries as diverse as Hong Kong (China), India, the Republic of Korea, the Philippines, Trinidad and Tobago, and the United States. Cooperatives of domestic workers help members with economies of scale, voice and representation, as well as a wide array of support services, which help formalize their work, improve reintegration and minimize the risk of re-victimization.¹³²

Skills needed to successfully transition into wage employment are often summarized as job search skills such as where to search, how to produce a job application, and how to interview. Victims using recruitment agencies for jobs away from home need pre-departure training so as to become acquainted with the job specifications, duties and the employer's expectations.

Victims also need financial education and services to ensure the wage is used to avoid falling back into debt bondage or other forms of vulnerability (see Section 3f.3 on training to manage personal finances).

Finally, keeping a job might be almost as challenging for victims as finding a job. Post-training support might mean keeping in touch with tutors, attending refresher courses, filling gaps in knowledge, continuing with mentoring sessions or

129 See the KAB website at: https://www.ilo.org/moscow/areas-of-work/employment/WCMS_249438/lang--en/index.htm.

130 For more information on the GET ahead programme, see: https://www.ilo.org/empent/areas/social-finance/WCMS_248085/lang--en/index.htm.

131 ILO. *Start Your Business Manual* (2015).

132 ILO. *Cooperating out of Isolation: Domestic Workers' Cooperatives*, Cooperatives and the World of Work Series, No. 6. (2016).

psycho-social counselling. Issues such as dealing with work colleagues or supervisors might be unfamiliar.

Particularly in countries where a whole class of society are victims, post-training support can be provided by those who have successfully reintegrated, often within victims' support organizations.



► Case study 14

Economic empowerment programme in Ukraine

The International Organization for Migration (IOM) implements the Economic Empowerment Programme in Ukraine, with US Agency for International Development (USAID) funding, for the sustainable reintegration of trafficking victims into society. Based on a needs assessment, those beneficiaries who are interested and suitable for IGAs are provided with training in business management, and then develop their business plans to apply for a grant. Small start-up grants are awarded on a competitive basis, creating income generating opportunities, improving their chances of employment, and helping them to be more self-reliant and economically independent.¹³³

This model has been used successfully in countries with high rates of labour out-migration to help victims economically reintegrate and prevent re-victimization through the creation of micro and small businesses. These businesses are established on the basis of co-financing or expansion on a 50/50 basis between the donor and the beneficiary (or immediate relative), who if possible/relevant should also invest wages that he/she earned abroad. Examples include a private kindergarten, a furniture company, and a decorative plant green house.



► Case study 15

Financial services for victims of modern slavery and human trafficking

The Liechtenstein Initiative puts the financial sector at the heart of global efforts to end modern slavery and human trafficking. Certain programmes under its "Blueprint for Mobilizing Finance against Slavery and Trafficking" provide access to financial services for people without any fixed address and financial literacy training for victims. As part of the Finance Against Slavery and Trafficking (FAST) Project, the **Vulnerable Populations Initiative** addresses the strong correlation between a lack of access to financial products, especially cross-border payments, credit and insurance, and vulnerability to forced labour.¹³⁴

The **Survivor Inclusion Initiative** was another action launched in 2019 as part of the FAST Project.¹³⁵ It aims to prevent re-victimization by helping victims become financially independent through connecting victims of forced labour with safe and reliable access to basic financial products and services.

The Survivor Inclusion Initiative helps victims overcome the challenge of setting up a bank account. Victims typically are unable to produce the everyday documents needed to pass a bank's Know Your Customer (KYC) standard. Victims may have had documents confiscated or had previous bank accounts hijacked by their exploiters.

133 For more information on IOM in Ukraine, see: <https://iom.org.ua/en/iom-economic-empowerment-programme-trafficking-survivors-supported-robot-bosch-ltd>.

134 For more information on the Liechtenstein Initiative and FAST, see: <https://www.fastinitiative.org/>.

135 For more information on the Survivor Inclusion Initiative, see <https://www.fastinitiative.org/implementation/survivor-inclusion/>.



Checklist section 3g.1 Post-training support – Entrepreneurship and job search skills		YES	NO
1.	Do victims who pursue self-employment have access to entrepreneurship skills and business start-up support?		
2.	Do victims who pursue wage employment have access to job search and retention support?		
3.	Are you taking steps with all stakeholders to improve the supply of bespoke support services for entrepreneurship and jobs available for longer duration?		

3g.2 Employment services

Public employment services usually perform four functions:¹³⁶

- ▶ supporting job search and placement services for jobseekers and employers;
- ▶ providing labour market information to help jobseekers and employers make informed career and business choices, and inform policy making at all levels;
- ▶ implementing active labour market programmes to integrate the unemployed into the labour market; and
- ▶ administering and disbursing unemployment benefits.

Private employment services normally perform the first two functions, focusing their business on specific locations, sectors or skills. Victims hoping to reintegrate into decent work will likely need to use the first two or three functions of the employment services to stay informed of job opportunities (see Section 3b.3) and to acquire labour market intelligence on potential options and careers. Casework management by the employment service needs to be sufficiently sensitive to the needs of victims (if the information is shared) and able to overcome stigma by potential recruiters.

During humanitarian crises or conflicts and in low-income countries, employment services may have ceased to function or be overwhelmed by jobseekers. This is often when victims of forced labour need most help to reintegrate, especially as they may be excluded from informal, word-of-mouth channels of information about jobs.

Employment services or those responsible for victim reintegration should actively approach potential employers to discuss and promote the suitability of victims for employment in general and specific cases. This could be done contemporaneously with requests to businesses by skills providers for on-the-job training for those still undergoing training courses. Such outreach to business needs to be systematic, energetic and creative with the aim of building a partnership between the businesses, the employment services and the skill training providers. Victims’ associations can also organize meetings between groups of trainees and potential employers/ businesses in order to gain exposure for their members. Businesses should be encouraged to initiate or participate in programmes for victims through skills development and job training opportunities.

Employment services need to tailor their offer to victims searching for employment. They should be advising jobseekers how best to take advantage of opportunities in the labour market, through career guidance, providing counselling services, information on training providers, enhancing job search skills and helping to prepare curriculum vitae and interviews. They might even need to advise victims to refresh or fill gaps in their skills portfolio in order to compete better in the market after applying unsuccessfully to jobs.

136 ILO. *Employment Services in the Evolving World of Work* (2015).



▶ Case study 16

The U.S. Advisory Council on Human Trafficking¹³⁷

The U.S. Advisory Council on Human Trafficking is a platform for trafficking victims to advise and make recommendations on federal anti-trafficking policies to the President's Interagency Task Force to Monitor and Combat Trafficking in Persons. The Council reviews federal U.S. government policy and programmes intended to combat human trafficking, including programmes relating to reintegration services for victims. The Council publishes an annual report that contains findings and recommendations from the reviews conducted of federal government policy and programmes.

It recommends strengthening employment services as crucial support services for victims, providing incentives to underserved populations of trafficking victims by federal agencies, and training employers on how to work with victims.



Checklist section 3g.2 Post-training support – Employment services and awareness raising among employers		YES	NO
1.	Are victims using the available employment services to find a job?		
2.	Is the advice given by the employment services (such as career guidance, counselling, job search skills) tailored to the needs of victims?		
3.	Does the employment service, in conjunction with other stakeholders, take active measures to raise the awareness of employers on the suitability of victims for jobs?		

3g.3 Coaching and mentoring

Economic reintegration allows victims of forced labour to see a positive alternative in the future. Those who come into contact with them on their journey to recovery can make a huge difference in their lives, offer rays of hope and help them to see the light at the end of the tunnel.

Case managers, psycho-social service providers, coaches and mentors who work with victims should underscore that economic reintegration is not only about making a living and finding a decent job, but about the satisfaction of being recognized, accepted, respected, and heard in the community. This implies participation in local community associations, in professional representative bodies, and playing a part in local affairs which in turn increases recognition and the satisfaction that comes with it.

Coaching. In the past decade, the term coach has been used to describe service providers who can supplement the work of certified psychotherapists and career counsellors, and offer assistance to victims in the short, medium and long term. As laid out in an ILO guide prepared for Thailand and the Philippines, coaching implies a degree of continuing commitment between the coach and coaching beneficiary, so the coach can transmit or pass on knowledge or skills to the other. Counselling, on the other hand, contains an element of remedial action to solve a problem.¹³⁸

Coaches can be social workers, case managers, NGO workers, researchers, teachers, parents, peers, and friends, who find themselves in counselling situations.¹³⁹ Coaches can play an important role in a victims' recovery and reintegration and should be trained in coaching skills to assess the profile of victims of forced labour, including personal/family, career and financial issues; to better understand the unique

¹³⁷ U.S. Department of State, Advisory Council on Human Trafficking, <https://www.state.gov/u-s-advisory-council-on-human-trafficking/>.

¹³⁸ ILO (2009a).

¹³⁹ Ibid., p. 3.

situation of each person in need of coaching; and to understand the global and national problem of forced labour.¹⁴⁰

The benefits of using coaches, in addition to certified counsellors and trainers, is that they may already be an integrated part of the victim's social network; they do not need specialized, certified and potentially costly training. The coach can be a figure relied upon by the victim from the time they are first rescued up to the time of their counselling and training, and remain a vital leading force in the long-term process of reintegration, acting as an assured lifeline in the short, medium and long-term.

Coaches are able to focus on outcomes and actions, and "use the present as a springboard towards ensuring a more desirable future".¹⁴¹ They can also help victims make personal decisions about the direction of their lives, help set realistic goals for acquiring the skills and mindset necessary for a more successful future, and can provide professional support with career guidance, and emotional support in the search for a meaningful career and decent work.¹⁴²

The benefits of a longer-term direct relationship between a coach and the individual reintegrating are significant in building trust, personal understanding, and a coherent continuum of the individual's needs and progress as they work with various counsellors, therapists, trainers, educators and others. Coaches, who are often already in important positions/relationships with victims, need to be identified and offered training on issues that would benefit those they are assisting.

Mentoring. While coaching is usually provided through a more formal and structured approach by experienced professionals to improve the victim's professional potential, mentoring by a more experienced individual is helpful as part of a holistic approach to their long-term personal and career development. Everyone who accomplishes something important for themselves or for society has been helped by others and has had role models – mentors. Reintegration takes time and therefore mentoring in the context of post-training programmes needs to be realistic

and centered around restoring self-esteem and efficacy.

Mentoring requires a commitment of time, so ideally mentors should be helped to perform their role in terms of reimbursement of costs or being linked with useful networks, such as:

- capacity-building for mentors to improve their understanding of i) best protection practices when dealing with victims; ii) legal frameworks and procedures to seek justice and remedies for victims; and iii) financial management strategies; and
- Allocate resources towards victim-led mentoring platforms to increase victims' access to psychological support.¹⁴³

There are emerging good practices of mentoring among survivor networks and programmes, though the informality and mutual commitment of the mentoring arrangement should not be lost. The following examples show that mentoring by other victims who have recovered and reintegrated can be a positive approach.

The distinct needs of victims as employees.

There may be a proportion of victims who need more tailored support than others, and may need to access coaching, mentoring, and psycho-social support services, or more flexible working arrangements to deal with family emergencies. Not all victims live with mental and physical trauma and it is important for employability schemes to avoid stigmatizing them as such. Interviews with victims and employers in Ethiopia, India and Nepal identified a common need for victims to be treated as individuals (rather than, for example, as employee #2075 who must abide by the employee handbook) and for supervisors to recognize that in return, victims can also make more loyal employees.¹⁴⁴

Coaching, mentoring and psycho-social support are ongoing needs for victims of forced labour and the psycho-social support should be provided from outside the organization unless the organization is exceptionally large, has a good Human Resources department and can absorb the expense.

140 Ibid., pp. 9–10.

141 Ibid., p. 2.

142 Ibid., pp. 2–4.

143 Anti-Slavery International (2019), pp. 31–32.

144 Draft report shared with the authors (Johnson and Ali) at the University of Nottingham (forthcoming). *Sustained liberation: a retrospective study across India, Nepal, and Ethiopia* [working title].

The role of trade unions in providing counselling and training

Trade unions, together with other specialized agencies, can provide counselling and vocational training opportunities that can empower victims of forced labour and allow them to return home with new skills, which will make it easier for them to find employment and restart their lives.

Links established between trade unions in both the sending and receiving countries can facilitate the reintegration of migrant workers because there is a continuing support structure for them when they return home.

In some countries, trade unions have set up networks of information and counselling centers for migrant workers who may be vulnerable to forced labour. The offices are often run by migrants themselves and provide information (sometimes in the migrants' own language) and offer vocational training and language classes to both documented and undocumented workers regardless of whether they are trade union members or not. Examples of such counselling centers are found at the following labour confederations: i) the Confédération syndicale des Commissions ouvrières (CCOO) in Spain; ii) the Associazione Nazionale Oltre Le Frontiere (ANOLF) and the Confederazione Italiana Sindacati Lavoratori (CISL) in Italy; and the Deutscher Gewerkschaftsbund (DGB) in Germany.

The Trade Union Congress of the Philippines (TUCP) runs programmes designed to address forced labour. One of these programmes, which is run in partnership with the government, is the TUCP Workers' College. The college provides free vocational courses and retraining opportunities so that victims can develop skills in professions where there is a demand for workers (e.g., in welding, housekeeping, accounting, call centers, etc.) and thereby facilitate their access to employment and their successful reintegration.¹⁴⁵



► Case study 17

Mentoring female victims to become entrepreneurs in the UK

The NGO HERA (Her Equality Rights and Autonomy) helps female victims of trafficking to set up their own business. For this purpose, HERA has set up an Entrepreneurship Training Programme and a network of businesswomen to act as mentors and share their professional knowledge. HERA mobilizes business, academic expertise, and entrepreneurship to provide victims with the professional skills, networks, and financial resources to pursue their career ambitions, in partnership with business schools and dedicated mentors, HERA supports the economic autonomy of women who have experienced violence and exploitation by enabling them to leverage their entrepreneurial strengths toward successful reintegration into the formal economy. Victims of trafficking, violence, and conflict demonstrate impressive resilience and a desire to pursue their career aspirations and financial independence. Achieving these goals often requires the development of new skills, professional networks, and initial financial support. HERA endeavours to provide all of the above.

HERA annually provides an intensive entrepreneurship course to women victims at Imperial College London. Each woman completing the course is partnered with a trained business mentor. Mentors are recruited from the business community and receive comprehensive training. Throughout the year, HERA holds bi-monthly seminars, workshops and tutorials for past and present students and mentors to build up the entrepreneurial community and network.¹⁴⁶

¹⁴⁵ ITUC, *How to Combat Forced Labour and Trafficking: Best practices manual for trade unions* (Brussels, 2010), p. 27.

¹⁴⁶ Maxine Myers, "Business School helps previously trafficked women realise their potential", March 2013, available on the Imperial College of London website available at: <https://www.imperial.ac.uk/news/119751/business-school-helps-previously-trafficked-women/>. For more information on HERA see their website at: <https://hera.international>.



► Personal story 3

Albania Different & Equal NGO¹⁴⁷

Gea was 16 years old when her neighbour promised her a job and a better life, away from her little village. She thought this was her only chance to escape from her violent father (her mother was dead) and help her younger siblings. She trusted her neighbour who had seen her growing up, struggling to survive after her mothers' loss. She had no warning that his intentions and plans were to lock her up in a hotel in a coastal city where she was sexually exploited and abused for six months. They had already prepared Gea a passport, planning to transfer her abroad when the police discovered the human trafficking band during a routine street patrol. After she was rescued, Gea was referred to Different & Equal (D&E), a non-profit organization, which provides reintegration services for former victims of trafficking. D&E addressed her immediate needs, like security, psychological counselling, medical care, etc., and step by step Gea was supported to set up her own individual assistance plan.

Psycho-social assistance was an important service for Gea. She was traumatized from the long-term abuse to which she had been subjected and she needed professional assistance to overcome it. As part of her assistance plan, Gea was supported to improve her psychological, emotional well-being and to increase her life skills. She became part of the "Coach for employment" programme. The purpose of this professional coaching programme is to provide assistance to beneficiaries like Gea to gradually identify personal strengths and increase her skills and abilities which would lead to her finding and keeping a job. Based on her initial desires and abilities Gea was oriented to follow a cooking course. Gea was a quick learner and considering her quick advancement she was given a place in an internship programme. In this way she could practice what she had learned and gain some working experience. A collaboration agreement was signed with a selected business, with obligations and responsibilities set out for Gea and the management. D&E was in ongoing communication with the business company, aiming to address any problems that might arise during the internship.

Individual counselling sessions were provided for Gea during the internship programme, focused mainly on identifying individual strengths and weakness; teamwork; stress management; pressure management in the workplace; and coping with new experiences.

Through this experience Gea learned about various work ethics, how to behave in the workplace, how to maintain healthy communication with the employer and colleagues, etc., all important skills for an employee.

Gea is 22 years old now and is living independently. She has a stable relationship with her family members. She has a job she loves and is now qualified to compete in the labour market.



Checklist section 3g.3 Post-training support – Coaching and mentoring		YES	NO
1.	Is your organization able to provide appropriate psycho-social support to victims of forced labour?		
2.	Is coaching and mentoring and psycho-social support available to the victim from outside the service provider organization?		
3.	Do you provide training to coaches and mentors and support their selection?		
4.	Are victims receiving coaching and mentoring in parallel with economic reintegration services?		
5.	Do you work with survivor networks for victim-centered mentoring programmes?		
6.	Given some victims need on-going post-training coaching, mentoring and psycho-social support, are such services available on a flexible duration?		

3h. Monitoring and evaluation

Those responsible for the reintegration of victims through skills development have a responsibility to monitor and evaluate their activities in order to judge their success and value. Unfortunately, not many baselines or evaluations have been conducted on successful reintegration, and there are very few impact studies.

A monitoring and evaluation (M&E) plan should be established from the beginning, preferably before a programme of reintegration through skills development even gets underway. The M&E plan needs to define the objective of the programme and how its impact will be measured. A primary objective is to measure **how long it takes for a victim to obtain and retain decent work** after graduating from the training. Another objective is to know **how many victims drop out of the programme and why**.

Over time, M&E will help improve the programme, indicate which measures are effective and identify what needs to change. It will also help allocate resources more effectively for optimal impact. The M&E plan should cover the impact of the system as a whole as well as each of its components. For example, some community-level outcomes or outputs require indicators that will help answer questions such as: What about the perceptions of the community? Are beneficiaries satisfied? How satisfied are employers or other partners? What new service provision or training courses are demanded? How many viable enterprises are established? How many victims are placed

in apprenticeships? Are services age, disability, gender, etc. appropriate? What is the size of the network between collaborating institutions, are enough coaches/mentors/trainers trained and engaged? An important issue to keep under review is how the relationship between the public and the private/non-profit service providers is working, and to develop indicators with which both sectors are comfortable.

The M&E plan identifies what data to collect and how regularly, and which key performance indicators to set and monitor. Baseline data should be collected so comparisons can be made between the situation before measures were taken and afterwards. And if ethical and feasible, control groups should be monitored: these might compare the experience of victims who follow the skill development programme with the experience of non-victim trainees. A control group consisting of victims who do not follow the programme would be informative but unethical if they were denied the benefits of the programme. Indicators showing longer-term outcomes will need longitudinal data to be collected during and for a while after measures have been taken. Data should be disaggregated by gender and other key variables so as to measure the differential impact of the programme on victims with different characteristics.

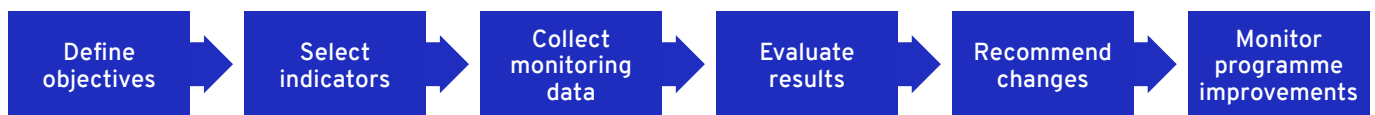
There are many potential sources of data which must be chosen according to the indicators being measured and the ease of data collection: surveys,

questionnaires, interviews, administrative data, financial data, etc. Anonymized information from feedback mechanisms can also be of value.

The M&E plan should have a process to identify accurately the eligibility of victims for enrolment into the skills development programme so that the target population is known. In some countries, governments have issued ID cards to a whole class of people classified as victims so they benefit from scholarships, land, housing, etc., though such schemes can be liable to abuse.

The M&E plan should monitor funding and use of resources, such as scholarship programmes, in order to assess value for money and opportunity cost. For example, it might appear cost-effective not to assess skills for a formal qualification; however, M&E should be able to show if victims suffer during job search from not having a qualification. Equally, psycho-social counselling might be expensive but worthwhile if it results in significantly improved job retention. At intervals and at the end, the M&E results should be evaluated and used to improve the programme (see Figure 10).

► **Figure 10. The monitoring and evaluation process**



There are several challenges to establishing an effective M&E design. Sufficient resources must be made available; data collection can be expensive and time consuming so it should be simple. Some indicators may need monitoring after the programme ends and this needs to be figured into the design budget. Additionally, a small population of victims makes analysis less reliable so it is recommended to include tracer studies only with a significant sample size. A good

example of a study that traced beneficiaries of reintegration services, in particular skills training by means of informal apprenticeship, was conducted in Ivory Coast and the Democratic Republic of the Congo in 2010.¹⁴⁸ Another challenge is that some trafficking victims might be transient, itinerant or in a migrant group, making them difficult to monitor. Data collection and monitoring psycho-social and community indicators can also pose privacy challenges.



Checklist section 3h Monitoring and evaluation		YES	NO
1.	Do you have a monitoring and evaluation plan for the reintegration programme?		
2.	Does the plan allow tracking of important characteristics of victims, including gender and age group?		
3.	Are key performance indicators regularly measured and compared with the prior situation and with a control group?		
4.	Are timely analyses conducted and evaluations made to inform improvements to the reintegration programme?		

148 ILO. *Study on the reintegration of children formerly associated with armed forces and groups through informal apprenticeship* (Geneva, 2010).



4. Synthesis and conclusions



These guidelines are directed primarily at those responsible for the reintegration of victims of forced labour into decent work by means of skills development. It is relevant to programme managers and educators in both formal and non-formal skills training contexts, to businesses that can offer jobs or placements for victims, to government agencies providing support to victims before, during and after training, to social partners (employers' and workers' organizations), and to other civil society organizations concerned with the remediation of victims of forced labour.

These guidelines can assist all stakeholders to better understand forced labour and how the development of a victim's skills can lead to sustainable reintegration into decent work. It sets out what action they can take – in partnership with national and global actors – and what additional provisions victims might require for successful reintegration. In short, while skills training is an essential part of reintegration, the situation of rescued victims is complex and some may need a “360-degree surround” of support measures for a time until they are able to reintegrate resiliently into society.

Once victims are identified by the authorities and handed over to those responsible for reintegration assistance, a number of stakeholders need to work in partnership in order to create an individualized package of measures with the victims. Working in partnership is imperative and these guidelines present tested measures to deal with different profiles of victims, which are based on good practices and examples from around the world.

As Section 2 makes clear, the risk of becoming a victim of forced labour can be highly contextual. Forced labour can occur in rich, well-regulated countries because of the continued marginalization of certain groups in society, as well as inadequate law enforcement. It can, and does, also persist among populations where there are few economic opportunities and governance of the labour market is poor.

Reintegrating victims of forced labour is equally contextual. Supporting interventions need to fit the individual person, the community and the available resources and support infrastructure. Reintegration through skills development is not simply a matter of putting victims in a training course for a week and then leaving them to fend for themselves in the expectation that they can find, create and keep a decent job or self-employment. That would be the fast route to re-victimization. Sustained reintegration means developing a partnership for realistic support measures for victims who believe they have few choices for securing livelihoods for themselves and their families.

The eight modules in these guidelines cover all aspects of the economic reintegration of victims through skills development and employment, some of which are further divided into sub-sections – 16 in all. Each section and sub-section ends with a checklist, comprising 89 questions requiring a Yes/No response. For convenience, the checklists are amalgamated here:



Checklist section 3a Identification of the target group		YES	NO
1.	Do you work in a coordinated way with the authorities who identify and classify victims?		
2.	Do you have a good picture of the conditions in which victims were rescued?		
3.	Do you have a good picture of/about how the authorities identified and classified victims who are referred to you?		
4.	Do you know what expectations the authorities who identify and classify victims have of your role?		
5.	Do victims view the authorities and your role as a well-integrated continuum of rescue and reintegration?		
6.	Do you know what immediate assistance was provided to victims before they were referred to you?		
7.	Is there a local or national referral mechanism?		

Checklist section 3b.1 Local economic and social environment assessment – Identification of service providers		YES	NO
1.	Do you have access to a mapping of service providers?		
2.	Have you identified public programmes for mainstreaming the target population?		
3.	Have you identified specialized provider programmes that offer services for the target population?		
4.	Have you identified employers that support economic reintegration?		
5.	Is there a need to cover costs of transportation, lodging, or childcare for mainstream or specialized programmes?		
6.	Is there a public or non-governmental plan or approach to address the absence of service providers in a particular region, sector, or community?		



Checklist section 3b.2 Local economic and social environment assessment – Assessing service providers' training needs		YES	NO
1.	Are there any gaps in the quality, capability and coverage of service providers for undertaking reintegration work with victims of forced labour?		
2.	Does the service provider coordinate with other service providers (e.g., employment agencies, local employers, and other relevant public and private organizations) to fill gaps in the services offered to victims?		
3.	Does the service provider adequately address diversity and gender concerns, including language?		
4.	Does the service provider practice adequate Occupational Safety and Health, security, privacy and confidentiality protocols to protect victims? How do programmes ensure that trainees' private information and data is protected? Are trainers aware of confidentiality protocols?		
5.	Can the service provider offer reintegration measures to victims without disadvantaging non-victims?		
6.	Is the organization able to provide appropriate core skills training, career guidance and counselling services?		
7.	Does the organization prepare trainers and check the performance, qualifications and experiences of staff that offer reintegration programming?		
8.	Do the programmes offer trainees transportation, stipends, and childcare support?		
9.	Are service providers aware of, and benefit from, market opportunities for training and placements?		
10.	Does the service provider evaluate the impact of services delivered and improve by learning lessons, including through feedback from victims?		
11.	Does the service provider offer trauma-informed employment support during job search and while working?		
12.	Do service providers maintain a case management system, tracking and referral process?		
13.	Does each service provider develop trust by allocating a staff responsible for communicating with the victim for sufficient duration prior to and during the programme and afterwards?		

Checklist section 3b.3 Local economic and social environment assessment – Identification of employment and entrepreneurial opportunities		YES	NO
1.	Do you have a clear picture of the market opportunities for employment available to victims?		
2.	Do you have a clear picture of business start-up opportunities that victims could undertake?		
3.	Is your skills development offer suitable for victims to take advantage of these market opportunities?		
4.	Have you taken action with potential employers to ensure victims will not be discriminated against in seeking jobs?		

Checklist section 3b.4 Local economic and social environment assessment – Generating awareness among employers and entrepreneurial partners		YES	NO
1.	Have you taken sufficient steps to raise awareness so that links with employers and entrepreneurial partners are formed and sustained?		
2.	Are these partnerships providing victims with pathways (e.g., experience, support, contacts) into decent work after training?		
3.	Have you assessed how employer partners can best engage with someone who comes from a traumatic past (they do not need to know the reason why)?		



Checklist section 3c Personalized needs assessment		YES	NO
1.	Has the victim used a period of reflection to undergo a personal needs assessment and consider their options for reintegration?		
2.	Does the victim consider that the jobs/services offered are age, gender and culturally appropriate and fit their personal preferences for reintegration?		
3.	Does the victim yet have the “right” frame of mind to take on new challenges and new areas of work?		
4.	Is personal, social and cultural information specific to the victim’s needs being used to inform and support their career advice, job search and training programme?		
5.	Are the domestic needs of the victim that might limit their ability to benefit from the programme being fully met?		
6.	Will the victim require psycho-social support in parallel with skills training and post-training support?		
7.	Are the legal status and security situation of the victim settled?		
8.	Does the victim require vocational counselling and/or career guidance, and is he/she ready to receive it and benefit from it?		
9.	Will the victim need options for specific learning support, mentors and student peer support, etc.?		
10.	Does the service provider evaluate the impact of services delivered and improve by learning lessons, including through feedback from victims?		

Checklist section 3d Vocational and career guidance and counselling		YES	NO
1.	Has career guidance been provided in accordance with individual needs and constraints, as well as the local economic reality?		
2.	Have you assessed the individuals’ skills and prior learning, and their respective training needs for available labour market opportunities?		
3.	Have you discussed if the labour market opportunities that may be available are attractive to, and of interest to the victim?		
4.	Have you made sure that the proposed skills training is linked to job opportunities that are accessible to the victim? Is the beneficiary able to witness the “why” of the training – what awaits their “graduation” from the training?		
5.	Has the victim considered entrepreneurship as an option and been counselled on its requirements and challenges?		
6.	Have you assessed that the jobs are appropriate to victims and fit their stage of reintegration? I.e. those that require more complex “systems” or multi-tasking may need to be offered later so as not to overwhelm the beneficiary with more responsibilities than they can handle.		
7.	Have you considered and discussed the opportunity for change in traditional gender roles, to offer non-traditional skills development and sustainable job opportunities for women (this can also be for men of course, re domestic work, etc.)		
8.	Have you considered whether workplace learning and apprenticeships may be better suited to the victim’s learning style?		

Checklist section 3e Recognition of skills and prior learning		YES	NO
1.	Does your skill training lead to well-recognized qualifications?		
2.	Do you enable victims to obtain qualifications for skills and competencies they already – or almost – have but for which they hold no certificate?		



Checklist section 3f.1 Skills development for employability – Vocational skills training		YES	NO
1.	Do you have a clear picture of which vocational training programmes are already provided to whom and by whom?		
2.	Are existing training providers able and willing to adapt their vocational training and links with employers/business in order to improve access for victims of forced labour?		
3.	Have you consulted all stakeholders, including employers, workers' organizations and victims' associations, about the provision of vocational training for victims of forced labour, including through work-based training and apprenticeships?		
4.	Can training providers improve remedial and other measures that should be in the package of financial and non-financial support for victims to enable their participation in training without disadvantaging non-victims?		
5.	Do the subjects and the mix of academic and practical aspects of the training provide skills, knowledge and know-how to allow victims to take advantage of market opportunities for decent work, without discrimination or stereotyping?		
6.	Can you advise victims on sources of funding for their vocational training and associated costs if need be?		
7.	Are the duration and timing of vocational training (e.g., part-time, full-time, days of week, evenings, etc.) appropriate to the needs of victims?		
8.	Do you have procedures for the reintegration through education and vocational training of child victims (i.e. under 18 years) of forced labour?		

Checklist section 3f.2 Skills development for employability – Foundational skills		YES	NO
1.	Have you assessed victims for language, literacy and numeracy skills and enrolled those with poor levels into suitable programmes, or initiated classes by volunteers where programmes do not exist?		
2.	Are your group foundational skills sessions used by victims for additional purposes, such as discussing issues of common interest, organizing themselves and learning about other topics such as legal empowerment and rights at work?		

Checklist section 3f.3 Skills development for employability – Core skills		YES	NO
1.	Have you assessed which of the victim's core skills need strengthening, including those which contribute to the victim's reintegration after trauma, and is there provision to strengthen them?		
2.	Are core skills for employability, including relational ones that are critical to victims' dealing with the workplace, provided in vocational training or in counselling?		
3.	Does support for victims include training on coping strategies?		
4.	Are children offered formal and informal education, including life skills training?		

Checklist section 3f.4 Skills development for employability – Rights of Workers		YES	NO
1.	Are victims provided with training on rights of workers and on organizations (such as labour inspectors, lawyers and unions) and grievance mechanisms that support the exercise of those rights?		
2.	Are there regular "know your rights" awareness campaigns targeted at victims?		
3.	Is training on labour rights provided to judicial, business and government authorities so as to improve attitudes and practices on applying these rights?		
4.	Are victims who seek reintegration through decent work away from home able to know their rights to fair recruitment from a trusted source before departure?		
5.	Are victims who are seeking reintegration aware of and able to exercise their right not to be prosecuted for crimes whilst a victim?		



Checklist section 3g.1 Post-training support – Entrepreneurship and job search skills		YES	NO
1.	Do victims who pursue self-employment have access to entrepreneurship skills and business start-up support?		
2.	Do victims who pursue wage employment have access to job search and retention support?		
3.	Are you taking steps with all stakeholders to improve the supply of bespoke support services for entrepreneurship and jobs available for longer duration?		

Checklist section 3g.2 Post-training support – Employment services and awareness raising among employers		YES	NO
1.	Are victims using the available employment services to find a job?		
2.	Is the advice given by the employment services (such as career guidance, counselling, job search skills) tailored to the needs of victims?		
3.	Does the employment service, in conjunction with other stakeholders, take active measures to raise the awareness of employers on the suitability of victims for jobs?		

Checklist section 3g.3 Post-training support – Coaching and mentoring		YES	NO
1.	Is your organization able to provide appropriate psycho-social support to victims of forced labour?		
2.	Is coaching, mentoring and psycho-social support available to the victim from outside the service provider organization?		
3.	Do you provide training to coaches and mentors and support their selection?		
4.	Are victims receiving coaching and mentoring in parallel with economic reintegration services?		
5.	Do you work with survivor networks for victim-centered mentoring programmes?		
6.	Given some victims need for ongoing post-training coaching, mentoring and psycho-social support, are such services available on a flexible duration?		

Checklist section 3h Monitoring and evaluation		YES	NO
1.	Do you have a monitoring and evaluation plan for the reintegration programme?		
2.	Does the plan allow tracking of important characteristics of victims, including gender and age group?		
3.	Are key performance indicators regularly measured and compared with the prior situation and with a control group?		
4.	Are timely analyses conducted and evaluations made to inform improvements to the reintegration programme?		



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By going through the checklists, readers will quickly understand the salient points addressed in these Guidelines and the responsibilities of the person charged with designing the overall system of victim reintegration. They form a list of action points, which should be consistent with a country's National Plan of Action on Forced Labour.

Stakeholders may work in large, formal training or TVET institutions, be part of informal, community-based service providing agencies, or somewhere on the spectrum between these two poles. Wherever they work, they have the opportunity to make their organization a model for access and reintegration for victims. This includes ensuring all staff are trained and informed on the issues; that there are policies and protocols in place for responding to students who are victims, including an active willingness to partner with other stakeholders; and that the organization takes steps to ensure they do not support forced labour in their own supply and service provider chains. Stakeholders must be active in ensuring that victims in their communities are able to access and succeed in skills training as a means to achieve decent work, whether wage or self-employment.

Stakeholders have the capacity to ensure that skills training contributes to economic development and empowerment for the communities from which victims come and to which they are returning or where they are reintegrating. In practical terms, this can mean simply ensuring that the skills being taught are relevant to market demand and opportunity. It can also mean building the confidence, voice and sense of self-worth of victims so that they are willing to share their experiences of forced labour as a warning to others in their community.

Victims of forced labour have a right to remedy. After all they have endured, this remedy has to achieve the purpose of putting victims on the path to economic reintegration and decent work. We hope these guidelines are a roadmap to help you meet these expectations with victim-friendly ideas.





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