





MULTI-DISCIPLINARY TEAMS



USAID THAILAND COUNTER TRAFFICKING IN PERSONS

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List of Acronyms

ATIP	Anti-Trafficking in Person
CSOs	Civil Society Organizations
CTIP	Counter Trafficking in Persons
IR	Intermediary Result
MDTs	Multi-disciplinary Teams
NGOs	Non-Governmental Organizations
TIP	Trafficking in Persons
USAID	United States Agency for International Development
VoTs	Victims of Trafficking

INTRODUCTION

This Learning Paper Series was developed by the United States Agency for International Development (USAID) Thailand Counter Trafficking in Persons (CTIP) project with the overall aim to learn from previous and current programming to better inform future work. Winrock International is the lead implementing partner of the USAID Thailand CTIP project.

The USAID Thailand CTIP project seeks to reduce trafficking in persons (TIP) and better protect the rights of trafficked persons in Thailand by reducing the demand and incentives for using trafficked labor, empowering at-risk populations to safeguard their rights, and strengthening protection systems for survivors. The project works mainly with migrant and informal workers in Thailand's agriculture, fishery, and construction industries. The intervention is conducted in cooperation with the Royal Government of Thailand. The USAID Thailand CTIP intervention poses the Theory of Change that, if we reduce opportunities for trafficking in workplaces and supply chains; and if we equip at-risk populations with skills, information and access to support, then trafficking in Thailand will be reduced and prevented. In addition, if we can identify those already trafficked and have improved access to strengthened support systems, survivors will live free and dignified lives, and the likelihood of human trafficking will decrease.

Based on the wealth of experience within USAID Thailand CTIP, this Learning Paper Series was developed to highlight crucial learnings to be widely disseminated to USAID, Winrock staff, and other stakeholders working in CTIP that want to ensure high quality program design and delivery.

The papers in this series are meant to be limited in scope, tackling specific areas of concern in the general programming models. In the future, CTIP partners can better address identified shortcomings and ensure that program activities are evidence-based and impactful for survivors.

This learning paper focuses on the USAID Thailand CTIP project's activities focused on strengthening protection systems, specifically the strengthening of Multi-disciplinary Teams (MDTs), through two key learning questions:

- In what ways does the strengthening of Thailand's MDTs improve the quality, availability, and accessibility of protection services in the country?
- How do we increase safe and voluntary survivor identification in ways that ensure access to services and protection of survivor's rights?

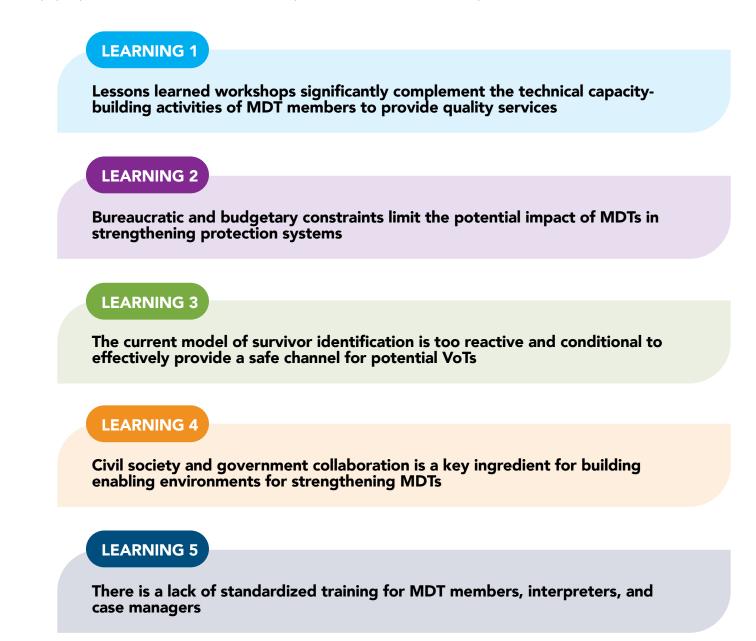
Overall, the interviews suggest that the strengthening of MDTs, largely in terms of technical capacity, did improve the quality of protection services. MDT members were better equipped to accurately identify victims of trafficking (VoTs) and provide holistic, victim-centered, and trauma-informed care.

However, the interviews also revealed that as effective as MDTs may be, institutional barriers and systemic factors limit the extent to which they can improve the availability and accessibility of services for VoTs. These limits arise from a combination of

- 1. systemic issues, such as the survivor identification model itself not being conducive to safe and voluntary survivor identification,
- 2. budgetary and bureaucratic restrictions, and
- 3. multiple organizations working in the same field leading to a lack of standardization.

Conversely, the learnings also found that MDTs are effective in problem-solving through collaboratively developing innovative solutions to address problems encountered in their day-to-day work. These learnings and the proposed recommendations are informed by on-the-ground perspectives and seek to inform future programming to continue strengthening MDTs.

This paper provides an answer to the learning question in detail through an exploration of five key learnings:



METHODOLOGY

To capture learnings on the USAID Thailand CTIP project outputs to strengthen MDTs, Winrock contracted Rapid Asia to carry out 19 key informant interviews with relevant staff from World Vision Foundation Thailand, MDT members, migrant volunteers, and Winrock International staff. Rapid Asia also consulted secondary sources, including World Vision's final project report (October 2017-December 2021) and an internal evaluation report on working with MDTs on the USAID Thailand CTIP Project. In addition, data from the key informant interviews were qualitatively analyzed for common themes of barriers or enablers for MDTs in delivering protection services, including victim identification. Data were cross-checked with the evaluation report on MDTs to identify five key learnings.



OVERVIEW ON MDTs PROGRAMMING FOR CTIP

The strengthening of MDTs as a project activity falls under Intermediary Result (IR) 3 (strengthen protection systems for survivors) of the USAID Thailand CTIP project, which seeks to improve the identification of trafficked persons, strengthen support services to meet their needs, better protect their rights and reduce the risk of re-victimization through reintegration into their communities.

World Vision is an implementing partner for IR 3. World Vision focuses on strengthening the technical capacity of provincial MDTs to fulfil their roles in effective and victim-centric TIP identification, protection, and provision of services. World Vision also engages Anti-Trafficking in Person (ATIP) Committees and establishes new committees at the district level. World Vision also engages relevant provincial government agencies to institutionalize the work of MDTs and improve the coordination between government agencies and civil society.

MDTs are considered a core component of Thailand's provincial-level response to human trafficking, as they provide a vehicle for multi-stakeholder collaboration throughout the processes of victim identification, survivor assistance, repatriation, and/or long-term reintegration. MDTs are typically comprised of front-line government agencies including, but not limited to social workers, law enforcement, labor inspectors, legal aid, and health workers. MDTs are critical for ensuring a holistic, victim-centered, and rights-based approach to victim identification and access to services.

LEARNINGS

LEARNING 1

Lessons learned workshops significantly complement the technical capacity-building activities of MDT members to provide quality services

Lesson learned workshops were identified as a crucial tool not only to build the capacity of MDTs but also to build trust and interpersonal relationships between MDT members. While the workshops constituted a small part of the wider capacity-building work for MDT members carried out by World Vision, interviewees highlighted that they represented key opportunities to openly discuss challenges and consider the difficulties in applying technical knowledge to complex real-life cases. Lessons learned workshops were included as activities to institute a culture of learning and reflection for MDTs members to collectively reflect on achievements and challenges as they relate to victim identification and referral. According to interviewees, and further confirmed by World Vision's internal evaluation, the quality of MDTs' service provision rests quite heavily on the quality of relationships and trust between the representatives of the different MDT member agencies, as it is through these relationships that effective coordination and collaboration are built. Trust and quality relationships are key to MDTs, as accurate identification and subsequent efficient referral mechanisms rely on well-coordinated workflows, with each MDT member having a proficient understanding of other members' roles and ensuring that responses and provision of services are needs-based and trauma-informed.

Lessons learned workshops were cited by interviewees as an opportunity to reflect on the application of the technical skills that had been developed in technical capacity-building workshops. This means that practitioners have a safe space to exchange experiences and knowledge and cultivate a culture of learning using case studies and real-life scenarios, which can be used to respond to the inherent complexity and nuances of trafficking cases.

Such exchanges allow practitioners to go beyond theoretical conceptions of trafficking and apply legal definitions and indicators to real cases, allowing them to appreciate the difficulties in accurate victim identification that result from the diversity of agencies' approaches to identification, such as a security-based versus a human rights-based approach. One specific example was a case involving Thai nationals trafficked into Cambodia, a scenario that ran counter to assumptions that victims typically travel from Cambodia into Thailand. One social worker who participated in the capacity-building training and lessons learned meetings reflected on how the combination of these training allowed attendees to better understand the application of indicators to complex cases where victim profiles defy simple categorization.

"The understanding and implementation of anti-human trafficking law training were useful for capacity strengthening of multi-disciplinary teams in various ways since there is no single profile that identifies a victim of trafficking and trafficker. For example, Thai job seekers were lured into working for a phone scam gang in Cambodia with a promise of high wages and comfortable jobs. Even though wages, food and accommodation were provided as promised, the amount paid was not the same as agreed, and their employer confiscated the cases' identity documents. These complicated characteristics and situations have made decision-making more difficult for TIP actors." Social worker in Surat Thani

This case highlights the importance of MDT practitioners having opportunities to gather and reflect on the real-world application of their technical training. Also, the case demonstrates their unique experiences and challenges, which can ultimately improve identification processes by revealing how indicators can be applied in complex cases.

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Bureaucratic and budgetary constraints limit the potential impact of MDTs on strengthening protection systems

Key informants consistently highlighted institutional barriers such as lengthy, paperwork-intensive approval processes, high staff turnover within government agencies, and budgetary constraints as significant restrictions to effective protection of potential cases of trafficking. Informants also cited a lack of sufficient budget for training and emergency situations which, according to interviewees, was the result of inadequate planning by the central government. Specifically, operational costs such as travel, training venues, and food were not considered when budgeting.

The pandemic and its related restrictions also led to the freezing of provincial budgets, which was especially problematic in urgent situations such as conducting victim identification with a lack of adequate interpreters. There were cases where non-governmental organizations (NGOs) needed to use their own budgets to hire interpreters, something that the government should have completed. In addition, individuals cited that to continue victim identification activities during COVID-19, MDT members would have to cover the costs of antigen lateral flow tests and personal protective equipment using their own operational budgets. Limited government support and frozen provincial budgets during COVID-19 inhibited the capacity of MDTs to ensure the safety of potential TIP victims.

Interviewees cited cost-sharing between agencies as a mitigation strategy in response to this, for example, covering the costs of a venue for capacity-building training. However, the lack of budget allocation from provincial governments also had serious repercussions on the availability of quality interpreters, which can lead to the misidentification of victims. In these cases, MDT members applied for time extensions to source interpreters, often through informal requests to avoid lengthy approval processes.

"There are no overhead costs in the annual budget plan. The provider is expected to take immediate action if any urgent cases arise. Typically, local practitioners will consider case by case in response to urgent requests" Social Worker in Surat Thani However, this is not to say that resource sharing between civil society and government is negative. Rather, within the project, NGOs often acted as a fallback option when government funding fell short or was too difficult to acquire. Several participants also spoke positively of sharing expertise and resources resulting from coordinated planning rather than a reactive mitigation strategy.

High staff turnover compounded budgetary constraints as capacity-building training would go to waste once those MDT members changed roles within government departments, a common practice within provincial government agencies. World Vision identified a viable practice to counter this by using MDT rosters of individuals who were likely to either change positions or stay for four to five years and prepare training¹ for inexperienced, newly joined members.

"On average, people move on an annual basis, the issue is not just multi-disciplinary teams, it's like the heads of agencies, for example, the head of the Provincial Office of Social Development and Human Security, sort of the main coordination body for anti-trafficking in persons activities at the provincial level, has changed three times in four years. All of that investment and knowledge is lost with those people when they move on to different roles" World Vision

Interviewees and World Vision's internal evaluation report mentioned lengthy approval processes for government officials to travel and interview potential victims as a significant institutional barrier. This runs counter to the legal requirement of identifying a victim within 24 hours unless a 7-day extension is secured from the local court. This also exposed the extent to which the quality of an MDTs victim identification rested on the personal motivations of its members. Those who were so inclined to help often used their personal time and money, risking reprisal from their supervisor for acting without approval.

The collaborative and innovative work styles of MDT members promoted the identification of possible solutions to mitigate institutional restrictions. However, it is important for the USAID Thailand CTIP project to engage the government at the national level to alleviate such barriers, especially in terms of budget allocation and approval processes which prevent MDT members from responding quickly and providing quality services.

LEARNING 3

The current model of survivor identification is too reactive and conditional to effectively provide a safe channel for potential VoTs

Interviewees referenced deeper systemic issues as barriers to safe and effective identification of potential victims, such as undocumented migrants being fearful of contacting government agencies, discrimination from service providers, and fear of reprisal from employers for those who make complaints. In addition to this, VoTs must undergo formal identification to access support services such as social services and healthcare.

"Unlike formal victims, there is no legal measure to ensure informal victims' security and safety in access to grievance channels, protection service, and health care" Migrant Worker/ Volunteer

According to interviewees, these factors deter safe and voluntary self-identification.

"Undocumented workers don't know their rights and how to make complaints to employers, but no one would dare so anyway. They would be afraid of losing their jobs and deportation." MDT Member

1 Basic Manual and Introduction to ATIP for Multidisciplinary Teams and Community Leaders (Thai) Available on Resource Toolkit: https://drive.google.com/file/d/1qq3CKw-MMCHbT03NZ-TyD77C8HmCjBTQ4/view



Those who are not formally identified as VoTs but have been through the preliminary identification process may face reprisal from their employer and uncertain consequences from authorities if they are undocumented. According to migrant workers interviewed, the employer of a complainant can easily find out who the complainant is, meaning the victim potentially loses their job in the process.

"Eventually, the name of the complainant is no longer anonymous since the employer would definitely be able to figure it out." Migrant worker/volunteer

If they are not positively identified and do not have identification documents, they then lack access to any safety or protection measures and face arrest. This means that for victims, there is potentially much more to lose than to gain if they make a complaint against their employer, such as forced repatriation.

"Only clients who are officially identified as victims of trafficking will be automatically protected and eligible to receive compensation and services under the Anti-Human Trafficking Act. On the contrary, the existing survivor identification model can't ensure clients' safety in accessing complaint channels, protection services and health care." VoT Protection Officer, Chiang Rai

Out of those interviewed, only government workers believed the model to be sufficient in protecting VoTs. One government official cited the MDTs and volunteer interpreters as the main catalysts for facilitating access to services for migrants. One Ministry of Social Development and Humanity Security worker emphasized that effective identification relied on the clients themselves to provide the facts related to their case, yet also stressed the duty of the MDT members to make their clients feel at ease and able to "speak the truth." The same worker suggested proactive and surprise MDT inspections at worksites to assess their compliance with labor laws and human rights. Similar suggestions for a more proactive approach also came from civil society members, who added that greater resources are needed for all actors to proactively fulfil their roles. MDTs are indeed uniquely placed to foster a more proactive approach to victim identification due to the sharing of expertise on labor rights, mental health and social care, which allows for more holistic assessments across a variety of indicators.

LEARNING 4

Civil society and government collaboration is a key ingredient for building enabling environments for strengthening MDTs

The practice of MDTs necessitates a variety of actors with varying mandates, strengths, and weaknesses to work together towards the same goal. Sometimes this pooling of expertise and resources allows for innovative mitigation strategies to entrenched problems, while other times it highlights the fundamental need for collaboration between civil society and government to ensure a holistic and comprehensive approach to victim-centered identification and service provision. While civil society does not contribute personnel to MDTs, they play an important role in building technical capacity, improving case referral through better coordination, providing expertise, convening actors, and facilitating dialogue between different governmental agencies.

Cost-sharing, sharing of expertise and planning of training activities were the most cited examples of effective collaboration between different TIP actors. NGOs were often cited as filling the funding gap left by government agencies and gaps created by lengthy government approval processes.

Anti-human trafficking committees and networks at district levels are examples of collaboration that are crucial to strengthening local government and different actors across districts to work together in a systematized way. World Vision's evaluation report arrived at similar conclusions, with a particular focus by MDT members on the potential networking and coordination power of the ATIP Officer of the Provincial Office for Social Development and Human Security. This person acts as a point of contact for different actors and has the capacity to drive coordination and cooperation between agencies, especially if they have deep technical expertise and an established network of contacts in the province.

One informant emphasized the importance of collaboration in building a strong network of ATIP practitioners, which they saw as a crucial tool for effective prevention of trafficking. Civil society can build the knowledge and awareness of actors with strong community links such as Social Development and Human Security Volunteers and the Children and Youth Council of Thailand.

"The heart of combatting human trafficking is a strong coordination and network" Children and Family Shelter, Sa Kaeo

Several informants referred to joint-inspection visits to worksites without providing warrants or pre-inspection notices to the employer as a good example of collaborative activity. Community-based networks, joint referral mechanisms, and the use of migrant volunteers to raise awareness of migrant's labor rights were also cited as effective practices emerging from the trust NGOs established in migrant communities and capacity to build networks. Interviewees consistently cited NGOs as important first points of contact for migrant workers to file grievances due to their higher level of trust. In addition, several interviewees advocated using civil society networks and community-based organizations as the most effective mechanism to disseminate information on labor rights and services available to vulnerable communities.

"I think migrant workers generally trust NGOs and civil society organizations (CSOs) in the field because there are staff and people they know, like people conducting outreach, migrant workers and migrant volunteers who interact with the migrant community. And so often those more informal complain mechanisms through grassroots NGOs or CSOs are more effective." World Vision

There is a lack of standardized training for MDT members, interpreters, and case managers

Despite the high level of recognition of the utility and relevance of capacity-building training on the different aspects of TIP, respondents also cited the lack of standardized training curricula, especially on technical subjects such as labor laws and interviewing techniques. In addition, poor interpretation of trafficking indicators and lack of understanding of labor and anti-trafficking laws leading to victim misidentification or delays in the identification process were cited as factors negatively affecting the quality of protection services.

"There've been various training curricula provided throughout the whole country. In terms of technical assistance, the more different training packages, the more non-standard forms of providing assistance. For instance, disqualified and inexperienced individuals are legitimately assigned to conduct victim identification can result in wrongful identification because of a lack of evidence." World Vision

The lack of standardized training curricula also impacted first responders operating government hotlines. In this case, each agency has its own complaint mechanism, and not all staff are trained in the relevant laws or the standardized screening mechanisms for victim identification. Such agencies also have their own case management and data management systems, meaning not only are complaints not screened in a uniform way, but different data points are collected and subsequently not shared. This variation in process severely limits effective analysis of trends to inform future preventive measures.

The need for a standardized curriculum for victim identification, including minimum testing and qualifications for MDT members, emerged as a primary recommendation from World Visions' internal evaluation report. This need was further confirmed by both World Vision and Winrock staff, who stated that training for MDT members had been developed according to contextual needs across provinces. Combined with a lack of a standardized set of minimum standards for MDT members, this had a negative impact on the capacity of MDTs to effectively conduct victim identification.

Several interviewees also highlighted the need for standardized interpreter training related to supporting victims of TIP. Interviewees particularly emphasized the need for quality training for victim identification and support for interpreters of minority languages, noting that the lack of trained interpreters leads to lengthy delays in the identification process. More misidentifications often arise from poor interpretation and lack of technical understanding of trafficking on the part of the interpreter.

Winrock project staff had similar reflections on the lack of standardization of training materials and manuals for identification on a national scale, citing different resources developed by Nexus Institute, International Organization for Migration and Association of Southeast Asian Nations-Australia Counter Trafficking. Winrock staff noted that there is currently movement by the government and civil society towards streamlining materials and creating a single, robust Thailand-specific curriculum for victim identification.

Winrock staff also mentioned that government agencies' measures of success were not aligned with civil society. For instance, government agencies may consider a province performing well on CTIP if fewer victims are identified. However, for other TIP actors, less identification does not mean a lack of potential victims.

"If the national government is telling their provinces that what they want to see is less identification, that they are good province if they are not identifying, then it does not matter how much training you give, they will not identify. They have their own indicator of what makes things better. If there's less identification, then we've done our job" Winrock International

This indicates that, while there is a need for streamlined identification policies and training, this can only achieve so much when governmental pressure keeps the number of victims identified low.

NEXT STEPS

Integrate lessons learned workshops into capacity-building curricula

Include lessons learned workshops for MDT members as part of their capacity building to allow MDT members to reflect on the application of technical skills on the ground and build interpersonal relationships and trust between members. These workshops will allow each MDT member to fully define their unique roles, responsibilities, and perspectives in dealing with TIP cases, from identification to reintegration. Lessons learned workshops also allow MDT members to engage in and apply theoretical knowledge. In addition, encouraging reflection with other members allows them to address common challenges and exchange innovative solutions.

Trust between agencies such as law enforcement and social services is the backbone of an effective MDT. Therefore, it is important that each MDT member understands the intentions and motivations of their counterparts and can build strong relationships based on mutual respect and trust. This will lead to more open communication between the agencies and therefore improved workflow, efficiency, and accuracy in identification and referral.

Have dedicated project activities to foster institutionalization from government agencies at the district and provincial levels

Government institutionalization is a key factor in strengthening the sustainability of the project's outcomes by ensuring accountability of government actors, building coordination structures at the district and provincial levels, and harmonizing resources. The learning paper found that current workflows and processes of government agencies present barriers to MDT's functioning effectively in terms of staff rotation, budgetary allocation, lack of coordination and integrated planning, staff training, and dedicated focal points.

The creation of ATIP Committees under the order of the Ministry of Interior was highlighted as an important factor of success in allowing greater coordination and collaboration among front-line responders. The ATIP Committees will continue to function after the project's end date, thus allowing those coordination mechanisms to remain in place and allow for greater collaboration between TIP actors. The Provincial Governor's endorsement of the MDT roster as a strategy for overcoming frequent staff relocation was also cited as a key example of local government institutionalization and provincial endorsement of cross-border referral mechanisms.

Develop innovative and proactive strategies for victim identification and protection of vulnerable migrant workers who are not formally identified

To truly leverage the potential of MDTs in ensuring safe and effective mechanisms for both potential and actual VoTs, it is necessary to re-think the survivor identification model. While this may seem like an ambitious recommendation, respondents in this study found that joint inspections between law enforcement and NGOs without warrants at workplaces with high numbers of migrant workers were a proactive method for screening for potential victims. Several respondents recommended this approach, noting that it also relieves the burden on workers themselves to make complaints. Such a model would place the burden for screening and identifying victims on the state and civil society.

A major challenge identified by respondents was the reluctance of migrant workers to file complaints against their employer due to fear of reprisal and the loss of employment if positively identified. USAID Thailand CTIP should engage the private sector by raising awareness of human trafficking with employers and the risks of labor exploitation in their supply chains. This engagement could also advise businesses on establishing effective and safe grievance mechanisms and demonstrating that it is in a business's interest to mitigate risks in their supply chains. This engagement could complement the work of MDTs by opening safe channels for victims to self-identify with reduced risk of employer reprisal.

Winrock International should complement these efforts by conducting government advocacy to push for regulations protecting workers from reprisals by sanctioning businesses for retaliatory practices. The Ministry

of Justice's work on developing a second National Action Plan and ambitions to introduce Human Rights Due Diligence in Thailand can be capitalized on to better address human trafficking in supply chains.

Advocacy efforts at the national level should focus on protecting all vulnerable migrants, especially undocumented ones. Such protection should ensure unconditional access to support such as health, counselling, and legal support to vulnerable migrants at risk of TIP. Advocacy efforts should also seek to permit NGO shelters to accommodate survivors of trafficking rather than only government shelters, which limits the total capacity of the protection system to adequately protect survivors. NGO shelters could capitalize on their existing expertise and trust within migrant communities to relieve the pressure on limited government shelters.

Ensure there is civil society-government collaboration at national, provincial and district levels

The project has successfully cultivated trust and collaboration between civil society and local government through the establishment of the Committee for the Coordination of CSOs for the Protection of Children, Women and Counter Trafficking in Persons in Chiang Rai Province, made up of 14 CSO members and several MDT members, with World Vision serving as the secretariat (Winrock International, 2022). The establishment of this Committee resulted in greater coordination and planning between MDTs and civil society, allowing the different actors to leverage each other's strengths and resources (Winrock International, 2022). This could include co-hosting events, sharing expertise, or building upon NGO service providers' trust within the migrant communities for greater outreach with potential VoTs.

This has allowed for more effective outreach to vulnerable communities, sharing resources to address gaps and capacity building across different technical areas. Project staff witnessed greater willingness from migrants to file labor-related complaints and greater confidence to approach government authorities because of civil society outreach activities which focused on building trust between migrant communities and government service providers. The sharing of resources was instrumental in carrying out activities and responding to the needs of VoTs, when sourcing interpreters on short notice or where government budgets were inadequate. While this was often used as a reactive mitigation strategy in relation to urgent cases or adopting to government departments freezing budgets due to COVID-19, cost and resource sharing was cited positively when it was planned collaboratively in advance.

Standardize training curricula, especially for interpreters, and set minimum standards and qualifications for MDT members

The lack of standardized victim identification training for MDT members, including interpreters, was frequently cited as a challenge, leading to a distinct lack of qualified interpreters available for victim identification. While respondents cited the training as valuable, they also expressed the need for a standardized training package for MDT members. The high staff turnover and mitigation via a roster of individuals also highlight the need for a standardized training process to build the capacity of relevant agencies to effectively play their respective roles and prevent a shortage of competent and qualified staff, which can disrupt workflow and hinder the protection of VoTs.

Currently, the Thai government is set to advance the implementation of the National Referral Mechanism to strengthen the victim identification, referral, and protection system in the country (Royal Thai Embassy, Washington D.C., 2022). In this regard, standardized training curricula and qualifications for MDT members can be seen as a part of the NRM implementation.

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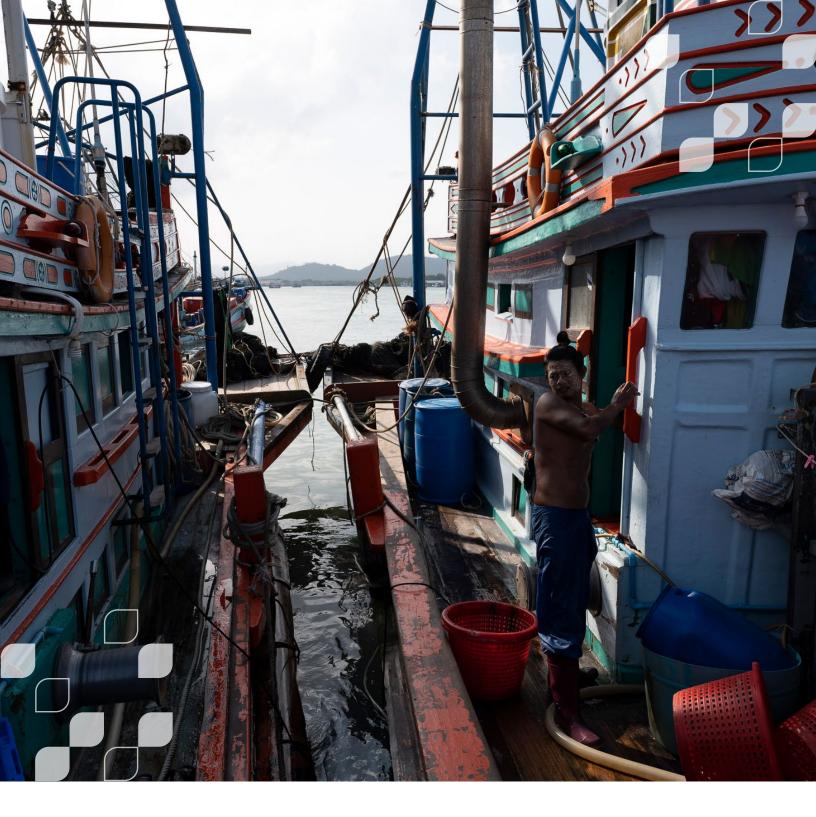
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