



March 2023

Analysis of Practices and Approaches to Reintegrate TIP Survivors in Nepal (Shelter Services)

Submitted to Winrock/Hamro Samman

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Topic 3. Analysis of Practices and Approaches to Reintegrate TIP Survivors in Nepal (Shelter Services)

This research project was conducted under the John D. Rockefeller 3rd Scholars Program (JDR3) in partnership with the Hamro Samman Project and funded by the generous support of the American and British people through the United States Agency for International Development (USAID) and the United Kingdom's UK Aid.

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ABBREVIATIONS AND ACRONYMS

AATWIN	Alliance Against Trafficking in Woman and Children in Nepal
CDO	Chief of District Office
CIB	Central Investigation Bureau
CSO	Civil Society Organization
CSR	Corporate Social Responsibilities
CTEVT	Council for Technical Education and Vocational Training
CWIN	Child Workers in Nepal Concerned Centre
DCCHT	District Committee on Controlling Human Trafficking
GAATW	Global Alliance Against Trafficking in Women
GoN	Government of Nepal
HTTCA	Human Trafficking and Transportation (Control) Act
IDI	In-depth Interview
ILO	International Labor Organization
INGO	International Non-Governmental Organization
IOM	International Organization for Migration
KII	Key Informant Interview
LCCHT	Local Committee on Controlling Human Trafficking
MoHA	Ministry of Home Affairs
MoLESS	Ministry of Labor, Employment, and Social Security
MoWCSC	Ministry of Women, Children, and Senior Citizens
MoWCSW	Ministry of Women, Children, and Social Welfare
MP	Member of Parliament
NCCHT	National Committee on Controlling Human Trafficking
NGOs	Non-Governmental Organization
NHRC	National Human Rights Commission
NHRI	National Rights Institution
NMS	National Minimum Standard
NNSM	National Network for Safe Migration
NWC	National Women Commission
OCMC	One Stop Crisis Management Center
PNCC	Pravashi Nepali Coordination Committee
RAC	Research Advisory Committee
REA	Rapid Evidence Assessment
SAARC	South Asian Association for Regional Cooperation
SOP	Standard Operating Procedure
TIP	Trafficking in Persons
ToR	Terms of Reference
UDHR	Universal Declaration of Human Rights
UK	United Kingdom
UN	United Nations
USAID	United States Agency for International Development
WOREC	Women's Rehabilitation Centre

EXECUTIVE SUMMARY

Nepal is considered a source, transit, and destination country for human trafficking. Trafficking in Nepal is diverse and is cross-border, international, and internal. According to the report published by the National Human Rights Commission (NHRC), about 35,000 people were victims of human trafficking in the year 2018. They were trafficked for various purposes: sexual exploitation, removal of organs, forced labor, etc. Nepal has made significant efforts to control human trafficking by ratification of international conventions—such as United Nations Convention against Transnational Organized Crime and Palermo Protocol—and enacted the Human Trafficking and Transportation (Control) Act (HTTCA) in 2007.

The establishment and operation of the anti-trafficking bureau of Nepal Police is a milestone in terms of investigation and control of human trafficking. However, controlling human trafficking has been very daunting, and reintegration of trafficking survivors is also a major challenge. Reintegration of trafficking survivors requires providing them shelter care, health and psychosocial support, income-generation schemes, positive social perception, and accepting them back into society.

Shelter-based services—provided by the government, civil society organizations (CSOs), or non-governmental organizations (NGOs)—comprise one of the prerequisites for reintegrating survivors into family and society. Hence, this study attempted to understand the shelter practices that contribute to successful reintegration of TIP survivors in Nepal. Although there is an increase in the levels of support available to survivors, it remains to be seen how effective these care services are in meeting the needs of survivors across the country.

This study was conducted applying qualitative methodology. Primary and secondary data were collected for that purpose. The study selected/chose six shelters for data collection from four districts—including Kathmandu, Jhapa, Morang, and Banke. From these four districts, 72 interviews were conducted with shelter staff, trafficking in persons (TIP) survivors at the shelters about to be reintegrated, reintegrated TIP survivors, community people and parents, local governments, decision-makers, and police. Various sources of literature—such as research reports, archives, and TIP-related documents—were reviewed to gather information.

The government of Nepal significantly emphasizes prevention and protection of trafficked persons; however, reintegration of survivors of TIP is a lower priority area, putting them into a vulnerable state. Most shelters or rehabilitation centers adopt a welfare approach that provides services to survivors free of cost, but those services mainly focus on meeting their immediate needs. However, it is equally important to ensure that shelters provide survivors long-term support—such as skills-training and education as per their interests—for sustainable reintegration. Life skills training and empowerment packages are the most important factors for successful and dignified reintegration because they enable survivors to be self-sustained, independent, and confident.

The findings of the study showed that different approaches are suitable for different survivors. The approach adopted to provide services to survivors differs as per their status, needs, and interests. Successful reintegration of survivors also depends on the management of the shelter since the shelter provides basic facilities and skills-development training. Shelters play crucial and

significant roles in empowering and making survivors ready to resume their previous positions and reintegrate them back into family and society.

Coordination, collaboration, and referral mechanisms were also found to be critical and crucial for the best shelter services and successful reintegration. Inter-agency coordination and cooperation was found significant for providing shelter services in a collaborative and efficient way, which ultimately ensures the sustainable reintegration of survivors. However, existing structures and mechanisms for referral services were not found at the expected level. Few local District Coordination Committees Against Human Trafficking (DCCHT) have been formed and the status of coordination/collaboration is not effective or efficient. Regular meetings and monitoring for quality assurance were also found lacking in the shelters.

Some shelters have adopted the mechanisms of coordination and cooperation with local governments, other shelters, and development partners for best service delivery to survivors. Meeting with different stakeholders to ensure accountability, transparency, efficiency, effectiveness, and sustainability of shelter services is a positive signal for successful and dignified reintegration.

To make reintegration successful for TIP survivors, it is important to assess the needs and interests of the survivors, which will provide input in designing interventions. Resources are another important factor; for comprehensive shelter service, federal, provincial, and local governments must allocate regular budget monies for the rehabilitation/reintegration of TIP survivors. Along with financial resources, human resources are equally important. Manpower—such as psychosocial counselors, doctors, and lawyers—needs to be provided on a regular basis. Community and family consultation needs to launch to prepare for the reintegration of survivors. Similarly, an awareness-raising program and a family's need assessment should be conducted.

Survivors' capacity development is crucial, and it is also important to provide them seed money and soft loans so they are financially independent. Shelters should arrange the link-up or network with employers or private sectors for employment opportunities to survivors. Skill-focused and capital-forming activities need to be provided to survivors of human trafficking. There should be strong collaboration and cooperation among shelter-running organizations, government committees, and private sectors for the best referral and service delivery for dignified reintegration of survivors.

1. RESEARCH CONTEXT AND BACKGROUND

1.1 Introduction

The Hamro Samman Project was a 5-year project implemented by Winrock International (Winrock) with the support of the United States Agency for International Development (USAID) and United Kingdom (UK) aid. Its goal was to reduce the prevalence of TIP in ten strategically selected districts of Nepal by strengthening coordination and partnerships between government, civil society, and the private sector. It aimed to improve the delivery of services to trafficking survivors and people at risk of being trafficked.

The John D. Rockefeller 3rd Scholars Program (JDR3) was established by Winrock in 2004 to build the capacity and leadership skills of scholars in emerging countries. The partnership between Hamro Samman and the JDR3 Program was designed to build a cadre of experienced and qualified researchers and support them to conduct research on human trafficking in Nepal. The goal of each JDR3 research team under Hamro Samman was to support government agencies and policymakers by expanding the knowledge base on human trafficking. The research funding also aimed to contribute to Hamro Samman's activities focused on learning and adapting.

This research was devoted to the topic of "Practices and Approaches to Reintegrate TIP Survivors in Nepal." The reintegration of survivors of trafficking is a difficult, complex, and long-term process and survivors' reintegration trajectories are often complex and non-linear (Surtees and Johnson, 2021). There could be various approaches to provide services for the reintegration of survivors of TIP. Considering the complexity of the topic and resource limitations, the research focused on the practices of shelter-based approaches, attempting to identify best practices for providing care services to survivors of human trafficking in Nepal.

1.2 Shelter Care Services in Nepal

Definition of Shelter

Shelters are places where TIP survivors get holistic support before their reintegration. Shelters offer a safe and protected environment in which survivors of TIP can begin the recovery process and access a range of services—including legal, medical, psychosocial, and long-term rehabilitation—in a single location. Literature and practitioners have highlighted the importance of shelter for successful reintegration. Shelter-based care/service is one of the most important prerequisites for reintegrating survivors of TIP into family and society (Dhungel, 2017; Kasper and Chiang, 2020). Shelter care is defined as group residential care that provides a safe place for survivors to protect them from abuses with a range of services—such as legal, therapy, education, vocational training, and economic opportunities (Rousseau, 2019; Chemonics, 2007).

Shelter Coverage in Nepal

There are both government-funded and NGO-run shelters at different locations in Nepal. The Ministry of Women, Children, and Senior Citizens (MoWCSC) is the government's focal agency to manage the affairs of shelter operations. In the fiscal year 2075/76, an already established ten rehabilitation centers continued to provide protection and rehabilitation services to trafficked persons (MoWCSC, 2076). Rehabilitation centers in ten districts—including Jhapa, Sindhupalchowk, Kathmandu, Parsa, Chitwan, Rupendhehi, Banke, Kailali, Kaski, and Surkhet—

provided shelter to the women and children survivors of human trafficking, as per the Ministry of Social Development, at the provincial-level run rehabilitation fund/centers (NHRC, 2019).

According to a TIP report in 2022, the MoWCSC, in partnership with NGOs, provided shelter services to trafficking survivors through ten shelters and two long-term rehabilitation centers, offering counseling, health services, legal support, and employment programs. In addition, there were 123 community service centers across 36 districts for female victims of gender-based violence, including trafficking. The government gave NGOs the responsibility for operations of the government-funded shelters.

In addition to these government-funded rehabilitation centers, there were a number of other shelter homes operated independently within and outside Kathmandu Valley. The organizations involved in sheltering TIP survivors had both short- and long-term care and services. Primarily, Maiti-Nepal, Shakti Samuha, Aamkas Nepal, Pourakhi Nepal, Women's Rehabilitation Center (WOREC) Nepal, Child Workers in Nepal Concerned Center (CWIN), Saathi, etc. were some of the organizations that provided shelter care and services in Nepal. Counseling and medical care services, educational and vocational training, and legal services were the major supports provided to survivors for their successful reintegration. All of these services were offered by Maiti-Nepal, People Forum, CeLRRd, and CWIN; Saathi Nepal did not handle legal proceedings. Maiti Nepal, Aafanta Nepal, Tiny Hands, Aamkas Nepal, Pourakhi Nepal, etc. were some of the organizations that also provided short-term services to survivors of TIP (People Forum is the legal aid partner of Hamro Samman and supports Bagmati province victim in their legal cases). The shelters facilitated the reintegration of survivors in many ways in Nepal. The care and services offered by the NGO-run shelters seemed to largely depend on the availability of funds.

National Legal Framework

The Constitution of Nepal 2015 forbids human trafficking and considers it to be a punishable act; this provided the groundwork for formulating necessary laws and policies for shelter care and reintegration services to survivors in Nepal (GoN, 2015). Section 13 of the HTTCA, 2007 and Rule 16 of the Human Trafficking and Transportation (Control) Rule, 2008 have the provision of establishing rehabilitation centers for survivors of trafficking to promote care and services (Government of Nepal [GoN], 2007 and 2008). The MoWCSC developed Rehabilitation Center Operation Guidelines in 2068 (2011). As per the guidelines, key reintegration services included food, clothes, and shelter services; legal service; psychosocial counseling and recreational services; reintegration and monitoring and reintegration with their families; education and skills-oriented training; and seed money. A rehabilitation fund was also established under MoWCSC for giving services to survivors.

The GoN developed different guidelines and procedures for making shelter care and services conducive, effective, and accessible to all survivors. The Psychosocial Counseling Guideline, 2069, Victims Women and Children Assistance Working Procedure, 2070, and Local Committee Against Human Trafficking (Formation and Operation) Guideline, 2070, played a contributing role in reintegrating survivors. Similarly, the National Minimum Standard (NMS) on Survivors of TIPs Care and Protection, 2068 (2011), provided minimum care and services, i.e., shelter, medical services, food, nutrition, education, and training—including vocational training, protection, and counseling services.

1.3 Reintegration of TIP Survivors

Definition of Reintegration

Reintegration is a multidimensional process, enabling individuals to re-establish the economic, social, and psychosocial relationships needed to maintain life, livelihood, and dignity and achieve inclusion in civic life (International Organization for Migration [IOM], 2019). Reintegration is the process of recovery and economic and social inclusion of survivors of TIP in order to address the myriad impacts of trafficking at the individual, family, community, and structural levels. It is also about addressing pre-existing vulnerabilities and problems that emerge in survivors' lives after trafficking, which is important in preventing re-trafficking or further exploitation (Surtees and Johnson, 2021).¹ Reintegration and integration programs are services designed to help the survivor of TIP to either integrate into a new community or re-integrate back into their home community after the trafficking experience (Surtees and Johnson, 2021).² Reintegration assistance is essential to prevent or overcome difficulties suffered as a result of rejection by families or communities; inability to find viable employment; and harassment, reprisals, or persecution from the traffickers and/or the authorities (Global Alliance Against Trafficking in Women [GAATW], 1999).³ Survivors of human trafficking tend to experience physical, emotional, and psychological trauma; hence, they need special care and rehabilitation packages for them to reintegrate into society. Broadly, reintegration assistance encompasses the provision of services related to the physical, psychological, economic, and social recovery of survivors of human trafficking.

Successful Reintegration of TIP Survivors

Successful reintegration enables a survivor to survive without stigma, with a dignified life, escape from poverty, and achieve acceptance and connection with family and society (Kasper and Chiang, 2020). Survivors who have successfully reintegrated experience well-being in all aspects—safe, satisfactory, and affordable accommodation; physical health and well-being; mental health and well-being; legal status and access to services; access to justice; safety and security; economic well-being; educational and training opportunities; healthy social environment and personal relationships; and well-being of family and dependents (Surtees and Johnson, 2021). The level of dignified or successful reintegration depends on the services or facilities of mental health, financial health, ability to have enough food/sustainable livelihoods, quality of accommodation, level of justice served/prevalled, and society's respect and acceptance earned.

The reintegration of survivors of TIP remains a challenge in which mental and social factors could be more difficult to address than the economic challenges of reintegration (Koirala, 2014). Holistic, multi-layered, and multi-faceted approaches need to be developed for the care, protection, and reintegration of survivors in Nepal (Koirala, 2014; Dhungel, 2017). A study carried out by Kasper and Chiang (2020) in Bangladesh and Cambodia revealed that better financial services and borrowing options, family recognition and acceptance, social recognition and acceptance, healing

¹ <https://nexusinstitute.net/wp-content/uploads/2021/05/Recovery-and-Reintegration-of-Trafficking-Victims.-A-Practitioner-Guide-NEXUS-and-RSO-2021-1.pdf>.

² <https://bettercarenetwork.org/sites/default/files/Assessment%20of%20Shelter.pdf>.

³ <https://www.gaataw.org/resources/publications/902-human-rights-standards-for-the-treatment-of-trafficked-persons>.

from trauma, ability to generate income, increased control over one's life, and life skills/vocational training contribute to successful reintegration.

The reassurance, encouragement, sympathy, support, kindness, and overall acceptance from friends, neighbors, peers, and community members are the most essential components of successful reintegration. The process of reunification with family members helps victims obtain a level of social respect and identify and gain equal access/control over their resources—similar to other members of their respective communities. The process of inclusion and rebuilding relationships within the community in their country of origin at four levels—physical, socio-economic, socio-political, and cultural—are essential for successful reintegration.

Survivors depend on family members, to some extent, for support during recovery and reintegration. The safe, supportive, and protective environment of the family also plays a positive role in successful reintegration. An important element of the reintegration of survivors of trafficking is their economic empowerment through job placement, micro-businesses, and social enterprises (Surtees, 2012).

Shelter-based Care for Reintegration of TIP Survivors

Broadly, there are two approaches for providing care services to the survivors of TIP: community-based care and shelter care. Community-based care has been defined as non-residential care and is care as close to family life as possible. Shelter care is group residential care. Shelters provide a variety of services—including safety from the perpetrator, health care, psychosocial support, education and vocational training, legal information and representation, and integration or reintegration into a community (Mauney and Srun, 2012).⁴

Survivors of trafficking are not easily accepted by family due to fear of losing social prestige and social exclusion from the community (Sharma, 2014). They are often blamed for their situation and treated as outcasts, shaming their family and society. In such circumstances, shelters can have an important role in providing basic services—including life skill trainings and counseling—for reintegration in family and society. Shelters also teach survivors the necessary skills to have increased self-confidence and self-esteem (Kaufman and Mary, 2011).

The reintegration of survivors—especially the mental and social aspects—is more difficult to address than the economic challenges of reintegration (Koirala, 2014). As such, the types, as well as the quality of shelter care and services, could be determining factors for successful reintegration of survivors. Holistic, multi-layered, and multi-faceted approaches need to be applicable for the care, protection, and reintegration of survivors in Nepal (Koirala, 2014; Dhungel, 2017). Timely and effective support and care for survivors is important to ensure their recovery and reintegration. Therefore, services offered by shelters should be voluntary, confidential, non-discriminatory, non-judgmental, and as per the principle of human rights. Furthermore, services should be trauma-informed, victim-sensitive, gender-sensitive, and culturally appropriate (Rousseau, 2019).

There are multiple factors associated with the reintegration process—such as restoring livelihoods, identity, dignity, self-dependence, and participation. The reintegration of survivors into their

⁴ [Microsoft Word - Final Report Winrock Shelter Vs Community Based Services Eng \(bettercarenetwork.org\).](#)

families and community is the ultimate aim of reintegration or shelter support for survivors. Additionally, as a multidimensional process, the reintegration of survivors enables individuals to re-establish the economic, social, and psychosocial relationships needed to maintain life, livelihood, and dignity and achieve inclusion in civic life (IOM, 2019). The knowledge, skills, and sensitivity of service providers also matter in quality care and services to survivors in the shelters.

Policy and Programs for Reintegration of TIP Survivors

Nepal has developed several anti-trafficking legal and policy provisions; however, there is no adequate law, plan, or policy for promoting and enhancing successful reintegration. As a result, the probability of re-trafficking and the vulnerability of survivors could be compounded. The lack of sustainable rehabilitation and reintegration programs for victims of trafficking may also exacerbate human trafficking (Trajano, 2018). Therefore, sustainable rehabilitation and reintegration packages—including livelihood programs for the survivors—are essential for successful reintegration, which could be provided through shelter care and services. Furthermore, it is also equally important to conduct a risk assessment by shelter homes and rehabilitation centers to ensure that survivors are ready for reintegration before initiating the process.

1.4 Statement of the Problem

The GoN has only given a high emphasis on prevention and protection; however, reintegration of survivors of TIP is less of a priority, putting them into a vulnerable state.⁵ Most shelters or rehabilitation centers adopt a welfare approach that provides services to TIP survivors free of cost, mainly focusing on meeting their immediate needs. Short-term services offered by shelters, however, cannot fully support the reintegration of survivors into family and community because they do not include skill and vocational training nor legal services. For example, short-term services include appropriate basic needs, medical services, security service, psychosocial counseling, counseling to family and community, recreational facilities, short-term skill development training (beauty parlor, boutique, driving, tailoring, etc.), sports facilities, legal aid and legal service, soft loans, and seed money. Similarly, the lack of appropriate coordination among local governments, shelter homes, and families of survivors is also a hindering factor for the successful reintegration of survivors of TIP.

The Standard Operating Procedure (SOP) on Rehabilitation Shelters, 2072, and NMS on Survivors of TIP Care and Protection, 2068 (2011), have provided the procedural and substantive basis for successful and dignified reintegration of survivors. However, not all the shelters are able to meet the criteria of both the SOP 2072 and NMS 2068 (2011) because the care and services offered by shelters depend on funds provided by the government and donor agencies. Due to funding and other resources, all the shelters are not properly following prescribed guidelines and procedures. In such situations, the reintegration process of survivors into their families and society is directly affected. Long- or short-term shelter care services could play a significant role in the reintegration of survivors by providing safe, satisfactory, and affordable accommodation; physical health and well-being; mental health and well-being; legal support and access to services; access to justice; safety and security; economic well-being; educational and training opportunities; healthy social

⁵ Review of different documents and report of MoWCSC reveal this fact.

environment and personal relationships; and well-being of family and dependents (Surtees and Johnson, 2021).

Increased levels of support and care services available to survivors are pertinent but its effectiveness and efficiency across the country are the main issues of concern. There has been a need for studying the role of shelter care in the effective and successful reintegration of survivors. It was crucial to record the practices and approaches to reintegrate TIP survivors—including documentation of shelter services and finding out the best approach and combination of appropriate care services for the effective reintegration and benefit of trafficking survivors. Although there has been an increase in the levels of support available to survivors, how effective these care services are to meet the needs of survivors across the country it is yet to be seen. Therefore, it was important to understand the practices for providing shelter care services to the survivors of human trafficking and gather evidence of successful reintegration in Nepal in order to design successful reintegration interventions for TIP survivors in the future. By focusing on the above issues and statements, this study aimed to explore the approaches and combinations of different care services of shelter houses/rehabilitation centers for meeting survivor needs and facilitating successful reintegration. This study also attempted to delve into the roles and responsibilities of shelter houses/centers for successful reintegration in order to design reintegration programs for TIP survivors in Nepal.

1.5 Research Questions

Based on the review of literature, research gap, and the study terms of reference (ToR), this study aimed to answer the following key questions:

- What are the common practices of shelters for the successful reintegration of TIP survivors in Nepal?
- What are the best practices among common practices of shelters for the successful reintegration of TIP survivors in Nepal?
- What are the key governmental legal and policy provisions that support successful reintegration of TIP survivors in Nepal?

1.6 Purpose of the Research

The general objective of the study was to identify the practices and approaches of shelters. The specific objective of the research was to explore the best practices of shelters for the successful reintegration of TIP survivors in Nepal.

1.7 Operational Definition of Best Practices

Best practices refer to shelter practices which are implemented on the basis of the NMS framework and SOPs, which are followed by a majority of effective shelters. Furthermore, best practices include those that create positive impacts to order to leverage TIP survivors for their successful reintegration into family or community.

2. RESEARCH DESIGN AND METHODOLOGY

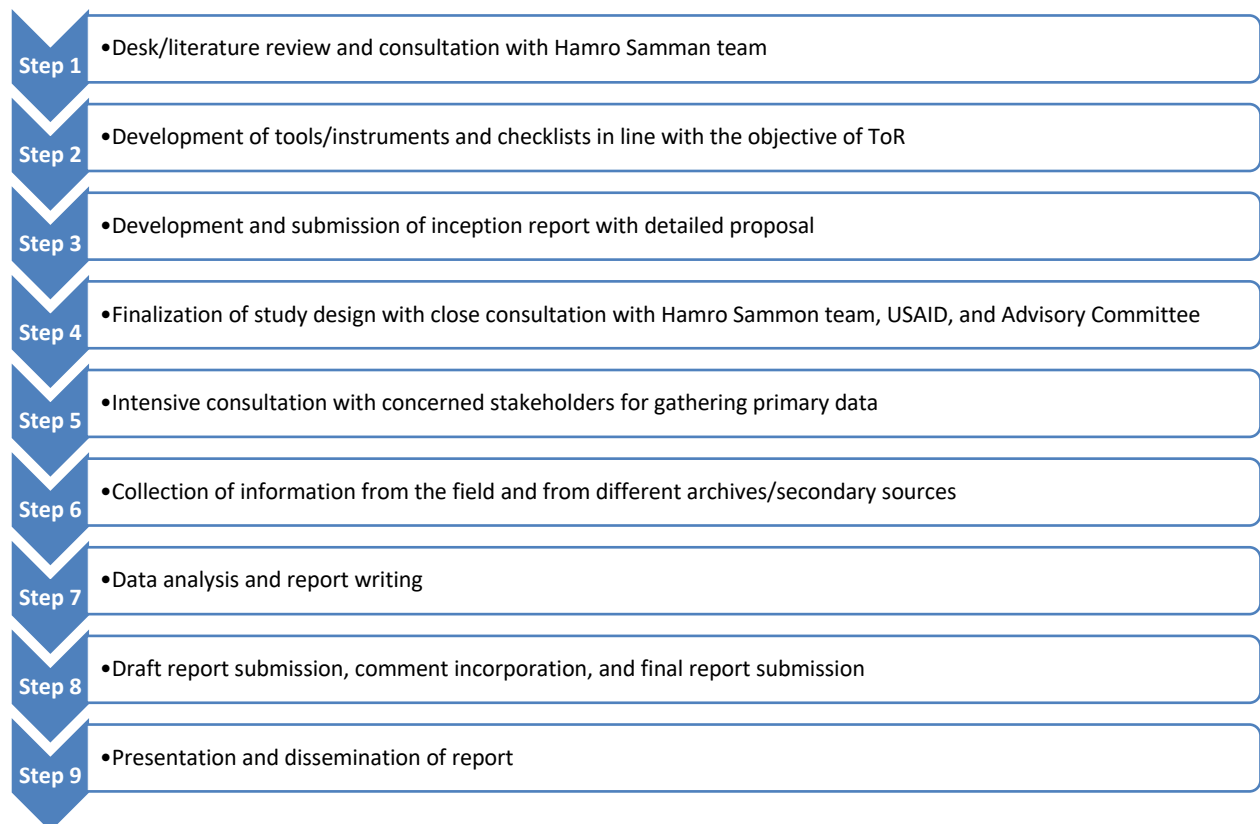
The study applied a qualitative approach to answer the research questions. The research mainly focused on the best practices for providing shelter services to survivors of human trafficking,

successful delivery mechanisms, and the best approach/combination for better care services. The primary data was collected from trafficking survivors, host communities, families of the survivors, legal aid providers, government and NGOs, and private sectors—including the shelter homes.

The study tools were developed to understand the existing reintegration practices—including the referral mechanism in shelter legal aid support, livelihood and skills training, psychological support, community outreach in the host community, and coordination with local governments and other stakeholders—before reintegrating the TIP survivors into society. The study was based on both primary and secondary data. Key Informant Interview (KIIs) and In-depth Interviews (IDIs) were carried out to collect the primary data. The primary data was collected using qualitative tools; secondary data was collected from relevant archives, research reports, and TIP-related documents.

To meet the objective of the study, the following procedural steps were applied (Figure 1).

Figure 1: Method and study approaches



2.1 Literature Review and Consultation

The research team intensively carried out a systematic literature review of both academic research and grey literature that was key to informing a detailed research design. Moreover, it provided a basis for understanding the current state of knowledge and interpretation of the results on practices and approaches to reintegrate TIP survivors. This review employed a Rapid Evidence Assessment

(REA)⁶ methodology to undertake a rigorous synthesis of the evidence-based practices and approaches to reintegration of survivors of TIP. The evidence was searched through the internet and also through the collection of reports from different organizations. The research team developed criteria to ensure the inclusion of different categories of evidence where possible. Similarly, the intensive consultation with the Hamro Samman team and the Advisory Committee was the basis for finalizing the methodology and instruments.

2.2 Identification of Research Sites and Participants

The study employed a purposive sampling strategy to select the participants for the study. First, three provinces (Province 1, Bagmati, and Lumbini) were selected because a high proportion of survivors of TIP originated from these districts: out of a total of 2,026 survivors (2019–2021), 27 percent were from Province 1, 16 percent from Bagmati, and 17 percent from Lumbini provinces.⁷ Second, the required numbers of districts were selected from each province (Jhapa and Morang from Province 1, Banke from Lumbini, and Kathmandu from Bagmati Province). Third, six shelters from three districts (three shelters from Kathmandu and two shelters from Jhapa and Morang, and one from Banke) were selected to understand their approaches and services for reintegrating TIP survivors, their mandates and policies, and their specific support for reducing their vulnerabilities of TIP survivors after the reintegration.

A total of 72 interviews were conducted with shelter staff, TIP survivors at the shelters about to be reintegrated, reintegrated TIP survivors, community persons, parents of survivors, and local governments and police. Participants were specifically identified and selected through NGOs working for providing care/reintegration services; some of the respondents were selected on the basis of knowledge, experience, and contribution of services to survivors of TIPs. The study set the following criteria to select research participants:

1. Survivors of TIP, regardless of age and gender,⁸ who received services from shelters and who were survivors of international human trafficking (not internal)
2. Officials and staff of shelter houses
3. Key government stakeholders (at the federal and provincial levels)
4. Families of survivors (if available) and host community people
5. Local government representatives
6. NGOs working in the sector of anti-human trafficking in the sample districts (Maiti Nepal, Saathi Nepal, Sakti Samuaha, WOREC, ABC, etc.)

2.3 Study Districts and Shelters

This study determined the number of shelters based on research questions and consultation with a Research Advisory Committee (RAC) member, an external expert group, and a Hamro Samman team. The study included six shelters and 72 interviews from three provinces. Of the total

⁶ REA is the rigorous method for locating, appraising, and synthesizing evidence from previous studies. We have assessed the results and findings of different relevant studies.

⁷ Based on the updated data recorded by Hamro Samman Project.

⁸ A few male survivors, who had already reintegrated into family and society, were also interviewed.

interviews, 27 were KIIs and 45 were IDIs. The distribution sample of the respondents is shown in Table 1.

Table 1: Shelter, KII, and IDI

Province	District	Number of Shelter House or Service Center	Key Informant Interviews	In-depth Interview				Total
				Survivors of TIP		Parents of Survivors and Network Groups	Total	
				Female	Male			
Province 1	Jhapa	1	4	3	2	1	6	10
	Morang	1	3	3	1	3	7	10
Bagmati	Kathmandu	3	11	14	1	3	18	29
Lumbini	Banke	1	9	6	1	7	14	23
Total		6	27	26	5	14	45	72

The data was collected through KIIs and IDIs. The primary data was used for a better understanding of the current practices and approaches to reintegrate TIP survivors in Nepal—particularly the best reintegration practices for survivors of TIP in shelters in Nepal—and drew recommendations for designing dignified and effective interventions for the future. Checklists were employed to collect the data/information from four program districts of three provinces of Hamro Samman.

2.4 Key Informant Interviews

KIIs were conducted to gather detailed and rich data from the stakeholders. The purpose of KIIs was also to collect detailed information and experiences from the targeted experts. KIIs provided information directly from knowledgeable people, which also provided flexibility to explore new ideas and issues (USAID, 1996).

KIIs were conducted with concerned key persons—including policy stakeholders—who had knowledge/understanding about the TIP survivors and their reintegration in Nepal. The respondents from four districts and local levels were identified using snowball sampling. Altogether, 27 KIIs were carried out, of which 11 were in Kathmandu, 7 in Jhapa and Morang, and 9 in Banke.

The number of KIIs from Kathmandu was due to the availability and presence of more key informants from the policy, legal aid, and program levels. The key informants for the Kathmandu cluster were key officials of the Human Trafficking and Transportation Control Section of MoWCSC, Director General of the Department of Women and Children, Official of the Women Empowerment Section of MoWCSC, officials of the Anti-Human Trafficking Bureau of Nepal Police, Executive of Alliance Against Trafficking in Women and Children in Nepal (AATWIN), Chief of District Police, Director General of Department of Foreign Employment, Executive Director of Foreign Employment Board, Secretary General of National Network for Safe Migration, the focal point of NHRC from Human Trafficking Section, and key Official of Hamro Samman Project. Similarly, key informants for Banke, Jhapa, and Morang were local

representatives of local governments, Chief of District Police, Chief of District Office (CDO), Member of Provincial Planning Commission, Human Rights Defender, Local Anti-human Trafficking Activist, and local school/college teacher. The stakeholders and number of KII respondents were finalized in consultation with the Hamro Samman team. A detailed checklist was prepared, and it was also tailored as per the respondents' category.

The KIIs yielded information related to the role of shelters or rehabilitation centers in the successful reintegration of TIP survivors. It also contributed to explore the key policy provisions for effectively conducting the shelters.

2.5 In-depth Interviews

IDIs were carried out to provide in-depth personal perspectives on the best shelter care and reintegration approach for survivors of trafficking. IDIs helped collect the in-depth information from survivors of TIP, which involved one-on-one interaction with survivors of trafficking.

The respondents of IDI—especially the survivors of TIP—were identified by applying snowball sampling; respondents of IDI included a family member of a survivor, host community members, psychological counselors, One Stop Crisis Management Center (OCMC), officials of the shelters, and representatives of different NGOs. Detailed checklists were prepared to gather the required information from IDIs. Altogether, 31 IDIs were carried out with survivors of human trafficking and 14 IDIs were carried out with others for collecting the required information.

The information from these interviews provided the research team with information on the context, challenges, opportunities, trends, and perceptions of the community and general population on the reintegration of TIP in Nepal.

2.6 Development and Pre-test of Tools and Instruments

The preliminary tools and instruments/checklists were proposed in line with the objectives of the research. Appropriate tools and guiding questions in the form of checklists and instruments were finalized to collect required qualitative information from survivors of TIP, family members of survivors, officials/key personnel of reintegration service providers, legal aid providers, the focal point of Ministry of Women, Children, and Social Welfare (MoWCSW), and other relevant stakeholders. The study team carried out pilot testing of the tools by visiting Maiti Nepal and Sakti Samuha and interviewing the shelter coordinators and the TIP survivors using the checklists. The tools and instruments/checklists were improved based on the findings of the pilot testing and also as per the suggestions and feedback provided by the RAC and Hamro Samman team.

2.7 Data Analysis

The qualitative data in the form of recordings were transcribed and translated into English. The interview transcripts were edited and coded by the Principal Researcher in line with the research questions for generating themes. The themes were generated using Excel for shaping the information and analyzing the results. The Atlas.ti software 5th version (qualitative data analysis software) was also applied partially for generating codes, themes, and for analysis purposes. The quantitative data collected from the archival and secondary sources were edited, cleaned, and analyzed in line with the objective of the study. The information was analyzed and blended in the

descriptive-narrative and synthesis form as relevant and based on the epistemological groundwork. Data management, triangulation, and verification were done rigorously and intensively.

2.8 Quality Assurance Procedure

Quality control and assurance was maintained throughout the research from data collection to analysis. Proper procedures and codes were made for data quality control. The questionnaire and checklists were designed to meet research objectives which were shared and agreed upon with the Hamro Samman team before fieldwork. Proper orientation/training was provided to the team on quality data collection. Field testing was carried out before the actual data collection. One IDI and two KIIs were carried out as pre-tests and necessary revisions in checklists were made. Only qualified and experienced enumerators were selected for the data collection. The Principal Researcher and highly qualified team members conducted IDIs and KIIs. Information from different tools was triangulated and cross-verified. While translating the information of the qualitative study from the Nepali language to English, special consideration was given to its accuracy through repetitive cross-checking and reviews. Privacy and confidentiality of the discussions were maintained, and codes of the survivors and respondents were applied throughout the research report.

2.9 Ethical Consideration

Throughout the study, the study team strictly adhered to the ethical issues. The study protocols were developed and followed to ensure there were no ethical breaches during data collection of the study. The do-no-harm approach was the key that inspired compassion and neutrality. Personal safety and security of respondents were prioritized for minimizing harm as well as risks. The respondents' consent was taken before each interview and there was no coercion for participation in the interviews. The research team also ensured anonymity and confidentiality to the greatest extent possible. The core team of each province/district was adequately prepared for field study. Written consent was obtained from the respondents before interviews. Quotes or case stories of the respondents were used in the report after getting their consent; consent from the respondents was documented and submitted to Hamro Samman along with the final report. Survivor services referral information—including counseling and emergency intervention—were prepared.

The study team applied for ethical approval to the Nepal Health Research Council for the study validity and reliability. All the requirements as well as criteria of the Council were fulfilled; all instruction and suggestions of the Council were compiled by the team; all written consent forms, study areas, and checklists in both Nepali and English version were submitted. Three rounds of reviews were completed by the ethical review board and experts, who then granted the ethical approval for conducting this study as proposed.

2.10 Research Limitations

Since each and every study has limitations, this study also had some methodological and procedural constraints, including:

- This study only concentrated on the four districts of three provinces in which six shelters were taken for the study.
- This study applied the qualitative approach, meaning that this study does not assess the trends and patterns of shelter approaches and practices.

- This study does not include the child survivors of human trafficking.
- Lack of easy access to shelters for interviewing TIP survivors due to the sensitivity of the issue was a major limitation of the study, which meant significant coordination and many visits to shelter homes. Even so, researchers were still unable to get direct access to survivors to interview them. As a result, the KIIs with the TIP survivors are less than the proposed number in the inception report.
- Although the priority of shelters is rescue, return, rehabilitation, and reintegration, the study found that not all shelters were giving these services. One of the main reasons is resource constraints. Existing shelter homes provided emergency and short-term services whereas very few provided long-term services. The study also revealed that most of the shelters do not have skilled and required human resources for shelter management, which negatively affected the reintegration process of survivors. These limitations of the shelters also limited the ability to find knowledgeable or appropriate staff to interview.

3. POLICY INFLUENCE

The team engaged with key policy stakeholders from the research design, data collection, and data analysis to research finding/sharing events. It was instrumental to explore data/evidence and generate recommendations for policy influence. The team engaged with MoWCSC to explore policy gaps and solutions for straightening the focal ministry role in the management of reintegration programs and producing TIP reports.

The engagement with Ministry of Labor, Employment, and Social Security (MoLESS); Ministry of Home Affairs (MoHA); and related Departments helped to design appropriate checklists/questions, collect proper data/evidence, and generate recommendations for addressing loopholes in foreign employment and migration-related policies. It also provided policy input for designing pro-TIP survivor employment and social security schemes and linking them with existing programs. Further, the study team consulted various stakeholders to identify study participants.

The research team consulted with NHRC and also during data analysis to explore better ways for effective monitoring. The National Planning Commission, National Committee for Controlling Human Trafficking, Anti-Human Trafficking Bureau, provincial governments, local governments, and the Local Committee for Controlling Human Trafficking were also consulted as key stakeholders. The research team consulted training and skill-providing institutions—including Council for Technical Education and Vocational Training (CTEVT), Cottage and Small Industries, and Development Committees while designing research tools and exploring current gaps to identify appropriate and viable training needs of survivors. The research findings and recommendations were used to redesign focused effective training curriculum and training delivery approaches.

The research team particularly consulted and engaged with NGOs—such as Shakti Samuha, Maiti Nepal, Saathi Nepal, Pourakhi Nepal, AATWIN, etc.—which have been working for the rescue, rehabilitation, and reintegration of TIP survivors in Nepal. Consultations and interviews with them helped the team explore gaps in reintegration services and generate data/evidence for policy advocacy. It further contributed to defining collaboration between NGOs and government, particularly MoWCSC at the federal level and local governments for effectively managing the

reintegration programs and generating recommendations. The findings from the research was shared widely with policymakers at all levels of the government to influence the policy related to the reintegration of TIP survivors. The modality of the sharing was one-on-one meetings, workshops, and presentations in November 2022 (see detail in Annex 2).

4. KEY FINDINGS AND DISCUSSIONS

4.1 Law, Policy, and Programs in Reintegration

The Universal Declaration of Human Rights (UDHR), proclaimed by the United Nations (UN) General Assembly in 1948, encompasses 30 articles that cover the topic of inalienable human rights. Article 4 of the declaration states that “no one shall be held in slavery or servitude; slavery and slave trade shall be prohibited in all their forms.” Similarly, the declaration also provides the groundwork for free choice of employment (Article 23) and an adequate standard of living (Article 25) for a human being. As such, UDHR provided the fundamental basis for developing different international and national legal instruments regarding ensuring better shelter care and successful reintegration into family and society.

Nepal ratified several international and regional human rights instruments aiming to prevent human trafficking and promote justice and successful reintegration of survivors of TIP. The instruments ratified by Nepal include the Convention for the Suppression of TIP and the Exploitation of the Prostitution of Others, 1949; Convention on the Elimination of All Forms of Discrimination Against Women, 1979; Convention on the Rights of the Child, 1989; Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography, 2000; and South Asian Association for Regional Cooperation (SAARC) Convention on Preventing and Combating Trafficking in Women and Children for Prostitution, 2002.

The latest convention ratified by Nepal is the UN Convention on Transnational Organized Crime, 2000 and the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, 2000 (Palermo Protocol). As a state party to this Protocol, Nepal must adopt a legislative framework and other measures for criminalizing human trafficking activities and support the physical, psychological, social recovery, and reintegration of victims of trafficking.

Nepal is a state party to seven out of nine core human rights conventions of the UN and nine International Labor Organization (ILO) conventions. It is also a state party to UN Convention against Transnational Organized Crime, 2000. Nepal decided to be a part of the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons Especially Women and Children (NHRC, 2019).

The Constitution of Nepal 2015 Article 29 (3) forbids human trafficking and considers it a punishable act, which has provided the groundwork for formulating necessary laws and policies for shelter care and reintegration services for survivors in Nepal (GoN, 2015). Section 13 of the HTTCA, 2007 and Rule 16 of the Human Trafficking and Transportation (Control) Rules, 2008 provide for the establishment of rehabilitation centers for survivors of trafficking to promote care and services (GoN, 2007 and 2008) and outline the roles and responsibilities of rehabilitation centers in Nepal. Furthermore, these centers are to provide physical and mental treatment, social reintegration, and family reunification (GoN, 2007). This Act also provides an outline of the roles

and responsibilities of rehabilitation centers in Nepal. Accordingly, the GoN established rehabilitation centers in eight districts with the coordination of different NGOs. Similarly, as per the Act, the government has the provision of rehabilitation funds in which the separate budget had started to allocate for the fund from 2065 BS (MWCSW, 2013).

Section 14.2 (C), as stated in Section 15 of HTTCA, 2007 has the provision of allocating half the amount collected from the fine imposed to the rehabilitation fund, but to-date, no amount has been transferred/deposited to such a fund. Similarly, there is the provision of providing financial aid from rehabilitation funds to NGOs that operate rehabilitation centers, but such practice is not available.

The primary data collected from the field showed that there is not a separate reintegration policy for TIP survivors; however, MoLESS recently launched a reintegration policy for returnee migrants. One of the key informants shared his view that the reintegration issues and packages could be included in the recently developed reintegration policy. The inclusion of reintegration issues of TIP survivors in the policy could be effective for successful reintegration of TIP survivors since the role of local government is clearly mentioned and rights are granted for doing so. Because the reintegration of TIP survivors is the liability of the state, there should be different programs and packages in consolidated form at both the federal and local levels. These have yet to be created.

National legislations have been developed in line with international conventions and provisions. The constitution of Nepal itself provides the basis for reintegration services. Shelter management operational guidelines and policies promote shelter management in standardized ways and collaborative approaches. The government provides funding to different shelters run by NGOs and provides space for policy dialogue and coordination to different mechanisms—such as the National Committee on Controlling Human Trafficking (NCCHT), DCCHT, and Local Committee on Controlling Human Trafficking (LCCHT).

4.2 Reintegration Approaches and Practices

Defining Dignified Reintegration

The existing policies and laws do not categorically speak about dignified reintegration of TIP survivors. Therefore, the study collected views and understanding of the shelter service providers, experts, and TIP survivors on dignified reintegration. During interviews, the anti-trafficking activists explained that the ultimate goal of providing shelter care services was to ensure successful and dignified reintegration of the survivors. As a member of NCCHT stated, “whatever is done becomes meaningless if dignified reintegration cannot happen.” There were various views and perspectives of the respondents in terms of reintegration, but the essence of most of them were very similar.

A senior officer working with an established shelter in Banke, defined “dignified reintegration” as meaning a change in the perception of society. The thought was that society should be changed, that is, society should understand that the guilt lays at the feet of the perpetrator, not the survivor. For dignified reintegration, the family and society should support and accept survivors easily. Dignified reintegration is the desired state, but it is not happening to-date. Economic empowerment and self-reliance of a survivor is also key for successful and dignified reintegration. When a survivor is weak and does not have access to income, s/he has to rely on others. In such situations,

the role of family and society is crucial. There are multiple examples where survivors, having been given some education and skills, have been accepted by the family and society more easily, which is crucial for dignified reintegration. Furthermore, they are also more easily accepted by society and family where the possibility of victimization is zero. The respondent from NHRC explained that “dignified reintegration is a condition in which survivors get all required services—including substantive and procedural—along with opportunities of economic generation in which a survivor can restore the social and family life by making their own respected identity.” A police officer in Jhapa defined dignified reintegration “as a status in which survivors can run their life in smooth ways and there could not be the chances of re-victimization and re-trafficking.” Similarly, a police officer in the Anti-Trafficking Bureau in Kathmandu said, “dignified reintegration is a state in which survivors can do, act, think, and behave normally and where they can live independently in economic matters. Furthermore, the perpetrator is penalized, and survivors can live with full respect and dignity.” Likewise, a female survivor in Jhapa said, “dignified reintegration is a status when we gain the dignified social and economic life and where social stigma is fully removed.” From the views of varied stakeholders, nine elements are very crucial for successful and dignified reintegration (Figure 2).

Figure 2: Key elements of successful and dignified reintegration



However, it was found that all nine elements were not easily available to all survivors as there was a lack of regularity in substantive and procedural services in almost all shelter houses. Similarly, most of the shelters did not adopt the rights-based approach but rather the victim-centric approach while providing services. In most of the cases it was found that shelters provided required services not only in the reintegration phase but also in crisis and transitional phases, especially for achieving and restoring dignified and successful livelihoods of survivors.

The study team interviewed both male and female survivors and their respective shelter managers. The data showed that male TIP survivors were reintegrated more easily compared to females; gender-based discrimination and stigma were much worse for women. Economic independence was equally crucial for both men and women for dignified reintegration. However, there are more social challenges for women, which is an issue that needs to be addressed.

Box 1: Case of successful and dignified reintegration

A girl from Kavrepalanchowk was rescued 7 years ago. We achieved success in legal terms and were also able to re-establish her in society. The broker was suspected to be a criminal with lots of property in Kathmandu. When the cases were filed, they tried to buy her silence with money. They even threatened her, but she was strong and so were we. The District Court gave a punishment of 5 years instead of 10 years to the main culprit and 10 years of punishment to the side culprit. We re-filed the case with the Superior Court, which gave the main culprit 10 years of punishment. The survivor was provided counseling throughout the process. She expressed a desire to work as one of our staff and did so for 4 years. She then got married and had a child. Now that her child is the age of 2 years, she is trying to work in the field of teaching. She was rescued from Jogbani across the border.

Needs Prior to Reintegration

Survivors faced multiple barriers, making them less likely/unable to report to the police and concerned authorities. Stigma, shame, and humiliation prevented them from overcoming the trauma. Survivors' economic empowerment played a significant role in successful reintegration. Financial security ensured that adequate income would lead to the fulfillment of basic and other needs that ultimately would boost their confidence and dignity. KIIs with shelter service providers and other stakeholders revealed that all the fundamental elements must be provided to survivors before their reintegration into the family or community (Box 2). These elements include life skills (e.g., market assessment, skills, economic empowerment with economic packages like seed money and soft loans), family and community consultation, awareness-raising activities, provision of security, employment opportunities, and follow-up mechanisms.

Box 2: Needs before integration⁹

- 1) Market-demanding skills
- 2) Financial literacy
- 3) Economic empowerment
- 4) Special financial packages, like seed money and soft loans
- 5) Family and community assessment, consultation, and counseling (raising awareness)
- 6) Security
- 7) Employment opportunities
- 8) Provision of continuity of education
- 9) Follow-up mechanism
- 10) Continuation of legal service (if case is not settled)
- 11) Network development with bank, financial institution, and employer

⁹ This list is based on interview with survivors, shelter service providers, and key informants.

In contrast, the male survivors said that all the aforementioned elements were not necessary for them to reintegrate into family or community; rather, they said they only needed skills as per the market demand, economic empowerment packages, soft loans or seed money, employment opportunities, and networks. Almost all male survivors reiterated that they seldom face the issue of social stigma due to patriarchal social structure and mindset. The needs of survivors before reintegration are shown in Box 2.

Reintegration Approaches and Practices

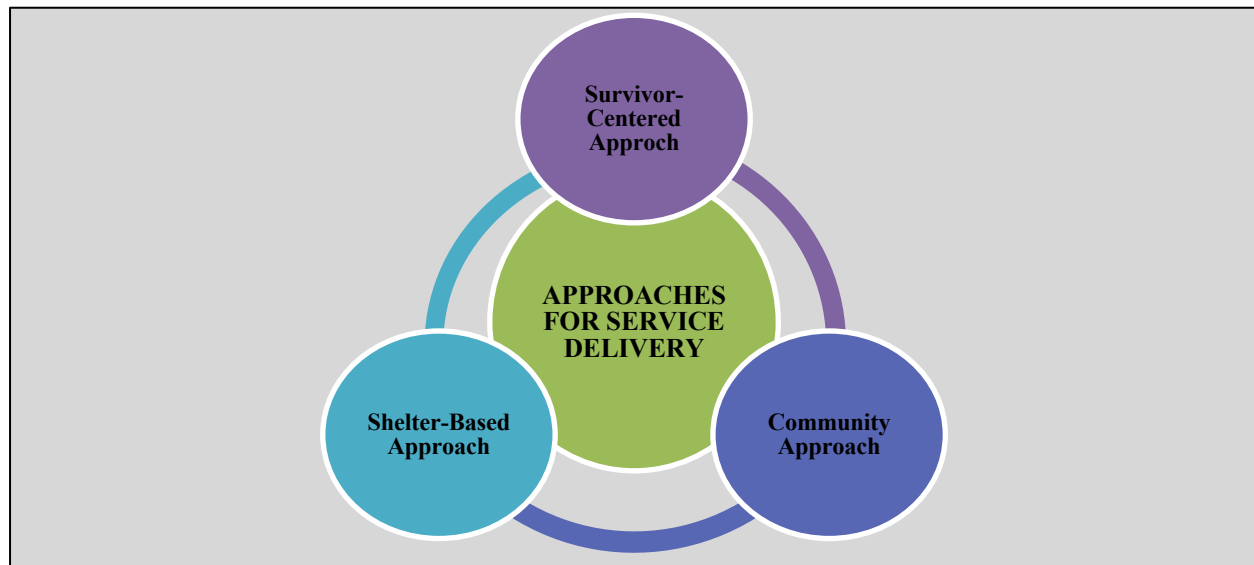
Of the studied shelters, most adopted the survivor-centric approach in which packages were designed and developed on the basis of the needs and situations of survivors. Some shelters, however, applied the pre-set standard, and all packages were provided as per their own guidelines. The offered approaches and practices were largely dependent on the regularity and amount of funding. For example, an established NGO in Bagmati Province had good package provisions for successful reintegration, whereas a short-term shelter service provided by an NGO had limited provisions and only provided transit services to TIP survivors; varied approaches were adopted by different shelters for the reintegration process. The practice of shelters with longer-term services with composite packages yielded the best basis for successful reintegration.

Interviews with key informants revealed that the best reintegration practices are reflected when shelters provide longer services with composite/comprehensive packages and survivors get reintegrated into their family or society. Recently, there were a number of successfully reintegrated cases of survivors who are now operating their own business and/or entrepreneurship or are otherwise gainfully employed. In one of the shelters in the study, a number of TIP survivors were successfully performing their job as employees.

The findings of the study showed that different approaches were suitable for different survivors. The approach for providing services to survivors rescued from foreign employment and survivors rescued from brothels differs. The physical, mental, psychological, social, and economic status of both types of survivors differs significantly, so their needs were specific, and shelters needed to treat them differently. The shelter service providers shared their views that the approach of delivering the services to survivors is a needs-based rather than a rights-based approach. Due to constraints of resources, shelters provided shelter care and services based on the specific needs and interests of survivors. An official from the Anti-Trafficking Bureau of Nepal Police shared that “survivors of foreign employment return faster than that of a survivor from brothels. Survivors rescued or returned from a brothel are in a fragile situation physically, mentally, psychologically, economically, and socially. In most cases, such types of survivors do not know their own identity or address. So, treatment, programs, and packages should be different for those rescued from brothels whose traumatic condition is far more severe than those of other types of survivors.”

In most cases, a shelter provides multiple packages in one effort, whereas in specific cases, shelters also apply referral approaches to provide the services. An administrator in Jhapa shared his views that “an integrated and comprehensive shelter-based approach would be better to adopt for the best service and best reintegration.” Such approaches are not available due to which the reintegration work is not effective to-date. The study team noted that three approaches—survivor-centered approach, shelter-based approach, and community-based approach—have been adopted by all the shelters to deliver their services to survivors with diverse characteristics (Figure 3).

Figure 3: Approaches adopted by shelters to deliver care and services



A **survivor-centered approach** focuses on the needs and concerns of the survivors and ensures they get services in a non-judgmental manner; victims will not be re-traumatized and ultimately become empowered. Survivors are engaged in the overall process of reintegration. A **shelter-based approach** may be the best one for successful reintegration because all required services are collectively available in each shelter. A composite shelter-based approach is recommended by stakeholders and key informants for the best and successful reintegration of survivors of human trafficking. A **community approach** could be utilized if the trauma was not severe and if survivors want to return to their family and community immediately. The process of reintegration encompasses not only the individual trafficking survivors but family members and society, so they cooperate and support the survivors without re-traumatizing them.

Shelter Versus Community-Appropriate Approaches for Dignified Reintegration

- A shelter-based approach for severe survivors¹⁰ and a community-based approach for mild and normal¹¹ survivors would be the best approaches for dignified reintegration.
- A shelter-based approach is also effective in providing different skills training as well as counseling for a better life.

Comprehensive Services Needed for Dignified Reintegration

- From the outset, composite services—including needs assessment—should be provided by shelters.
- A comprehensive shelter-based approach, as opposed to short-term shelter service approach, is more effective.
- An integrated approach—including psychosocial counseling services—should also be practiced.

¹⁰ Severe survivors are those repatriated and rescued from brothels and who faced grave physical, mental, and sexual violence at the country of destination.

¹¹ Mild and normal survivors refer to those who are returned from country of destination due to illegal (undocumented) status and use of irregular channels and/or labor exploitation.

- Both substantive and procedural aspects need to be adopted for successful reintegration.
- A comprehensive package could be the best model for successful reintegration.

Major Gaps in Reintegration

The majority of respondents shared that, in addition to stable and sustainable shelter services, composite/comprehensive packages and follow-up services were needed to ensure the successful reintegration of survivors. Coordination with other shelters as well as local governments, community, and parents of survivors could also play a crucial role in the successful reintegration of the survivors. These efforts would lead to successful reintegration into family and society. A stable and sustainable shelter would have adequate technical and human resources—including resource mobilization—for at least the next 10–20 years. The management of technical and human resources for a longer time ensures better services for successful reintegration. For example, most of the legal proceedings related to human trafficking require longer period of time for settlement.

The priorities and contribution of shelters is significant in terms of providing a conducive environment for most effective reintegration since they provide comprehensive services as well as care for survivors. For this, a shelter assesses victims' needs and provides them with required counseling for positive life apparatus and also provides a skills-training program for empowering them socially and economically. The provision of education, skills-training, and empowerment packages as well as linkages with employment opportunities significantly contributes to survivors' economic independence. Therefore, identification of survivors' needs and interests for providing skills-training will determine the success of the reintegration of survivors.

Government stakeholders shared that the government did not directly operate shelters but provided support to NGOs in their stead. Although the government allocated some budget monies for operating shelters, it was small and insufficient for shelters to operate. However, government stakeholders developed and made policies for dignified reintegration—including coordination with different sectors.

Best practices: Shelters adopted survivor-centric and needs-based approaches for successful reintegration. The practice of collaboration and coordination of shelter with other shelters, development partners, and local governments for referral as well as other required services was crucial for sustainability of shelter services. The effort of shelters for linking survivors with different employers, provision of seed money and soft loans, and family consultation were crucial for successful reintegration.

4.3 Shelter Management and Services

4.3.1 Shelter Management

Shelters serve as safe housing for women and girls who are experiencing or have already experienced violence and offer a range of different support and services to start living independently in the areas/communities they desire. Shelter management is critical for the holistic response to survivors because a well-managed shelter will be capable of providing protection and support services necessary to help the victim recover from trauma and abuse, reestablish self-esteem, and take steps towards being independent. The shelter also provides services for those whose children need protection, assistance, and resources.

The successful reintegration of survivors also depends on the management of the shelter since the shelter provides basic facilities as well as skills-development training. Shelters play a crucial and significant role in empowering and helping survivors get ready to restore their previous position and reintegrate into family and society. Skills-training, education, and psychosocial counseling are primary factors for successful reintegration. Comprehensive and regular services of shelters are necessary to contribute to successful reintegration.

According to Focal Point of Human Trafficking Section of NHRC, “shelter is essential and separate shelters are necessary for diverse groups of survivors, e.g., male, female, children, survivors of sex trafficking, and survivors of labor exploitation. More specifically, case-wise shelter and disaggregation are essential. While providing shelter service and care, the family background, as well as community assessment and awareness-raising programs, need to be launched by the shelter in tandem. So, as an extra package, shelters should manage the assessment of a family’s needs and necessities and community consultations for successful reintegration.”

Similarly, the shelter manager from one of the shelters stated that “projects have been supporting us for a long time. For some time, the Nepal government also helped shelter management. Later, help from the government stopped. After that, we ran the rehabilitation house with the coordination and cooperation of Board members and friends within the shelter for about a year. Now we are supported by Hamro Samman Project. The local-level municipality also allocates a budget every year. They are helping with physical improvements and food supply. For shelter management, we are taking initiatives with local bodies, while initiatives are being taken with the Center through the Ministry of Women. Therefore, we believe that if we can work in coordination with all agencies, shelter management can be done effectively.”

To understand the existing shelter management practices, the following stakeholders were engaged (Table 2):

Table 2: Engagement of stakeholders to draw information on shelter management

S.N.	KII Participants for Shelter Management	Districts/Name of Organization	Position	Category of Respondents	Quantity
1.	Government	National Human Rights Commission, Kathmandu	Focal Point of Anti-Human Trafficking Section of National Human Rights Commission	The focal point of the Anti-Human Trafficking Section	2
		Ministry of Social Development in Social Development Board	Mahila Bikash Adhikrit	Service provider	
2.	NGO Service Provider	Pourakhi Nepal, Kathmandu	Shelter Focal Person and Health Service Providers	Shelter Focal Person and Health Service Providers	8
		Maiti Nepal, Kathmandu	Manager	Shelter Manager	
		Shakti Samuha, Kathmandu	Program Coordinator	IDI/Shakti Samuha	
		Saathi Nepal	Central Member/Member	Anti-trafficking CSO leaders	
		Saathi/Hamro Samman		Anti-human Trafficking Activist	

S.N.	KII Participants for Shelter Management	Districts/Name of Organization	Position	Category of Respondents	Quantity
			GESI Specialist and Safeguarding focal person in the Hamro Samman project	Service provider	
		Aafanta Nepal	District Coordinator	Service provider	
		Maiti Nepal	Service Provider	Service provider	
3.	People's Representative	Arjundhara Municipality, Jhapa	Former Mayor	Former Mayor	3
		District Administration Office, Jhapa	Assistant CDO	Assistant CDO (spokesperson)	
		National Network for Safe Migration (NNSM)/General Secretary and Advocate (Migration and Human Trafficking sector)	General Secretary and Advocate	General Secretary and Advocate	
4.	Health Person	Bheri Hospital, OCMC, Nepalganj, Banke	Contract Nurse	OCMC Focal Point/ Counselor	1

Shelter management practices were analyzed by assessing the existing human resources (types), infrastructure, funding (source, types), procedures/systems, and sustainability of the shelter.

Human Resources

The majority of the respondents shared that they needed skilled human resources to provide the best services to survivors as there was a lack of skilled human resources in the shelter. Most of the shelters did not have regular and separate funding, making them unable to hire required skilled human resources. Skilled human resources are needed for the assessment of survivors' health, psychosocial counseling, paralegal services, and skills-training, among others. Although the NMS set the criteria that a shelter (at minimum) needed a manager (shelter chief), psychosocial counselor, health worker, case manager/social worker, warden, and security guard on regular basis; the majority of shelters do not meet such standards. The team learned that it was due to lack of long-term funding support and commitment of donors.

Infrastructure

The majority of the respondents said that for quality and effective shelter support, they should have their own building; most of the shelters do not. In most of the cases, without having their own building, it was always uncertain if they would be able to continue their shelter support. One of the service providers also highlighted that there should be adequate rooms in the transit home to ensure quality shelter services. In some cases, the organizations were running the transit homes in rented property.

One of the established shelters in Kathmandu has its own building and offers longer-term shelter services, ensuring a higher rate of reintegration. So, longer terms of services with their own infrastructure could be regarded as best practice.

Procedure/System

Respondents expressed that shelters should apply an integrated approach for better effectiveness; another respondent said that comprehensive packages should be provided for the survivors. One of the respondents from the shelter shared that sometimes they rescue survivors by themselves; others shared that survivors are referred by the government as well. A government officer mentioned that they provided support to the victim in the district; another service provider stated that they provided support to the shelter where the shelter management committee looked after the survivors' cases. The committee included a representative from the police, a lawyer, and a local representative from the ward and municipalities. They further added that they needed to provide information about child survivors in the child welfare office before they bring survivors into the shelter; this was impractical and troublesome for the prompt rescue of a child. Therefore, an integrated, comprehensive, package-based procedure would be effective for successful reintegration.

Sustainability of Shelter

The primary data showed that there was a major problem with sustainable funding sources for most shelters. The lack of regular funding support for shelter management and lack of adequate budget monies for human trafficking and the survivors posed challenges to the sustainability of the shelter management support—including effective reintegration of the TIP survivors. The majority of the respondents expressed that donors were not interested in providing funds for reintegration and the funding support from the government was nominal. One of the provincial government officers in Biratnagar shared that they allocated a budget of 43lakhs for the transit home; some of the emergency transit homes got 2lakhs each year and a few got 3lakhs from the government in Province 1. Funding provided by NGOs/International Non-Governmental Organization (INGOs) is very limited and not sufficient to provide good shelter management service for the survivors.

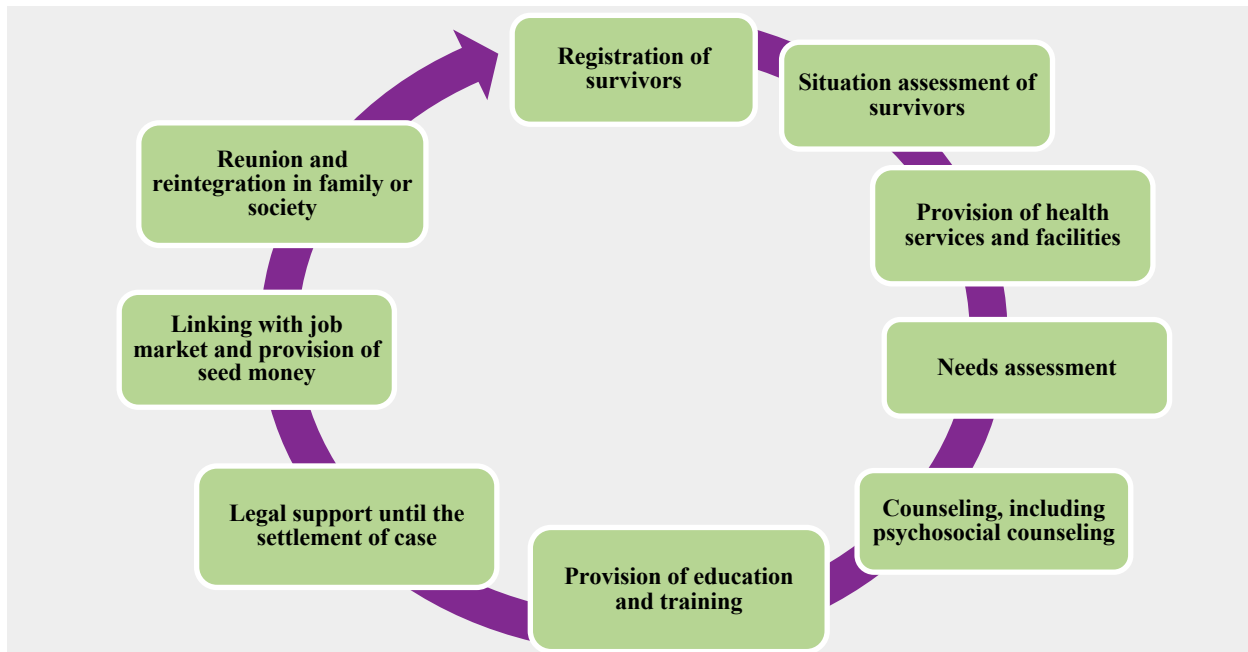
The majority of the respondents reiterated that without long-term regular funding support, it was not possible to have sustainable shelter management. The government and donors either provide nominal support or have no/little interest in providing funding support for shelter management. Most of the donors focus on the issues of interception and intervention rather than reintegration of TIP survivors. One reason could be that the reintegration process requires longer times and huge amounts of funding than interception/intervention. Because shelter service is critical for immediate to long-term support for TIP survivors, more funds should be allocated by the government for the sustainability of shelters and quality of services. Respondents also highlighted that the reintegration policy and sources of funding should be spelled out in each shelter. The shelter policies should include support for livelihood opportunities and reducing social stigma. One of the service providers shared that a strong referral mechanism should be in place along with the proper coordination and arrangement with various organizations for the sustainability of the shelter.

Shelter-cycle Approach for Successful Reintegration

A shelter-cycle approach (Figure 4) could be crucial for assessing whether TIP survivors are successfully reintegrated in society or not. Basically, a shelter-cycle approach includes the procedural stages of services provided by shelters, which primarily begin with the registration of survivors and end with their departure for reintegration in family or society. As per the literature review and discussion with key informants and shelter service providers, a shelter-cycle approach encompasses nine procedural stages and the quality and effectiveness of services and care offered

by shelters significantly determine the successful reintegration process. The absence of service at any stage hinders the successful reintegration of survivors.

Figure 4: Procedural stages of shelter-cycle approach for successful reintegration



Most of the officials of shelter service-providing organizations shared their view that in most cases, it is difficult to provide all services from a single shelter due to budgetary and human resource constraints. So, there should be a collaborative and coordinated framework, making all services of the nine stages possible to provide and ultimately ensure successful reintegration. Two of 12 reintegrated survivors who chose not to use shelter services were repeatedly facing the problem of humiliation and social stigma. Furthermore, they did not file their cases and faced big problems when they returned home, even though they operated their own businesses—e.g., tailoring and pig farming—under the financial support of IOM and NIDS. The other remaining reintegrated survivors were found to be fully and satisfactorily accepted by family and community, and they were involved in employment and their own business and entrepreneurship.

Best practice: The management of minimum human resources—including focal point, adoption of referral services, coordination with local police for security matters, management of skilled human resources (e.g., psychosocial counselor, lawyer, etc.) through collaboration with concerned NGOs/INGOs and development partners—are efforts adopted by shelters for successful reintegration. Similarly, regular coordination meetings with different shelters for sharing issues and problems also constitutes good practice in the reintegration process.

4.3.2 Shelter Services

Shelter services can play pivotal roles in empowering, providing skills, training, and building confidence for restoring the survivors' past status and initiating new life from different avenues. Comprehensive shelter services yield significant contributions in successful reintegration of survivors. Interview taken with key informants and survivors of trafficking revealed that all types

of survivors do not necessarily need shelter support. Although survivors severely affected from human trafficking need shelter support, human trafficking survivors of labor exploitation or minor deception require only economic packages, counseling, and employment opportunities. They do not need shelter support because they can directly reintegrate back into their family and community without stigmatization.

Shelter services should meet the reintegration needs and interests of diverse survivors. Not all survivors equally require comprehensive services. Some survivors require a single service while others need multiple services (Surtees and Johnson, 2021).

Box 3: Components of comprehensive service package¹²

- 1) Housing, accommodation, or care options
- 2) Medical assistance
- 3) Psychological support and counseling
- 4) Education, training, and life skills
- 5) Economic empowerment opportunities
- 6) Administrative assistance and support
- 7) Legal assistance and support, including during legal proceedings
- 8) Safety and security measures
- 9) Case management/legal proceedings
- 10) Family mediation and counseling assistance to family members
- 11) Return assistance

Shelter services can be categorized into in-house service and out-house service. Basically, in-house services include those related to basic needs, lodging, regular basic health check-ups, counseling, recreational activities, training, and skills-enhancing packages. Out-house services encompass those related to legal services, provision of soft loans, specific training, education, specific counseling services, and market linkages—including provision of services offered by the government.

The NMS on Survivors of TIP Care and Protection, 2068 (2011) set the minimum criteria for the care and protection of survivors of human trafficking. Section 33 of the NMS is the provision of primary protection and care services and secondary protection and care services. As per this provision, the primary protection and care service includes health treatment, psychosocial counseling, legal aid, complaint filing and investigation, prosecution, and court processes. Similarly, secondary protection and care encompass the education of both types (formal and informal), skills-related training, and seed money. As per this standard, shelters should have the minimum provision of primary as well as secondary protection and care services.

Shelter care and services vary from shelter-to-shelter in Nepal even though there is the provision of a NMS. As shared by the respondents, shelter care services are determined by multiple factors—including regularity of funding and donor support, the status of core funding of the shelters,

¹² Surtees and Johnson, (2021), *Recovery and Reintegration of Trafficking Victims: A Practitioner Guide*. Bangkok: Regional Support Office of the Bali Process (RSO) and Washington, D.C.: NEXUS Institute.

management of staff, trainer, counselor, legal officer, ownership of office, availability of infrastructure, and coordination/collaboration with shelters of other agencies. The direct service package and service package with coordination of shelters is presented in Table 3.

Table 3: Individual service package and collaborative service package among the shelters

Organization	Service Package by the Shelter	Service Package with Coordination
Maiti Nepal	<ul style="list-style-type: none"> ▪ Availability of basic needs ▪ Health services ▪ Counseling: life skills and psychosocial ▪ Legal services: need-based legal counseling and legal services ▪ Recreational activities ▪ Referral and recommendation ▪ Education package: formal and informal education ▪ Skills-based training and job support network and collaboration ▪ Seed money and soft loans ▪ Provision of employment opportunities/link-up with an employer ▪ Contact established with family and local government ▪ Reunion and reintegration ▪ Follow-up services 	<ul style="list-style-type: none"> ▪ Coordination with federal, provincial, and local governments for service rescue, return, rehabilitation, and reintegration—including monitoring ▪ Network and link-up with employers like KGH Group, Annapurna Group, Uniliver Ltd, Neil David, etc. for job opportunities and job placement for survivors ▪ Linkages with a bank and financial institution for a soft loan for the survivor for successful reintegration ▪ Good network with other institutions and organizations for the best shelter services—including referral mechanism
Shakti Samuha	<ul style="list-style-type: none"> ▪ Basic needs ▪ Health support ▪ Formal and informal education ▪ Skills, handicraft, and dance training ▪ Legal counseling and legal support ▪ Employment, Hamro Samman ▪ Seed money/income-generating funding ▪ Facilitation to access soft loans from BFIs ▪ Revolving fund ▪ Follow-up service up to 5 years 	<ul style="list-style-type: none"> ▪ Coordination with tailored organizations for legal support and services ▪ Coordination with F-Skills for providing different skills-related training to survivors ▪ Job department of Shakti Samuha Nepal connected to different employers for the placement of survivors as per their skill and training ▪ Coordination with local governments for regular follow-up
Pourakhi Nepal	<ul style="list-style-type: none"> ▪ Basic needs: food, lodging, clothes ▪ Basic health services ▪ Paralegal services ▪ Different short course training for empowerment: life skills training, financial literacy training ▪ Psychosocial counseling ▪ Emergency shelter ▪ Family reunion ▪ Follow-up 	<ul style="list-style-type: none"> ▪ Coordination with legal aid providing organization for case settlement ▪ Coordination with local government for different packages to survivors in the local community
Tiny Hands	<ul style="list-style-type: none"> ▪ Basic needs: food, clothes, accommodation ▪ Psychosocial counseling ▪ Basic health services ▪ Legal services ▪ Skill-based and income-generating training ▪ Assessment of security condition of survivor's community and assessment of the family status ▪ Reintegration support 	<ul style="list-style-type: none"> ▪ Legal services ▪ Trainings ▪ Monitoring and follow-up ▪ Awareness-raising program ▪ Network development ▪ Rescue
Saathi Nepal	<ul style="list-style-type: none"> ▪ Basic needs ▪ Safe shelter 	<ul style="list-style-type: none"> ▪ Legal support ▪ Psychosocial counseling

Organization	Service Package by the Shelter	Service Package with Coordination
	<ul style="list-style-type: none"> ▪ Psychosocial counseling ▪ Health services ▪ Legal counseling and legal aid ▪ Empowerment packages including skills- and livelihoods-related training ▪ Rehabilitation ▪ Seed money ▪ Continuous follow-up 	<ul style="list-style-type: none"> ▪ Empowerment and skills training ▪ Rescue ▪ Health
Aafanta Nepal	<ul style="list-style-type: none"> ▪ Basic needs: food, clothes, and accommodation ▪ Psychosocial counseling ▪ Primary health check-up, and refer to OCMC ▪ Legal counseling ▪ Empowerment package ▪ Life skills training: candle and bracelet making, fast food, driving, leadership training, knitting, beauty parlor, and tailoring ▪ Regular follow-up 	<ul style="list-style-type: none"> ▪ Rescue ▪ Legal services ▪ Monitoring ▪ Life skills training ▪ Network development for employment opportunities for survivors

The findings from the KIIs and IDIs revealed that a comprehensive package of shelter services contributed to the successful reintegration of survivors. The complete package of shelter services increased self-confidence and morale; built capacity, self-realization, and awareness about their rights; provided education and market-based skills; and helped decrease stigmatization. It not only empowered survivors but also linked them with market and employment opportunities. Whether it was long-term or short-term support, the combinations of the following services were needed for dignified reintegration:

- Composite/comprehensive services provided at the onset—including assessing needs as well as providing psychosocial counseling services
- Composite services provided by shelters at the onset so survivors are easily reintegrated into society and family
- An integrated approach may be appropriate as per the context and situation of the survivors
- Both substantive and procedural aspect adopted for successful reintegration
- A comprehensive package could be the best model for successful reintegration

Box 4: Interview excerpts on shelter services

“By assessing the needs of the survivors, we provide the training related to handicraft, beautician, hospitality, agriculture, tailoring, driving, etc. We also have linkages with different groups like KGH, Annapurna Group, Unilever Ltd., Neil David, etc. for their employment opportunities. Our survivors, if interested, participated in the short-term training provided by these groups and then they provided employment to these survivors. For example, currently there are 10 survivors who are involved in training and annually about 30 survivors take such training from Neil David. After the training, each survivor can easily earn 25,000 per month from the job at Neil David. We have networks and linkages with other employers as well as with other key stakeholders who can employ our survivors. So in general, we adopt a collaborative approach to provide services to survivors.”—*IK-M057, Maiti Nepal*

“We provide psychological counseling and legal aid services as per need of victims. In addition, we provide medical support, economic empowerment, and referral services. Referral service is also provided in collaboration with other organizations and local government. Similarly, reintegration and follow-ups are parts of the package. We provide immediate health and psychological support after the first meeting. Usually victims come from different places, different backgrounds and different age groups, so we provide tailored services as per their needs.”—*ID-F007, Saathi Nepal*

Services Related to Basic Needs

The NMS set the criteria for the basic needs of survivors free of cost. As per the standard, survivors need provision of residential service, which includes accommodation and food (at least three meals), two pairs of clothes as per season, and other required basics (such as sanitary pads for girls and women). Respondents from the shelter management team shared that shelters met the criteria of NMS, but regularity and sustainability of shelters was always in question since all shelters did not have their own buildings or land. From the consultations and observations, it was noted that most of the shelters provided services related to basic needs. Food, clothes, accommodation, basic entertainment, safety, warm water during winter, sanitary pads for girls and women, and hygiene materials were provided on monthly basis—including recreational activities.

Psychosocial Counseling

Psychosocial counseling is regarded as one of the crucial and most important components for the successful return and reintegration of survivors into the family and community. The incident of human trafficking leads to psychological trauma, which then leads to anxiety, depression, alienation, disorientation, aggression, suicidal ideation, attention deficit, and posttraumatic stress disorder in survivors. These revealed that psychosocial counseling is the prerequisite before involving survivors in any other activities or sectors because it is also the most important factor for motivating survivors onto a positive path. Of the 30 interviewed survivors, 90 percent responded that psychosocial counseling provided the significant basis for thinking and perceiving life in positive way. Counseling orients survivors into a positive life direction and encourages them to be involved in different sectors for improving living standards as well as for gaining social dignity.

Most of the officials of shelters said that psychosocial counseling is crucial for the reintegration process. According to them, the nature and types of counseling are largely dependent on the status of survivors and their actual needs.

The NMS and rehabilitation center operation guidelines set the criteria for a psychosocial counselor. The counselor has to have, at minimum, a certificate degree in psychology from a recognized university or take at least 6 months of training related to psychology or have taken a counseling training of 720 hours.¹³

Health Services

In section 33 of NMS, the health service of the shelter includes the compulsory screening test, emergency health service, continuous health service, treatment of infectious diseases, follow-up treatment, and information about health services free of cost. Respondents shared that basic health checkups to the survivors was provided as immediate services including continuous counseling to boost their confidence. Further, medication was provided for several health conditions as well and primary health care treatment could be provided in a shelter and other severe cases could be referred to OCMC. Shelters often coordinated with district hospitals for treatment arrangements. The transportation cost from and to shelters were managed by shelters whereas the rest of the medical expenses were covered by OCMC.

Most of the selected shelters had health care and services but only a few had comprehensive, regular, and sustainable health service packages. It must be noted that comprehensive health service packages could contribute to successful and dignified reintegration. The selected shelters had mechanisms for referring if the health services were not available in that particular shelter.

Legal Services and Counseling

Legal services and counseling were regarded as important parts of the reintegration process. Victims needed to make a complaint for further court processing in order to prosecute the trafficker and provide compensation to survivors. Shelter managers stated that legal service was as important as basic needs for suing traffickers and providing justice to survivors. Additionally, initial and continuous counseling to boost confidence was essential for legal issues (Box 5).

Box 5: Interview excerpts on legal service and counseling

“Legal treatment is now being done with the collaboration with CeLLRD. There is a ma’am from CeLLRD under the Hamro Samman Project. But sometimes when she is not there or busy or on vacation, in that case, we take legal aid from Committee of the Public Prosecutor’s Office. We used to take this type of aid before CeLLRD. Our Management Committee also has an advocate from the district; in some cases, we take help from him as well.”—*Informant from Saathi Nepal*

“Legal service needs to be provided as immediate service for the survivors. The continuous counseling is essential to boost the confidence of survivors. There should also be a provision of a lawyer in each district with DCCHT.”—*IF-F006, GESI Expert*

“Pro bono legal aid can be effective for an entire legal proceeding, which ensures justice to survivors. The interlinkage of legal service within shelters could be the best way to provide justice to survivors. The existing amount of compensation is nominal, which needs revision by the government at the earliest.”—*IK-M018, NNSM*

¹³ NMS on Survivors of TIP Care and Protection, 2068 (2011) and SOP on Rehabilitation Shelters, 2068 (2011).

Most of the shelters had a legal department and legal officers to provide legal counseling and legal services; however, a few shelters hired an advocate or coordinated with other legal service-providing organizations—including para-legal and legal services shelters in Nepal. Pourakhi Nepal provided only para-legal services to the survivors; if survivors needed other comprehensive legal services, they referred them to legal-providing organizations—such as Peoples Forum.

Skills Training and Empowerment Packages

The life skills training and empowerment packages are the most important factors for successful and dignified reintegration because they make survivors self-sustained, independent, and confident. Shelter service providers shared that they provided different training packages that included short- and long-term courses. The training offered by shelters were tailoring, boutique, beauty parlor, driving, candle making, pickle making, hospitality, and financial literacy—including training related to the business plan. Similarly, shelters also had empowerment and education-related packages. Formal and informal education could be provided to needy survivors who had interest in taking part in the education program. Some shelters provided training for survivors on their own, whereas some provided training using a collaborative strategy.

Box 6: Interview excerpts on good practices of shelters

“We do coordination especially for referral cases. Until 2-3 years ago, we did not even know that there was a mechanism in Bheri Hospital which directly comes and provides services to victims without charging any service fee. Another good thing is that we have empowered the victims in that manner so they can themselves spread awareness at the local level. That is a very good practice. It will be very effective if it can be increased in every ward. After they have been rehabilitated and returned to the family and they are raising awareness and empowering themselves, I think that is a very good practice.”—*Informant from Nepalgunj*

“We have a good relationship with the local government allowing us to easily launch the program of reintegration. We have collaboration with the local government of Dachehinkali, Kathmandu, and Buddhasanti of Jhapa. The monitoring work can be transferred to local government for follow-up and monitoring.”—*IK-F020, Pourakhi Nepal*

A shelter manager from Sathi Nepal shared her views that “we do coordinate with private partners. If there is any training, they ask for a name list and we send the list. After selection, they give training. In the same way, we also coordinate with other organizations because the victims need training, regardless of the organization. Since there is no such training from Hamro Samman Project, if any external organization has it, we will provide it to the victims with us through mutual coordination. There was sewing training through an organization. We had three people participate in it and after the training they also got sewing machines. Now they are doing good work.”

Best practice: Shelters have endeavored to follow the shelter operation guidelines and adopted the composite/comprehensive packages for providing services and care for survivors. The immediate needs of survivors are effectively fulfilled by shelters with close support and by availing the required focal point. The provision of counseling (psychosocial and legal as well as legal aid) has enhanced and encouraged successful reintegration. The ownership, transparency, and accountability of services offered by shelters added to the value for reintegration.

4.4 Priority Sectors of Shelter-running Organizations and Needs of Survivors

4.4.1 Priority Sectors of Shelter-running Organizations

Services that shelters prioritized varied, depending on the location and context. Consultations with key informants and stakeholders (particularly with shelter staff), showed that services and facilities of shelters are largely dependent on funding support from donors. The priority sectors of shelters depended as per their type—such as transit shelter, short-term shelter, and shelter with longer-term services. The main priorities of shelters involved the 4Rs services: rescue, return, rehabilitation, and reintegration in which rehabilitation work was often complex and challenging. Not all shelters in Nepal are providing 4Rs services.¹⁴

The program coordinator of Maiti Nepal shared that the key priorities of Maiti Nepal were “prevention, interception, rescue, shelter services, rehabilitation, and reintegration as well as follow-up monitoring.” Furthermore, technical assistance to municipalities in policymaking—especially in matters related to human trafficking—is also provided.

The priority of shelters diverged as per the mission and objectives of the organization.¹⁵ A majority of the shelters focused on providing fundamental services and work on anti-human trafficking activities and provided support to women victims of violence to get access to justice. Nonetheless, the primary focus of all the shelters was to provide safe shelter/housing, food, psychosocial counseling, health services, legal counseling, and empowerment-related services—including skills and livelihoods, rehabilitation services, and follow-up services.

Similarly, the official of Saathi Nepal shared her views that regular funding was the primary factor for the sustainability of their shelter; based on the continuation of funds, the shelter was then able to determine key priority sectors in a practical way. Only sustainable and long-run operating shelters could prioritize the services and provide comprehensive services and care to survivors of human trafficking. The shelter of Banke, operated by Saathi Nepal, was funded by Hamro Samman Project and the GoN, and offered seven major services, i.e., safe accommodation, psychosocial counseling, health services, legal counseling, empowerment packages—including skills and livelihoods, rehabilitation, and regular follow-up services. This showed that priorities of all shelters in the study area varied as per their funding status. Table 4 shows both the high priority services and low priority services of shelters.

Table 4: Priority sectors of shelters¹⁶

Organization	Main Priority Services	Additional Priority Services
Maiti Nepal	<ul style="list-style-type: none"> Prevention Local government capacity building Interception Rescue Policy Advocacy Shelter services Rehabilitation 	<ul style="list-style-type: none"> Coordination with different layers of government and with different relevant organizations Capacity development on anti-human trafficking Sample policy drafting Network development

¹⁴ KII with representative of National Network for Safe Migration (NNSM) and advocates.

¹⁵ The works and priority of shelters are determined by the objectives and constitution of the organization.

¹⁶ This table of priority sectors was developed based on the KIIs and IDIs with shelter service providers and experts.

Organization	Main Priority Services	Additional Priority Services
	<ul style="list-style-type: none"> Reintegration Follow-up and monitoring 	<ul style="list-style-type: none"> Lobby with government
Shakti Samuha	<ul style="list-style-type: none"> Prevention Protection Capacity building Rescue Empowerment Reintegration Follow-up and monitoring 	<ul style="list-style-type: none"> Advocacy and awareness Network development Coordination and collaboration with different agencies Information-sharing Lobby with government
Pourakhi Nepal	<ul style="list-style-type: none"> Prevention Protection Empowerment services Capacity building Reintegration Follow-up Awareness and sensitization 	<ul style="list-style-type: none"> Collaboration and coordination with different agencies for best reintegration Cooperation with community and parents of survivors Collaboration with local governments for providing reintegration support
Tiny Hands	<ul style="list-style-type: none"> Prevention Rescue Border monitoring Provide shelter Empowerment Reintegration 	<ul style="list-style-type: none"> Network development Collaboration with three tiers of government Community sensitization Market linkages
Saathi Nepal	<ul style="list-style-type: none"> Provide justice to victims Prevention Protection Rescue Rehabilitation Reintegration Empowerment Training and capacity building Monitoring and follow-up 	<ul style="list-style-type: none"> Collaboration and coordination Awareness and sensitization Network development Market linkages for employment opportunities
Aafanta Nepal	<ul style="list-style-type: none"> Rescue Interception Shelter support Empowerment Reintegration Linking to employment opportunities 	<ul style="list-style-type: none"> Monitoring in border Refer the survivor without a clear identity to Manab Sewa Aashram Capacity development Awareness programs

The most common key priorities of shelters included prevention, protection, empowerment, reintegration, and shelter services. Furthermore, shelters also prioritized running the transit shelter home as a short-term service providing shelter wings and carrying out monitoring at the border point.

4.4.2 Needs of the Survivor

The needs of survivors depends on their status and situation, e.g., how they were trafficked, what situations they faced, and how long they stayed at the destination. Once trafficked, girl survivors and women often face intense stigma and are ostracized when they return home, making them further vulnerable to marginalization and exploitation. Similarly, the socio-economic status as well as background characteristics of survivors should be taken into consideration while assessing the needs of survivors. Basically, the needs of survivors are determined by preliminary assessment

and screening. In most cases, the immediate need is counseling and health services,¹⁷ since counseling is the way to change a survivors' mindset. If there is a health problem, sometimes it is necessary to take them to a medical center or hospital for treatment. For short-term needs, programs related to religious and cultural matters, singing, and playing would keep them busy. The duration of counseling should be regular and at least once a month for six months to one year in order to overcome post-traumatic stress disorder. It is also important to ensure that shelters provide skills training and education as per survivors' interests for sustainable reintegration.

The respondents from Nepalgunj reported that when survivors were initially rescued, psychosocial counseling played an important role; it enabled them to open up and share their problems. Further, some survivors had health issues and required health support. Similarly, legal aid was also important in order to prosecute the perpetrator or trafficker. Combined with these, economic empowerment was vital; unless they were economically empowered, there was a high chance of re-trafficking. Economic empowerment also played a crucial role to reduce frustration and overcome social stigma.

The study team noted that not all selected shelters had long-term services. Sometimes survivors were not able to reintegrate into family or community after receiving emergency or short-term shelter services. In such situations, shelter services needed to refer the survivors to shelters with long-term services. The objective of the long-term shelter was to empower the survivors through different packages—including formal or informal education, skill development training, and capacity building. Long-term shelter services generally included services of more than 6 months which offered need-based training, empowerment packages, and rehabilitation services. After getting rehabilitation services, it was expected that survivors were ready to reintegrate into family and community. However, not all cases concluded with reintegration; in such situations, survivors may still have been at risk and shelters would have no place to send them.

The interviews conducted with key informants, shelter managers, counselors, and survivors revealed that the needs of survivors largely depended on their situations and characteristics. The needs of female survivors were different from male survivors as the nature of exploitation and the trauma faced by both genders were diverse. Addressing the needs of survivors empowered them financially and psychologically, leading to successful reintegration.

Immediate Needs

The immediate needs of survivors differed from survivor-to-survivor but the most common needs included the assessment of survivors whether they were at risk or not, health services—including health checkup (check-up normal external to internal parts of the body)—management of their stress, involving them into the official process of the shelter, assessing their interests, coordinating with local police for filing the case, connecting to the family, and counseling about the positive aspects of life.

The assessment of immediate needs of survivors was crucial in terms of providing further service as well as care and restoration of their health, economic, social, psychological, and mental status. The immediate needs of survivors determined the longer-term services they required. The primary

¹⁷ Interview with the shelter managers and survivors.

data from the field showed that the following (Box 7) must be taken into consideration while designing immediate needs for the survivors.

Box 7: Immediate needs of survivors¹⁸

- 1) Assessment of the survivors' actual status
- 2) Basic health facilities
- 3) Survivors' needs and interests assessment
- 4) Appropriate basic needs
- 5) Appropriate lodging
- 6) Psychosocial counseling
- 7) Connecting to the family or relatives
- 8) Coordination with local police for filing the case against perpetrators

After rescue and repatriation, ascertaining the immediate needs of survivors included the aforementioned assessments (Box 8).

Box 8: Interview excerpts on immediate needs¹⁹

"To me, health check-up, psychosocial counseling, and connecting to my family were the immediate needs. I also needed basic things like food, clothes, and lodging for survival."—SV-AF002, *female survivor*

"Basic needs, counseling to orient positive life, health check-up, and my economic needs assessment were the immediate need of mine and Pravashi Nepali Coordination Committee (PNCC) addressed those needs in a friendly environment. I want to thank PNCC for both rescue and fulfillment of my immediate needs."—SV-AM027, *male survivor*

"Basic needs, psychosocial counseling, health check-up, and needs assessment were my real immediate needs, which were not fulfilled by the shelter. I came home to my community from Saudi Arabia and Delhi."—SV-AF022, *female survivor who opted not to take shelter support*

Short-term Needs

Short-term needs of survivors are also not the same. Survivors reported that their short-term needs ranged from immediate needs to skill development training and case handling. In the case of male survivors, the short-term needs included capacity/skill training, seed money, and employment opportunities. Often male survivors faced social stigma and isolation, although not to the same extent as females.

The trend of society and family for blaming female survivors increased the level of stigmatization and humiliation, causing them to face multiple challenges to reintegrate. One of the female survivors shared that she was in a very difficult situation when she returned home without any cash. Community people stared at her for long periods of time and often they ostracized her from

¹⁸The list of immediate needs was developed on the basis of interviews taken with survivors, shelter service providers, and key informants.

¹⁹Out of the three interviews mentioned in the box, one female survivor did not take the shelter service since she directly reintegrated in her family. But she was stigmatized by relatives and community people during the initial period. Now she is conducting her pig farming business from the grant (reintegration package to Victim of Trafficking) from IOM Nepal.

different social activities. Family members also behaved differently at the beginning, but later the environment became more normal for her. Interviews with survivors and shelter service providers revealed that short-term needs include those shown in Box 9.

Box 9: Short-term needs of survivors²⁰

- 1) Appropriate basic needs
- 2) Medical services
- 3) Security services
- 4) Psychosocial counseling
- 5) Counseling for family and community
- 6) Recreational facilities
- 7) Short-term skills development training (beauty parlor, boutique, driving, tailoring, etc.)
- 8) Sports facilities
- 9) Legal aid and legal service
- 10) Soft loans and seed money

The findings showed that short-term needs of survivors are fulfilled by almost all shelters, but the continuity and quality of services as per the NMS are determined by the regularity of funding and donations as well as the ownership of shelter buildings. In any case, all types of shelter services provide, at minimum, the foundation for successful reintegration into the community. They revealed that, while almost all short-term services are good, few shelters have a legal officer for dealing with and settling cases; referral systems were often used to facilitate case proceedings.

Long-term Needs

The long-term needs of survivors generally included skills development based on survivors' interests, family connections, counseling to family and community of survivors, legal aid/service until settlement of the case, empowerment packages, education of both types (formal and informal), employment opportunities, market linkages, and medical support—including long-term counseling (Box 10). Respondents shared that long-term services were not necessary for all TIP survivors, in part because it was often time-consuming, requiring 6 months or more. Long-term shelter services were not easily available to all survivors due to quota and resource constraints.

Box 10: Long-term needs of survivors

- 1) Skills development
- 2) Legal services for settling the case (access to justice)
- 3) Different empowerment packages
- 4) Needs-based formal and informal education
- 5) Employment opportunities
- 6) Market linkages
- 7) Medical support
- 8) Longer-term counseling

²⁰ The list of immediate needs was developed on the basis of interviews taken with survivors, shelter service providers, and key informants.

4.5 Coordination, Collaboration, and Referral System

Concrete and sustainable collaboration and coordination among agencies is crucial for prevention, protection, interception, rescue, repatriation, training, empowerment, and reintegration. The information from interviews revealed that coordination and collaboration enhanced the provision of services, trainings, and skills development packages. Such types of services and packages significantly contributed to the successful reintegration of survivors either in family or in community. One of the key informants contended that a comprehensive package was not possible by a single shelter or agency so the gap should be made through coordination and collaboration between different agencies. However, no such practice was observed among the different agencies to-date. A complete package of health, psychosocial counseling, education, life-skills training, provision of soft loans, network development for entrepreneurship and business, availing employment opportunities, follow-up and monitoring, legal services and security are not possible by a single shelter due to lack of funding support and the capacity of the shelters. This further illustrates the need for strong coordination and cooperation among the stakeholders.

Similarly, a key informant from Kathmandu shared his view that coordination and collaboration between the three tiers of government—federal, provincial, and local—are essential for allocation of budget monies to shelters and objective-driven monitoring and evaluation. The lack of inter-agency collaboration/coordination in terms of providing reintegration services and facilities is one of the hindering factors for successful and dignified reintegration of survivors. The formulation of a reintegration policy for survivors and the development of a framework for mandatory coordination could provide the basis for better reintegration services and facilities, which ultimately would yield the best reintegration of survivors.

The Executive Director of Foreign Employment Board shared his views that “there is reintegration policy only for returnee migrants, but such policy is not available for survivors of human trafficking. In such a situation reintegration work cannot be effective or sustainable for TIP survivors. The apex body of the issues of human trafficking is the federal ministry (MoWCSC) that needs to develop a concrete framework for the coordination and collaboration among different agencies and organizations—including private sector, government organizations, NGOs, and INGOs. The collaborative and coordinated effort, to some extent, yields to achieve the required components of reintegration of survivors of trafficking.”

Apart from the coordination and collaboration among agencies or organizations, the inter-agency network would be effective to provide the required services to survivors; such types of inter-agency networks could be independently developed by each shelter.

Inter-agency Coordination and Cooperation

The MoWCSC has the primary role of inter-agency coordination and collaboration. MoWCSC not only works within the country, but it also coordinates with Ministry of Foreign Affairs and supports the survivors to come back to Nepal. As an apex coordination body, it has the valid and legal ground to coordinate with relevant provincial ministries as well as district anti-human trafficking committees. The coordinative as well as collaborative effort provides a conducive environment to survivors for their reintegration. This ministry particularly develops policies, plans, and strategies for coordination; it also allocates budget monies for different NGOs for reintegration purposes.

The Chief of Anti-Trafficking Department, MoWCSC stated that “we don’t directly do intervention, interception, rescue, and reintegration work but we have a key role in developing the plan, policy, and strategy for reintegration as well as follow-up services. We have one central-level national anti-human trafficking and transportation committee, district-level anti-human trafficking and transportation committees, and local-level anti-human trafficking and transportation committees. In the changed federal context the committees also need to develop at the provincial-level.”

Inter-agency coordination and collaboration, in its truest sense, works effectively if the coordination mechanisms have been developed in line with the operational guidelines developed by MoWCSC. By its very nature, human trafficking is made up of illicit activities; reintegration of survivors of human trafficking is often regarded as a challenging task since survivors have different kinds of needs and necessities. Therefore, to fulfill the need and necessities of survivors, a referral system from one agency or organization to another would be a significant improvement.

Box 11: Interview excerpts on shelters and connecting with community

“The community should at least know if there is any such problem in the community; it will serve the council. If not, why don’t we get Community Referral? That’s why the community has to have it. The shelter has some privacy and security issues. It should be taken care of. In the name of being open, not everything is right. For that reason, we need to pay special attention to privacy and security matters. Interaction should be done taking care of that; if the community does not know, how will the case come. Some of them are coming from the community and finally we are sending people to see them at the border. If information does not come, it is difficult. But if information comes, it becomes easy for us to know the people. That’s why communication is important between shelters and communities.”—*Informant from Nepalgunj*

“Linking up with community and society is crucial while launching reintegration programs and packages. The local community needs to support both survivors as well as family of survivors for better output. The community involvement to some extent contributes to remove the blame and stigma and encourage survivors for their best reintegration.”—*IK-F020*

Existing Structures and Their Functioning and Facilitation

There are number of departments, committees, and bureaus to tackle the issues related to human trafficking. Structurally, MoWCSC is the apex body; one section is called the anti-human trafficking and transportation section, which has a key coordinating role ranging from policy making to budget allocation. Similarly, there is the National Committee for Controlling Human Trafficking (NCCHT), District Committees on Controlling Human Trafficking (DCCHT), and Local Committees on Controlling Human Trafficking (LCCHT). The interviews with key informants and concerned stakeholders revealed that NCCHT exists, but its role was not effective and there was lack of coordination with DCCHT and LCCHT.

Furthermore, to-date, a majority of the districts had not formed the DCCHT; similarly, many local governments had not formed LCCHT. So, the overall situation was disorganized at best. In such situations, coordination and cooperation are not effective at an expected level. As per consultation with different stakeholders, not all local levels have LCCHT, but it is essential to control the task of human trafficking activities and reintegration.

Since the policy of human trafficking at the national level is more than 20 years old, activists have been advocating to make a new policy for years according to federalism. And even though some local bodies are interested, they do not have legal and procedural capacities to perform the work. The Executive Director of AATWIN shared that recently AATWIN made a three-level model policy based on stakeholders' suggestions. AATWIN submitted that policy to the Chief Minister and Ministry of Social Development in five provinces and 20–30 local levels. We suggested that local levels focus their work on prevention and protection.

The success of reintegration of survivors of human trafficking is directly linked with local people and then family members. The acceptance of survivors by local people can have significant meaning in terms of sustainable reintegration; for this purpose, the role of both LCCHT and local government is primary. Furthermore, it helps provide awareness-related training, packages, and strengthening the capacity for successful reintegration.

Status of Coordination and Collaboration

The status of coordination and collaboration is not effective or efficient so far.²¹ Representatives of local governments do not know how trafficking occurs or how many survivors of trafficking are in a particular local level. Therefore, governments as well as non-government agencies/organizations need to develop a well-accepted framework for coordination and collaboration. The representative of Arjundhara Municipality shared his view that “we did not know how many girls and women were survivors of human trafficking but the UN agency IOM identified 20 survivors from our municipality.” This statement revealed that there was a lack of capacity at the local level for identifying survivors of trafficking. Furthermore, there was poor coordination and collaboration between different stakeholders and agencies and the mechanism for tackling the issues of human trafficking was almost absent.

Box 12: Interview excerpts on coordination and collaboration

“We have a network with Nepal police, Central Investigation Bureau (CIB), Anti-trafficking bureau, local governments, MoWCSC; we have ties with the provincial government and other NGOs; we have role to activate the DCCHT as well as LCCHT; we provided the awareness and talk program with a member of parliament (MP); we also have influence on policy provision in regard to budget allocation. Primarily, TIP issues need to be included in the policy program and for that we have developed a modality with aid of parliamentarian, mayors, chairpersons, and ward chairpersons in regard to human trafficking.”—*IK-M027*

“We have a good link with the local government here. In the initial days, the representatives in municipalities did not believe us. They used to say it is stupid stuff and that it is not possible for there to be human trafficking in Banke district. Their focus was only on development-like issues. We managed to clarify them by holding a workshop with convincing data. After that, the sub-metropolitan /municipality also started supporting us and our shelter. They also built the training hall where we live now.”—*Informant from Saathi Nepal*

²¹ One of the key informants of Jhapa district shared that there was lack of interagency collaboration and coordination as the NCCHT did not have an effective role in terms of R2R.

The role of local government could be crucial for 4Rs (rescue, reparation, rehabilitation, and reintegration). The closest and nearest government entity for the people was the local government which had close ties with local people. From the awareness-raising program to the reintegration and post reintegration program, the role of local level was pivotal, since the local level had abundant constitutional rights for formulating and implementing different plans and programs.

Most of the shelters focused on preventive programs. As a part of a preventive program, different public-awareness and sensitization programs at the community level were conducted in collaboration with local youths, students, and leaders. Furthermore, shelters provided technical assistance to municipalities for preventive actions.²²

Regular follow-up of reintegrated survivors is essential; at the community level, local governments could take a leading, responsible, and effective role.²³ Federal and provincial governments formulated law and policy and provided funds for shelter reintegration services; however, follow-up should be done at the local level. While some statistics may show reintegration is occurring, there are also filed cases of human trafficking that are withdrawn, which shows the failure in reintegration. If cases were withdrawn, then we contend that the reintegration process is not completely successful. On the basis of this statement, we concluded that the status of collaboration and coordination was not effective and needed to be reworked and reframed at the local level. The reintegration of TIP survivors cannot be successful if a filed case of human trafficking is withdrawn with due influence of perpetrators. The withdrawal of the case in the middle of court proceeding reflects the failure of reintegration process. So, there should be strong collaboration and coordination among shelter service providing institutions and local government.

Role of Agencies in Reintegration

Everyone has a role to play in the successful reintegration process. It is the role of family and society to make survivors comfortable and not reinjure them by continuing to talk about their past. The government must be involved as well since it is the main guardian of trafficking and all its tiers have crucial roles to play in their respective areas. The local body (wards) could create programs and training, and perhaps jobs. The provincial and federal governments could further develop policies and programs in order to reduce problems in vulnerable communities. The private sector could provide many opportunities for economic empowerment, such as by giving them job training and job priority, as a part of Corporate Social Responsibility (CSR). The media could create an enabling environment for reintegration.

Referral System and Coordination

A referral system is one of the crucial components of coordination while providing shelter services. After rescue, survivors need to be given appropriate health services, basic needs, counseling, and empowerment packages—including trainings. Not all rescue agencies have the capacity and space to shelter survivors; in such cases, referral services need to be employed for further processing.²⁴ Interviews conducted with key informants and shelter service providers revealed that referrals

²² This information was from a key informant of Nepalgunj.

²³ A key informant from the Foreign Employment Board shared that a reintegration policy for returnee migrants had been under review; we also concluded there the need for local governments' involvement for best reintegration.

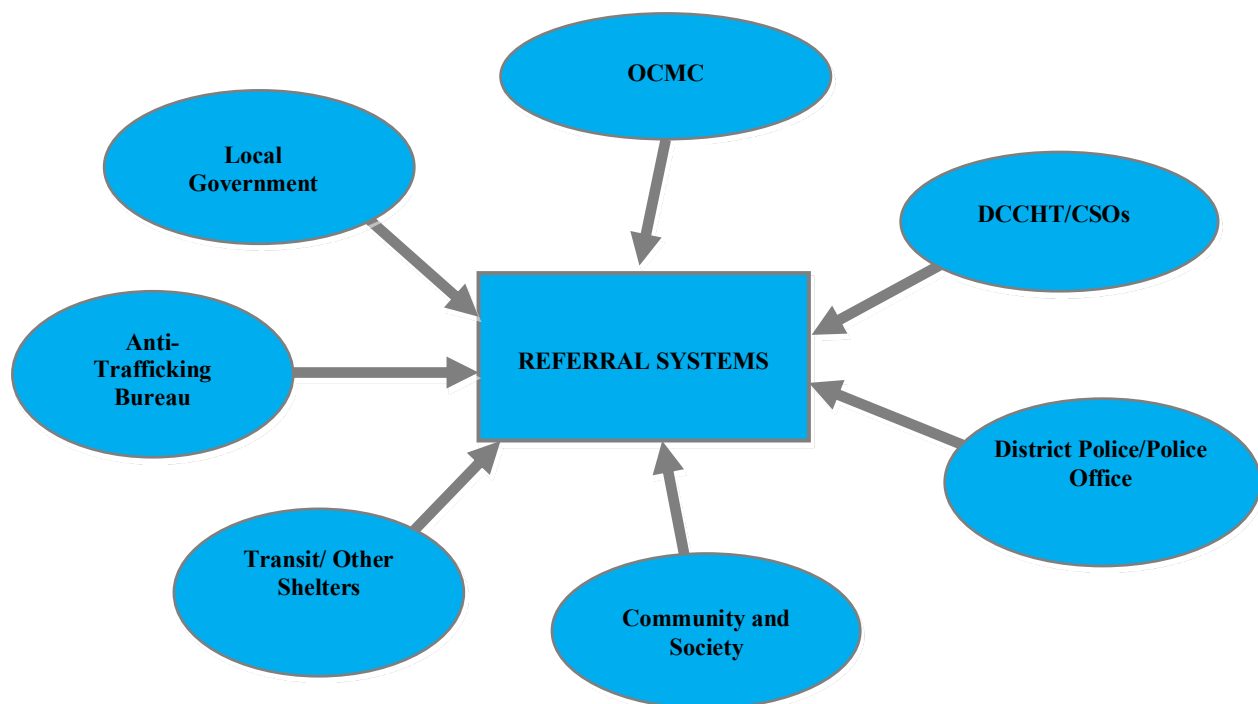
²⁴ IDI with regional coordinator of Maiti Nepal, Jhapa.

came through district police/police, local government, various CSO committees, OCMC, district police/police office, DCCHT, CSOs, and different shelters. Aforementioned agencies first identified the victims and referred them to shelters having reintegration and rehabilitation centers. Similarly, shelters sometimes need to get services from different entities like OCMC, legal organizations, training institutions, individual counselors, investigation, and private sectors.

The efforts of a single shelter or agency is likely not enough for successful reintegration. A joint approach or network-based referral system is preferable. We observed that food, shelter, and all the arrangements in the shelters were not meeting the NMS set by guidelines of the GoN, 2011, nor did the GoN meet the NMS even when it took upon the budget itself.²⁵ In other words, it has become ever more necessary to coordinate closely between agencies in terms of upgradation, providing more services to the victims and making them stronger before they go back into society.

There is not a coherent referral system. The existing referral system is seemed ad hoc and was not effective for smooth referrals. A direct referral system with proper security and that provides basic needs for survivors is essential for effective reintegration services. The coordination between the district and local committees—including other affiliated organizations—is essential to activate the referral system. The existing referral system for the survivors is presented in Figure 5.

Figure 5: Referral systems to shelters



Best practice: Shelters have adopted the practice of coordination and cooperation with local governments, other shelters, and development partners for best service delivery to survivors. Regular meetings with different stakeholders ensure accountability, transparency, efficiency,

²⁵ Key informant from NNSM.

effectiveness, and sustainability of shelter services and are a positive signal for successful and dignified reintegration. Similarly, shelters have played an important role in promoting and providing justice to survivors during the court proceedings period by providing shelter services.

4.6 Opportunities and Challenges (Enabling and Hindering Factors) of Reintegration Practices

Despite having constitutional, legal, and institutional provisions, the number of efforts of reintegration of survivors of trafficking has not resulted in successful and dignified reintegration. The NMS on Survivors of TIP Care and Protection, 2068 (2011) and Operational Guidelines for Rehabilitation Centre, 2068 (2011) provided the groundwork for managing and providing shelter services and care. Interviews with key informants and experts revealed that existing shelter services are not effective, sufficient, or sustainable since most are project-driven and do not have regular/adequate funding.

Opportunities of Reintegration Practices (enabling factors)

Functional networks and agencies: The study team interviewed shelter service providers, key informants, and TIP survivors to collect views on opportunities and challenges (enabling and hindering factors) for reintegration practices. The interviews with shelter service providers emphasized that the main enabling factors for reintegration practice are its substantive/procedural portion (legal, structural, and procedural) and that coordination between agencies is available as and functional.

Effective policy instruments: A key informant from Kathmandu shared that the GoN ratified the Palermo Protocol and there is NCCHT, DCCHT, or LCCHT in the changed federal context.

Provision for referral network: Likewise, a key informant from a network organization added that the referral systems and networks among the anti-trafficking organizations also enable reintegration practices. The prompt response of police for investigations, priority given for further prosecution, and case management in court proceedings also encourage shelter service providers. Similarly, a GESI expert²⁶ observed that there is more investment in long-term support and infrastructure at shelters, which enhances shelter care and services.

Exemplary decision of Supreme Court (SC) and network development with private sectors: The benchmark decisions made by the Supreme Court of Nepal for providing compensation to TIP survivors represents efforts of the judiciary for the reintegration of survivors. The Advocate and General Secretary of NNSM explained that there are exemplary decisions of the Supreme Court, the existence of all human rights treaties, and international instruments that protect human rights of survivors. Based on the preceding, the best shelter services are identified for survivors. The study team found that the collaboration and cooperation of different private groups and employment agencies also support shelters by providing skill-based training and linking them with job opportunities, which have significant role in successful reintegration of survivors.

Increasing the level of awareness: The level of awareness of Nepali people regarding human trafficking has been increasing overtime along with the increment in the literacy rate. The

²⁶ GESI Expert from Hamro Samman Project, Winrock International.

tendency of victim/survivor blaming culture has been changing over time which could encourage survivors to begin their new life by reducing traumatic condition. By and large, as a result of raising awareness, the support of community and family for shelters and survivors has increased over the time.²⁷

Challenges of Reintegration Practices (hindering factors)

Lack of policy and legal provision: In the absence of a reintegration policy for TIP survivors, the successful reintegration of survivors is a difficult task in Nepal. A representative from NNSM explained that there are different legal and structural provisions; although, due to a lack of comprehensive packages of reintegration for survivors, these provisions often fail to reintegrate survivors and there is also an elevated chance of re-victimization and re-trafficking. The existing acts—HTTCA, 2007 and Regulation, 2008—are the major governing laws and rules in Nepal that govern human trafficking-related activities in Nepal, although there is not ample or conducive provision for reintegration. There is strategic plan for dealing with human trafficking, which is currently in the review process; compensation determined by the court for survivors is not sufficient.²⁸

Lack of regular funding: Shelter service providers contend that the major challenges for shelters to provide services are lack of funding and sustainability of the shelter. In most cases, there is significant difficulty obtaining a shelter house (building). Generally, shelters should have proper space (standard-size bedroom, kitchen, separate room for medical check-up, separate room for psychosocial counselor, separate room for administration, management of internal and external games). Due to lack of regular funding, such standards cannot be met and as a result, quality and effective shelter service is not possible.

Bleak implementation status: The Executive Director of AATWIN shared her view that although there are many policies and regulations in Nepal, there is a problem getting them implemented. Even though the government created an Operational Procedure for Rehabilitation Centre, it has not yet been put in place; the MoHA helped in only two cases. SOPs are not followed by shelters that are operated with support of the government. Similarly, the amount of money given to victims is less than that of a prisoner, i.e., there was a complaint that criminals get even more than victims of crime. A senior officer affiliated to Maiti Nepal explained that “rehabilitation centers have not yet been able to meet the minimum standards set by the Nepal government. Then shelters do not have enough resources. It seems that shelters are trying to work on rights-based, but it looks like working on the needs-based. In order to work on rights-based, there is a need to make the family/community responsible. For increasing the responsibility high there is a need to make a constant interaction.”

The interview taken with key informants, shelter service providers and survivors revealed that the lack of resources—funding, human resources and shelter space, lengthy documentation and

²⁷ A few decades ago, survivors of trafficking were viewed as being sinful and they were largely stigmatized by family/society.

²⁸ In many cases, the Supreme Court of Nepal decided to give only NPR 25,000 as compensation to survivors, which is nominal for starting up any business or entrepreneurship.

administrative process, stigmatization, low socio-economic status of family and lack of post reintegration assessment—are the main challenges of reintegration practices in Nepal.²⁹

Lack of interest of the state in reintegration: The primary information from the field revealed that the state is not showing interest in reintegration of survivors; rather, it is giving attention to reintegration of returnee migrants. Similarly, NCCHT, DCCHT, LCCHT, and other committees working in the human trafficking sector are not active; in many cases, the DCCHT has not yet been formed. To sum, the state should be accountable and proper budget allocations made for reintegration work. For effective and successful reintegration, there should be a cooperative model to access shelter services; at minimum, one shelter per district. In order to address geographical fragility, two–four municipalities could work together by pooling their funding.

Passive anti-trafficking committees: The NCCHT, DCCHT and LCCHT including other committees working in the sector of human trafficking are not active and in many cases the DCCHT have not been created till now. The case of local level in term of forming LCCHT is miserable in that the representatives of local level do not know about the provision of forming LCCHT. The role of NCCHT seems crucial for forming the DCCHT and LCCHT and coordinating committees for effective reintegration. Similarly, the state should be accountable, and it needs to allocate proper budget for reintegration efforts.

Figure 6: Enabling and hindering factors for shelter services

Enabling Factors for Shelter Services	Hindering Factors for Shelter Services
Functional networks and agencies	Lack of policy and legal provisions
Effective policy instruments	Lack of regular funding
Provision of OCMC and referral networks	Bleak implementation status
Exemplary decision of SC and network development with private sectors	Lack of interest of state in reintegration
Increased level of awareness	Passive anti-trafficking committees

5. CONCLUSIONS

The study assessed and analyzed the priority sectors of shelters, shelter’s needs and the needs of survivors, and services offered by shelters; the study then applied approaches to deliver the best shelter care and services to survivors for effective reintegration. In the study, the majority of survivors were female and most survivors were from Gulf Corporation Council countries and Malaysia. The main priority sectors of most of the shelters were prevention, protection, capacity-

²⁹ These are the prime factors that are hindering both shelter services and reintegration of survivors.

building, rescue, empowerment, reintegration, follow-up, and monitoring. The study explored that most of the shelters provided immediate and short-term services; very few provided long-term services due to resource constraints. That means that very few shelters provided comprehensive packages of reintegration to survivors of trafficking.

The findings revealed that most of the shelters did not have skilled/required human resources for shelter management, which negatively affected the reintegration process of survivors. The sustainability of shelters depends on the resources and funding allocated by GoN, which is very nominal. The needs of survivors were diverse and required diverse services. The ability to meet all the diverse needs and services was not found in a single shelter; a lack of complete packages also hindered the successful reintegration of survivors. Immediate and short-term services, service prior to reintegration, and long-term service is impossible for a single shelter to provide due to lack of adequate resources, funding, and space available at shelters.

The study revealed that most of the shelters adopted the survivor-centered approach or shelter-based comprehensive approach; few have collaborated with the community for a community-based approach. It was found that the survivor-centered approach and shelter-based comprehensive approach are best for successful and dignified reintegration. The survivor-centered approach mainly focuses on the needs, necessities, and interests of survivors, and the shelter provides care and support to survivors as per their need. Needs-based care and support could yield better output. On the other hand, the shelter-based comprehensive approach offers holistic packages from basic needs to life-skills training for better employment opportunities. However, application of that approach is largely dependent on funding and the physical infrastructure of the shelters.

The coordination, collaboration, and referral mechanisms were also found to be critical and played a crucial role in best shelter services and successful reintegration. Inter-agency coordination and cooperation was found to be significant for providing shelter services in collaborative and efficient ways, which ultimately ensured sustainable reintegration of survivors. But the existing structure and mechanisms in terms of referral services was not at an expected level since most of local LCCHTs and DCCHTs were not formed. Due to a lack of regular meetings and monitoring, the quality of service provided by shelters was not assessed by NCCHT and DCCHT, which also affected the reintegration process.

The lack of a reintegration policy for survivors of human trafficking, lack of fund allocation from the government for comprehensive shelter package, lack of sustainable resources for shelters, bleak implementation status of existing laws and legal provisions, passiveness of anti-trafficking committees, etc. are found to be major hindering factors for successful reintegration of survivors of human trafficking.

The composite/comprehensive shelter service and care was the best approach and practice for successful reintegration. Both the substantive and procedural aspects of shelter services was found appropriate while providing comprehensive composite services to survivors of human trafficking. Since there is constitutional provision of survivors' reintegration, the federal, provincial, and local government should allocate appropriate budget monies for sustainability and effectiveness of shelter care and services.

6. RECOMMENDATIONS

Shelter Service Providers

1. *Shelter should identify and segregate the type of survivors—including child, married, male, female, survivors of sex trafficking, and survivors of labor exploitation—to provide them targeted support. They also need to be placed separately on the basis of their category. This would ensure their confidentiality and needs-based support to recover quickly from the trauma.*
2. *Prioritize needs assessment to identify the needs and interests of survivors.* Based on the findings of the needs assessment, holistic support should be provided to prepare them for reintegration. On the basis of needs assessment, proper services should be provided to survivors as per the NMS and guidelines.
3. *Management of expert human resources—such as psychosocial counselors, doctors, lawyers, etc.—need to be arranged on a regular basis or contract basis so that shelters can manage the services of all kinds in efficient ways. Experts should be trained/hired to address the immediate needs of the survivors. Shortage of such services will have a big implication among survivors and lead to ineffective recovery and reintegration.*
4. *Once survivors are provided with proper skills training, the shelter should arrange a link-up or network to connect the survivors with potential employers or private sectors for employment opportunities to survivors.*
5. *Once the survivors are prepared for reintegration with essential skills, there should be a provision of seed money and soft loans for those in need, to be arranged by the shelter before survivors leave the shelter for reintegration in community or family. This will lead to economic independence and a dignified life with increased confidence among the survivors.*

Federal and Provincial Government

1. *For comprehensive shelter service, the federal and provincial government should allocate regular budget monies for the rehabilitation and reintegration of survivors of human trafficking. There should be coordination and cooperation between federal, provincial, and local governments for operating shelters and providing shelter services to TIP survivors. Further, there should be strong collaboration and cooperation among shelter-running organizations, government committees, and private sectors for the best referral and service delivery for dignified reintegration of survivors.*
2. *DCCHT should have regular monitoring and feedback loop for better coordination among multiple anti-trafficking stakeholders. DCCHT should have proper reporting and coordination with NCCHT. DCCHT should also facilitate coordination with the local government.*
3. *Government at all tiers should carry out awareness-raising programs.* The mass awareness-raising activities across the country on human trafficking should be arranged by the government to change the mindset of the people. Training related to skills, facilities, schemes, and start-up support should be launched by the government. On one hand, these will generate employment opportunities, which is the major cause of human trafficking, thus reducing the incidence of trafficking; on the other hand, these will increase the capacity of the local people.
4. *Strengthen coordination and communication mechanisms among various organizations and agencies working for rescue, repatriation, rehabilitation, and reintegration. This will help optimize resources and avoid duplication of interventions.*

5. Since it is the regulatory body and primary responsible entity to address the reintegration of TIP survivors, *the government should monitor and review shelter standards and support* provided by all the entities and ensure they are meeting the requirements as per the guidelines. This would make stakeholders, donors, and implementing partners more accountable in promoting effective reintegration. Collaboration with local governments is essential in this regard.

Local Government

1. *Engagement of local governments* for more comprehensive support for shelter management and reintegration with policy instrument and practices is essential. The involvement of local governments also facilitates regular monitoring of reintegrated survivors.
2. *Promotion and protection of both shelters and survivors* are essential. The role of local governments through the mobilization of local police should be crucial for providing security, which needs increase.

NGOs, Human Rights, and Other Organizations

1. *Community and family consultation and counseling* are important for survivors' acceptance. From the outset, shelters need to assess the mentality of the family and community and organize awareness-raising activities to prepare and accept the survivors back into the family and community as they launch preparation for the reintegration of survivors. Similarly, awareness-raising programs as well as family's needs assessment should be conducted. Family counseling—including nearest relatives—is essential for the support and acceptance of survivors.
2. *Skill-focused and capital forming activities* need to be provided to survivors of human trafficking. Appropriate skills trainings, as per the interests of survivors and market demand, need to be arranged in collaboration with local governments and private sectors.
3. Organizations working in human trafficking and reintegration *should identify, review, and lobby for legal and policy revisions*, particularly focusing on barriers that hinder the effective reintegration of TIP survivors.
4. Without the government's mass awareness-raising activities across the country on human trafficking, it would be difficult to change the mindset of the people. Because social acceptance is key for dignified reintegration, the government should invest more on these activities. Therefore, local governments, together with and CSOs/NGOs working on the issues, should *implement campaigns to change the "victim blaming" trend and mindset* through Information and Communications Technology (ICT) materials, radio jingles, street dramas, training, workshops, and evidence-based advocacy.
5. There should be *strong collaboration and cooperation among shelter-running organizations, government committees, and private sectors* for the best referral and service delivery for dignified reintegration of survivors.
6. *An awareness program needs to be arranged by human rights organizations and NGOs—not only from the perspective of the criminal act but also from the perspective of human rights.*

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ANNEX 1: FIGURES RELATED TO SURVIVORS

Figure 1: Number of Survivors by Gender

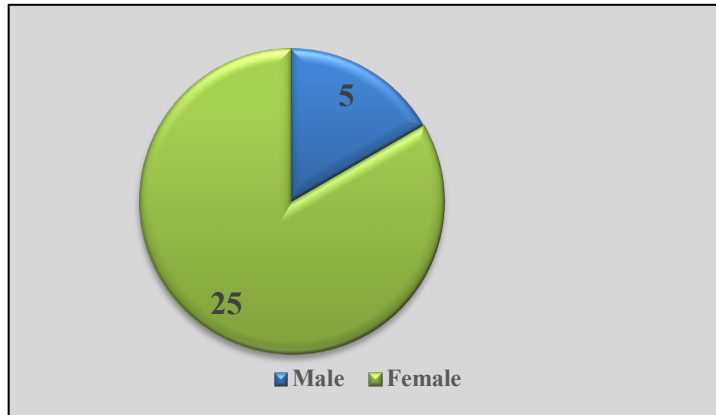


Figure 2: Number of Survivors by Districts

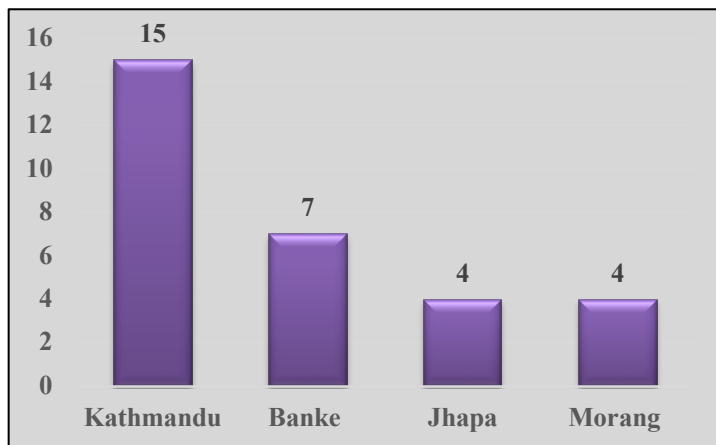


Figure 3: Number of Reintegrated Survivors by Gender

