



Anti-Trafficking Task Force (ATTF) Ukraine

Terms of Reference

May 2022

1. Background

Human trafficking is a crime and a human rights violation, with serious human rights and protection implications - and which is known to significantly amplify in times of wars, crisis and conflict. This is reflected in several reports published by UN agencies, international organizations and the UN Special Rapporteur on Trafficking in Persons. It is also a concern of the Special Representative of the Secretary General on Sexual Violence in Conflict, who signed a framework for cooperation with the Ukrainian government in May 2022. These reports and actions establish a clear link between human trafficking and emergency contexts, and identify a critical gap in the humanitarian response system.

In Ukraine, human trafficking has been known as a widespread phenomenon event before the war. Human trafficking is known to proliferate through highly adaptable strategies, including fraudulent employment offers inside the country and abroad, offers of support for accommodation and residence for those considering leaving their place of usual residence or the country, as well as through online recruitment and disinformation. Both the internally displaced and refugees are particularly vulnerable to human trafficking, but also generally the millions of war-affected populations. For example, it is known that children and adults in care institutions are at risk of abandonment, and constraints to mobility severely limits their ability to seek cover from the bombardment or to evacuate through humanitarian corridors which are already heavily obstructed. These people are extremely vulnerable and with few options, are likely to accept any offer of support which could have questionable motives.

In 2021, IOM through its Direct assistance Programme identified and assisted nearly 1100 survivors of trafficking, with additional 132 VoT identified in first the three months of 2022 (but whose exploitation happened before the war).

There are indications of increased risk of trafficking due to loss of income and resources, loss of homes and inadequate/non-family style accommodation, family separation, psychological distress, disruption to education, breakdown of law and order, conflict related sexual violence, amongst others. Such situations increase both supply of potential victims and the number of potential traffickers, as potential victims' resort to negative coping strategies, individuals not previously involved in trafficking or exploitation use the opportunity to turn take advantage of desperate people, and as organized trafficking networks arise in or extend into the affected areas and populations.

According to the rapid assessment¹ conducted by La Strada International and Freedom Fund during March – April 2022, the risks are clear – and it is likely that these risks will increase in the coming period, as the war continues, more people are internally displaced, access to services and livelihoods becomes more precarious, and millions of refugees face the need to settle for longer periods in other European countries and begin to access the labour market. The vulnerability is also increased with the experience of secondary displacement resulted in the illegal annexation of the Autonomous Republic of Crimea by the Russian Federation and the City of Sevastopol and the on-going armed conflict in Donetsk and Luhans'k regions as indicated in the GRETA report on the result of secondary evaluation round².

While the activation of article 5 of Council Directive 2001/55/EC of 20 July 2001, introducing temporary protection for Ukrainians arriving in EU countries, significantly reduces the exposure for those fleeing the war to human traffickers, economic need is one of the most often identified vulnerability factors for trafficking in persons (UNODC (2020). Global Report on Trafficking of Persons. In addition, non-Ukrainians fleeing Ukraine may be exposed to human traffickers. (UN sources report that as of the beginning of 2022, 470,000 non- Ukrainians were resident in the country.)

¹ https://freedomfund.org/wp-content/uploads/UkraineAntiTraffickingReport_2022_05_10.pdf

² <https://rm.coe.int/greta-2018-20-fgr-ukr-en/16808f0b82>



While recognizing that the Government has a primary role and responsibility to address human trafficking, the Protection Cluster in Ukraine identified the need to develop a coherent strategy and embed anti-trafficking efforts in protection and the broader humanitarian response in the country across different clusters. Furthermore, links with pre-existing and continuous efforts of the Ukrainian authorities needs to be made, in order to establish more synergies between the state and the increasingly high number of humanitarian actors in Ukraine.

Recent analyses indicate that victims of trafficking are often identified months into a crisis, at which time the victimization has already occurred, and have further noted several factors that contribute to an environment that is highly conducive to trafficking being perpetrated - including severely compromised livelihoods, an increase in negative coping strategies, proliferation of armed actors, separation of families, dissolution of rule of law, and an already established trafficking network. These findings underscore the need to build prevention and risk analysis in the beginning of a humanitarian response, and ensure the provision of services are relevant for survivors of trafficking, even though evidence is yet not available. For this to happen, anti-trafficking activities need a clear place in the existing humanitarian response system and should be part of the protection strategy implemented before, during, and after crises.

2. Objectives of the Anti-Trafficking Task Force in Ukraine

Recognizing the need to systematize the inclusion of a response to human trafficking in humanitarian emergencies, **the Protection Cluster will establish an Anti-Trafficking Task Force** which establishes a platform that will:

- provide technical guidance, identify trends, gaps and priorities (including as a result of assessments and different types of data collection);
- formulate priorities and recommendations for Protection Cluster members and members of other Clusters and undertake advocacy in the areas of service provision and rights (including access to justice) but also prevention;
- complement the Protection Cluster service mapping to integrate the existing services that could be suitable for survivors to access in the current crisis and integration of counter-trafficking activities into other activities (some of which could be initially established for other types of specialized support, such as that for GBV survivors);
- establish referral pathways and SOPs, provide specific tools to deliver activities (e.g. awareness raising and public information), and set clear trafficking in emergencies standards for Ukraine;
- support with capacity building on how best to systematically integrate anti-trafficking efforts and specialized activities into the humanitarian protection response inside the country (prevention, services provision, risks mitigation).

The Task Team will also reinforce existing coordination structures, by establishing links with the sub-clusters' work, to avoid the duplication of service delivery. The Task Force's activities will be informed by the existing evidence related to indicators of human trafficking and past experiences in context of displacement, but also current priorities in key strategies and documents developed by the Ukrainian authorities. Although focused on interventions at the national level, the Anti-Trafficking Task Force may seek to coordinate with anti-trafficking stakeholders outside of Ukraine, to exchange information on context, protection risks and concerns, to ensure the response and services to cases of trafficking elsewhere in the region are informed by needs identified.

3. Coordination and Membership

The Task Force (TF) will convene under the leadership and auspices of the Protection Cluster in Ukraine, and will be co-chaired by IOM Ukraine and La Strada-Ukraine during the timeframe of the Task Force.



The ATTF will be open to active participation from protection actors, including child protection and GBV, operating within Ukraine on the protection response, with programmes that must have anti-trafficking interventions, address related forms of abuse and exploitation, or provide legal aid. In order to ensure that particular risks and needs of children, women and girls are recognized and to place trafficking response and prevention efforts within the existing response architecture, the Coordinators of the Child Protection and the Gender- Based Violence Sub-Clusters, led by UNICEF and UNFPA respectively, will take part in the TF. Guest participants and presenters can be invited on an ad hoc basis. Any other participants can attend the ATTF by invitation only, respecting both the need for confidentiality, as well as the operational and action-oriented nature of the Taskforce. Members of the ATTF are expected to regularly and actively participate in its meetings and initiatives.

The Task Force will exist to serve its members and to ensure effective linkages with other relevant humanitarian actors and Clusters as needed and as appropriate, and in close coordination with the Government. The coordination at the inter-Cluster and other strategic level will be undertaken by the Protection Cluster Coordinator (or Co-coordinator and the CP/GBV SC Coordinators) as one of its major functions, in order to streamline external action and avoid conflation at inter-Cluster venues.

The TF will work in partnership with established community-based protection committees/groups to integrate trafficking risk analysis and mitigation, enhance access to support and services, and strengthen referrals and accountability. Existing referral pathways will be streamlined within the wider humanitarian framework, to provide comprehensive and systematic efforts to address trafficking, conduct prevention activities, support victims/survivors, and to proactively address and mitigate the potential for trafficking to be perpetrated against those identified to be at particular or imminent risk.

4. Objectives and Scope of Work

Overall Objective: Establish a functioning, timebound, and action-oriented Anti-Trafficking Task Force in the framework of the Protection Cluster strategy, to facilitate trafficking survivors rescue, service delivery, coordination, planning, and activities that address human trafficking and the related risks, as well as to provide technical guidance, identify gaps and priorities, set clear trafficking in emergencies standards for Ukraine, and support with capacity building on how to systematically integrate anti-trafficking efforts into humanitarian coordination mechanisms.

Scope of work:

- a. **Take stock of the current situation and capacity.** The Task Force should meet regularly to guide and harmonize anti-trafficking activities, conduct quality assessments, ensure technically sound approaches, assess trends, gaps, and needs, and set priorities, which are raised within the Protection Cluster and other relevant coordination mechanisms, as appropriate.
 - Mapping anti-trafficking service providers who remain active in Ukraine, so detected cases of trafficking can be triaged effectively. Include these organisations/services within the broader Protection Cluster Service Mapping tool.
 - Understanding whether existing anti-trafficking action plans and state-run services remain functional.
 - Understanding whether existing initiatives and services run by civil society organizations, including members of the All-Ukrainian Counter-Trafficking NGO Coalition remains functional under the current emergency context.
 - Identifying gaps in anti-trafficking services [e.g. services for specific groups/categories of survivors, i.e. men for forced labour], or in specific locations. Any gap analysis will take stock of existing and planned work done through the Clusters (with focus on the Protection Cluster including the Child Protection (CP) and Gender-Based Violence (GBV) sub-Clusters) and by operational agencies working on the topic.
 - Assessing whether additional resources and/or advocacy are necessary for an effective anti-trafficking response.
- b. **Identify knowledge gaps and enhance capacity of responders.**



- Enhancing the capacity of humanitarian, protection and government bodies to integrate antitrafficking activities into Government, UN, I/NGO and civil society preparedness and response mechanisms, policies and plans at the national and cross-border levels.
 - Ensuring that trainings/capacity strengthening activities for humanitarian actors on identification, referral and other standards are included into humanitarian response programs to mitigate exploitation and trafficking.
 - Ensuring that awareness materials, tools, anti-trafficking strategies and referral information is cascaded to the grass-root levels.
 - Collaborate with and build capacity of law enforcement bodies in identification/prevention/referral, to control/check those transporting vulnerable individuals and groups.
 - Promote training of monitors to screen for signs of trafficking at major points of travel and conduct potential victim interviews.
- c. **Ensure data on trafficking is collected, analysed, and made available.**
- Ensure data collecting/consolidating processes are operational and made available.
 - Ensuring indicators of trafficking are included within Protection Monitoring tools
 - Ensure Flash Updates include anti-trafficking information
- d. **Ensure that the trafficking survivors have access to specialized needs-based assistance which is harmonized with existing referral pathways and services are not duplicated.**
- GBV, Child Protection (among others) to integrate trafficking referrals.
 - If deemed necessary for the context (e.g. no available services for victims of trafficking for certain exploitation i.e. men for forced labour or people for organ trafficking) also ensure a comprehensive standalone referral process and mechanism is in place.
 - Work with the other clusters, to ensure that awareness raising is linked to existing services as awareness raising with no services can create harm.
 - Conduct quality assessment of available services or support activities, and to determine their relevance to the emergency context.
- e. **Ensure war-affected people, internally displaced people, and people intending to move outside of Ukraine are aware of trafficking risks and recourse available to them.**
- Integrate anti-trafficking messages within leaflets / posters / social media on safe work and/or safe travel abroad; and effective dissemination plans with partners.
 - Ensure coordination between GBV SC, CP SC and PC to ensure that all forms of trafficking are addressed in prevention activities.
- f. **Ensure there are alert mechanisms in place for humanitarians who suspect trafficking in persons/detect potential traffickers among the population.**
- g. Strengthening cross border law enforcement cooperation.

5. Procedural Aspects and Exit Strategy

This Task Force is intended to be a time bound exercise that sets the ground for a solid mainstreaming and integration of anti-trafficking responses in protection interventions in Ukraine. To keep the Task Force as an operational and effective endeavour, these TORs will be complemented by a Work Plan, expected to be submitted by the co-chairs, in agreement with the Task Force members, in three weeks after the first meeting of the Task Force. The Work Plan should be aligned with the scope of work outlined above and specify the key activities, responsible partners and deadlines for agreed outcomes.

Therefore, the Task Force is established for an initial period of four months (May – August 2022), after which the chairs are expected to report on the achievements of specific outcomes/inputs agreed in the Work Plan and conclude the work of the Task Force. The extension of the working period of the Task Force may be approved by the Protection Cluster Coordinator if deemed necessary to continue the work of the group.

The Task Force will convene once every two weeks at a day and time to be confirmed and determined according to the availability of the majority of its members. Should there be a need to meet more frequently, the co-Chairs can call for ad hoc meetings. Minutes of the ATTF will be taken, but will be



made available only to members, considering confidentiality and protection of the issues at point. At the same time, the Protection Cluster will be kept regularly updated on most important issues at the ATTF.