

Evaluation Report

of

ARZ - Anyay Rahit Zindagi, Goa

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By

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Acknowledgements

Doing an evaluation of an organisation is always an onerous responsibility. When we were approached by ARZ and tdh Germany to undertake this task, we agreed to the assignment after much thought and being fully assured by both parties that they had confidence in us in being able to carry out this task. We were fully aware of the pitfalls of judging the work of an organisation which has worked in the field for many years, in a relatively short period of time. We have tried to complete this exercise with utmost humility and a sense of responsibility towards both the organisations involved and particularly the people with whom ARZ works. We would have not been able to do this assignment without the fullest cooperation and support of many people, whom we would like to acknowledge at the outset.

We are deeply grateful to Mr. Arunendra Pandey, the Director of ARZ and his entire team for hosting us for three days in Goa and giving us all the information and support we needed to do this evaluation. We deeply appreciate the fact that the suggestions and recommendations made in our report have been accepted by the ARZ team with grace.

We are equally thankful to Ms. Ingrid Mendonca, Mr. George and the support team of TdH, Germany, Pune for allowing us to work with total freedom and backing our suggestions and recommendations made to ARZ in the report.

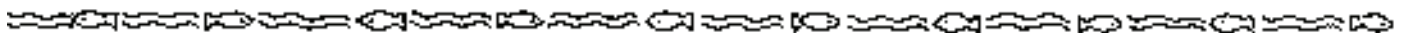
We are especially thankful to the officials from the Police, Department of Women and Child Development and Judiciary in Goa for meeting us and allowing us to interact with them to understand the work of ARZ. We are grateful to the Superintendent of the State Protective Home, Goa for allowing us to visit the SPH and interacting with their staff.

We are deeply grateful to the members of the SWIFT Wash project for allowing us to visit the project and interact with the members to understand the work of the enterprise. We are very thankful to the clients and beneficiaries of ARZ and members of the community in Baina beach, Goa for allowing us an entry into their lives and helping us to understand the significance of the work of ARZ.

Vijay Raghavan

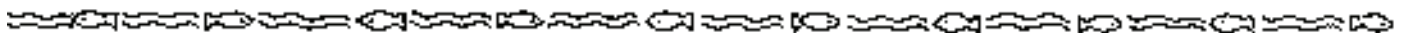
Anjali Pawar- Kate.

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Methodology

The methodology adopted in doing the evaluation of ARZ can be divided into the following phases:

A. Terms of Reference: Tdh G - IP gave a draft TOR for the evaluation to ARZ and to the evaluators. This TOR was finalized through mutual consultations. The final TOR was used as the framework around which the evaluation was carried out. Based on the TOR, the evaluators submitted a draft framework for the final report to be submitted to Tdh G - IP and ARZ. This framework too was finalized through a process of mutual consultations between all parties concerned.

B. Review of Literature: The evaluators were given copies of annual reports of ARZ, narrative reports submitted to funding agencies and project proposals submitted to Tdh G - IP by ARZ two weeks before the actual field visit. Both evaluators went through these reports and proposals to understand the context of the work and the nature of intervention being made by ARZ. These reports helped the evaluators in developing a perspective and framing broad areas for investigation during the field visit.

C. Field Visit: The dates for the field visit to Goa were planned keeping in mind the convenience of the evaluators and the ARZ team. ARZ wanted the evaluators to remain in the field in Goa for a period of four to five days. However, given the constraints of time with the evaluators, it was decided to limit the field visit to three days. In order to make up for lost time, the evaluators spent at least twelve hours or more on two of the days and around six hours on the last day.

During the field visit, the evaluators split themselves to spend time with different aspects of the work. However, for some crucial aspects of the work, they jointly interacted with the stakeholders. During the visit, they interacted with the entire team of ARZ, government officials, community members, rehabilitated victims of CSE, SWIFT Wash employees and also made a visit to the State Protective Home.

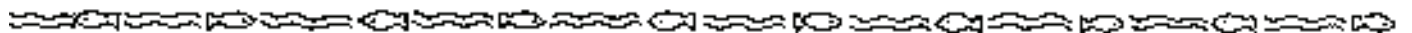
Every night, the evaluators shared notes and emerging perspectives between them so that any gaps in information could be clarified with the ARZ team. The last day of the visit was spent in two debriefing sessions one with the entire ARZ team (which was also used to do the SWOT analysis) and ending with a meeting with the core team of ARZ. This meeting was also used to share the major findings and recommendations, so as to get a feedback for them about the same.

D. Report Writing: The evaluators wrote out their sections based on the areas they had focused on during the field visit. The final report was put together and written by the Chief Evaluator. The final draft report was then shared with Tdh G - IP and the ARZ teams, for their comments and suggestions. Further changes were incorporated based on the comments and suggestions received from them.

E. Debriefing Meeting: Tdh G - IP suggested that we have a debriefing meeting where the evaluators, core team members from ARZ and Tdh G - IP members share and discuss certain aspects of the report and the recommendations. Such a meeting was held at TISS (the co-evaluator could not be present in this meeting due to

her pressing commitments and inability to finalize a date convenient to all parties).

F. Report Finalization: Issues and suggestions that emerged from this meeting were further incorporated in the report by the Chief Evaluator and sent for final comments and suggestions to all parties concerned. The report was finalized and submitted to Tdh G - IP after incorporating all these suggestions and comments in the report.



The Context

The socio-economic scenario, vulnerability analysis of the target group, attempts by State and Non-State actors to address the issue of trafficking.

The situation in Goa *vis a vis* the issue of commercial sexual exploitation of women and children is serious, requiring both State and civil society intervention.

“Goa is surrounded by states, which are comparatively not as economically well off as Goa, resulting in migration of women, girls and children to Goa. Separation from families, alienation from traditional occupations and culture, and inadequate social security nets, makes them vulnerable to different kinds of exploitation, sexual abuse and commercial sexual exploitation being one of them. As majority of the victims are from outside the state, they and the issue do not get necessary attention from the state.

Every year, Goa receives a large number of single men. These men mostly come to Goa for fun and pleasure. As a result there is a large demand for girls, women and children for sexual exploitation. Goa has also traditionally been projected as a land of “wine, women and song” a myth perpetuated by a state ruthless in its promotion of tourism at any cost.” (ARZ, n.d., pp 4)

The situation of commercial sexual exploitation of women and minors in Goa can be divided into two phases:

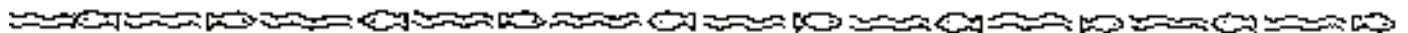
1) From the historical perspective pre and post 2004, when the demolition of the red light area in Baina Beach in North Goa took place, and

2) From the point of view of the phenomenon pre and post dance bar ban in Maharashtra.

Pre 2004, prostitution was mainly concentrated in the Baina Beach in North Goa. The entire beach was a settlement largely of brothels, with most of the women and minors coming from the *devadasi* belt in Karnataka and the Telengana region of Andhra Pradesh. The women came from rural parts and comprised of *dalits* and *devadasis*. Dedication of minor girls born to *devadasi* women was a common practice. Women were lured from AP and Karnataka under false pretexts and forced into prostitution. Around 40% of the population was also inhabited by migrant labour from the two states and other parts of India and the rest consisted of victim girls and women and the perpetrators traffickers, pimps, brothel keepers, managers, bars, eating joints and related professions which depended on the flesh trade. The entire area was a slum, which had no legal basis.

“For decades prior to the demolition in 2004, the red-light area housed most of the trafficked victims, their *gharwalis* (brothel keepers), pimps and the entire gamut of people and occupations surrounding and living off prostitution apart from others who lived in the community and had no connection with prostitution” (ARZ, n.d., pp 4).

In 2004, the Goa Bench of the Mumbai High Court passed an order in a PIL to carry out a survey of houses where commercialised prostitution was going on, seal those premises and rehabilitate the victims. The government of Goa, on the basis of this order, carried out demolition not only the brothel area but also houses of the working



class population. Almost 750 hutments were demolished during the rainy season, rendering thousands homeless with no place to go. NGOs were not allowed to provide relief to the displaced families, leading to a humanitarian crisis. More than half of the beach area was cleared.

The displaced people gradually had to disperse from the area. Some went back to their native place and others moved to other parts of Goa. The impact of this development led to the flesh trade getting dispersed in all parts of Goa instead of being concentrated in one area.

“...It was believed by various sections of Goan society that the impact of the demolition would be felt across the state. This again was based on anecdotes of clients (tourist and locals) looking for girls 'elsewhere' (outside Baina), girls living in Baina and traveling to other parts of the State for prostitution, the increasing vulnerability of these girls as the protection afforded by being part of a community no longer existed, and concerns of NGOs who had worked in Baina that their services would now no longer be accessible to the girls and women.

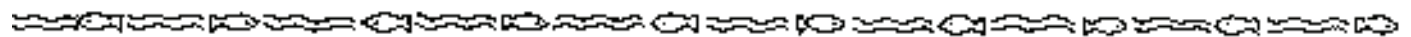
The spread of prostitution previously limited to Baina to other parts of Goa and the neighboring states, was felt to have resulted in the victims being more dependent on the traffickers, losing access to protection and other necessary services. Also, there was a reported increase in the trafficking of minors and abuse and exploitation of women and girls by the traffickers. The demolition has also resulted in forcing a large number of vulnerable women and girls from Baina to sexual abuse and commercial sexual exploitation” (ARZ, n.d., pp 5).

The dance bar ban in Maharashtra led to a parallel development. “Soon after the demolition, in early 2005

there was a ban on dancing in dance bars in Mumbai creating much furor among human rights organisations among others, but more importantly, rendering the girls and women in the dancing profession vulnerable to being trafficked. This was because the dance bar industry already had traffickers, who would find easy prey in these girls whose livelihood options were now lost. The closure of these bars was also said to have increased trafficking of girls and women for prostitution from Maharashtra to Goa” (ARZ, n.d., pp 4).

Women were now being trafficked to Goa by agents and contractors who would get women from Mumbai in small groups of 15-20 each for periods ranging from 15 to 20 days at a time. Newer forms and sites of exploitation emerged massage parlours, houses being rented out in remote parts of the state, hotels and lodges being used for carrying on prostitution and vehicles being used to transport and carry on sexual exploitation. Forced prostitution was on the wane and it was replaced by women/minors 'voluntarily' coming forward lured by agents and pushed by families into the trade.

In terms of the source areas, brothel based prostitution was based on women coming from rural areas, poor and drought prone areas women came from landless, *dalit* and illiterate family backgrounds. Due to specific State intervention aimed at preventing commercial sexual exploitation in Karnataka and Andhra Pradesh, the influx from these states began ebbing. The changing face of the trade led to a demand for more sophisticated and semi-educated women and girls who could mingle with the mainstream to avoid identification. The newer source areas now were West Bengal and some of the North Eastern states.



A recent trend is the entry of local Goan women into the trade largely a combination of factors such as conflicts within working class families, girls working as contract labour and laid off six months a year and need to sustain a now improved standard of living as far as the girls were concerned.

Some other trends are that the proportion of domestic tourists has far surpassed the foreign tourist leading to a change in the customer base. Though the customer base demand for commercial sexual exploitation has increased over the years, due to the demolition of the red-light area, exploitation of women has now become a hidden phenomenon. It has become more difficult for the police and civil society organisations to collect information about where sexual exploitation goes on. The demand is also fuelled by the Goa government allowing mining activity where there are large numbers of single men from outside the state who come here for work. This is leading to sexual exploitation of local girls in the rural areas, especially those coming from rural areas.

The ARZ Study (n.d.) states that commercial sexual exploitation has now spread to Bardez, Canacona, Mormugao, Pernem, Salcete, Tiswadi and the interior *talukas* of the State. The major findings from the study:

⇒ The CSE sites in Bardez include massage/saloon/beauty parlours, hotels and lodges, rented rooms, *yoga* centres and fishing trawlers. The contact points¹ include beaches, night clubs, bars and restaurants, roads and markets. The trafficked victims

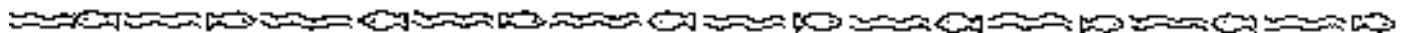
were found to be from Maharashtra, West Bengal, Delhi, Rajasthan, Uttar Pradesh, Andhra Pradesh, Karnataka, North Eastern states such as Manipur and Meghalaya, and Nepal. Girls from different *talukas* of Goa including Bardez were also found in the trade.

⇒ In Canacona, the sites and contact points include beaches, hotels and lodges, markets and massage parlours. The victims have been found to be from Maharashtra, Madhya Pradesh, Uttar Pradesh, Rajasthan, Delhi, West Bengal, Karnataka, Kerala, Manipur and Nepal.

⇒ In Mormugao, Baina beach was the main red-light area in the State for several decades prior to the demolition. It was estimated that approximately 3000 prostituted girls and women were living in cage like brothels for many decades. Post demolition, the sites include brothels, hotels and lodges, isolated places, rented rooms, customers' houses, fishing trawlers and ports. The contact points include brothels, roads, beaches, weekly markets and highways. Victims are being trafficked from Maharashtra, Karnataka, Andhra Pradesh, Orissa and West Bengal. Local girls who are victims of CSE stay in nearby slums such as Baina, Bogda, Sada, Kharewada, Shantinagar, Zuarinagar, Kortalim and Birla.

⇒ The main site of CSE in Pernem is hotels and lodges, where prostitution is very clandestinely run and the victims are mostly foreigners (mainly of Russian origin).

1 There are certain points of contact wherein the victims and the pimps solicit the customers (ARZ, n.d., Pp 19)



⇒ In Salcete, the sites include hotels and lodges, massage parlours and industrial estates. The contact points include, as in most coastal *talukas*, roads, beaches, railway and bus stations, and market areas. The girls and women are brought mainly from Maharashtra, Andhra Pradesh, West Bengal, Karnataka, Nepal and Bangladesh. A small proportion of girls belong to different *talukas* of Goa. After the ban on dance in dance bars in Maharashtra, many bar girls are being trafficked to hotels and lodges for CSE.

⇒ In Tiswadi *taluka*, the sites include hotels and lodges, massage parlours and vehicles; while the contact points include major bus stands, gardens, post offices, major crossing and roads. The victims hail from West Bengal, Kerala, Orissa, Rajasthan, Madhya Pradesh, Assam, Delhi, Uttar Pradesh, Nepal and Bangladesh. The local girls are mainly from Baina, Bicholim, Mulgaon, Quepem, etc. Majority of girls and women who solicit in public areas in Tiswadi belong to migrant families who have now settled in different *talukas* of Goa.

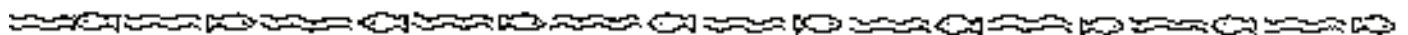
⇒ In the interior non-coastal *talukas*, the sites and contact points include hotels and lodges, rooms in slum areas, industrial estates, massage parlours, markets, roads and highways. The victim women are mostly from Karnataka, many of them dedicated (devadasi) women, who have settled in Goa. In some parts of the interior *talukas*, girls or pimps visit weekly markets to solicit customers. Some of these girls are from nearby villages, neighbouring *talukas* and migrants, mainly from Karnataka. The migrants include both those who have settled in Goa, as well as those who live in Belgaum and come to Goa only during those market days. Most of the girls soliciting on the roads in Ponda hail from Karnataka, Andhra Pradesh and Maharashtra as well as from

different parts of Goa. Majority of these girls belong to families having extremely poor economic status and belong to disturbed (e.g. presence of alcoholic parents) or broken families. There is significant portion of girls and women where there is absence of earning male in the family (*ibid*).

State intervention in terms of rescue, rehabilitation and prevention was almost non-existent, the empty premises of the State Protective Home being proof of this. However, pressure from the locals and NGOs working on the issue of CSE of women and girls, the situation is changing for the better. "...due to a strong nexus between perpetrators and 'high profile personalities' these situations are either ignored or, at best, verbally communicated to the members of the *panchayat*. Despite the fact that people felt that not much was done to curb commercial sexual activities, secondary data revealed that in the past the police had conducted a number of raids in different parts of Bardez taluka wherein commercial sexual exploitation (CSE) of children, girls and women was reported. Though raids basically reflect a miniscule degree of the problem, they however throw some light on what is happening vis-a-vis trafficking in the area. In the recent years, with the perceived or actual increase in commercial sexual activities, local residents have taken the initiative to curb these activities. This has been done through written complaints and demonstrations organized by local residents and members of several village *panchayats*" (ARZ, n.d. pp 21).

Some of the issues brought out through the ARZ Study are:

- ◆ Increased vulnerability of trafficked victims post



the Baina demolition - The support structures for victims in the red-light area (despite harassment by officialdom, pimps and customers) in the form of local community structures and NGOs working in the area, are no longer available as many of them had to go out of the area to get customers (either within Goa or to neighbouring states) they were now left to fend for themselves.

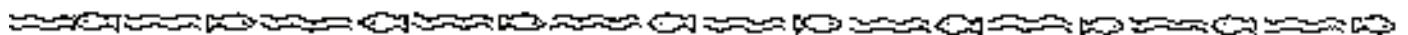
- ◆ Increased vulnerability to being trafficked - Women and adolescent girls from the red light area community² have become vulnerable to commercial sexual exploitation. Men from the community (erstwhile local clients of women and girls in the red light area) now target women and girls in their communities for sexual abuse and exploitation. The community (even those which did not earn off women in prostitution) is increasingly accepting sexual abuse of women and children in their own families now that they are in economic crisis.

- ◆ Spread of prostitution across the state - New destination points of trafficking in Goa and outside Goa in the neighboring states have developed. The demolition has led to an emergence of a different nature of prostitution, like an escalation in highway prostitution, prostitution in isolated places like jungles, prostitution in massage parlours, hotels and lodges, vehicles (private four wheelers), etc.

- ◆ Influence on local population - Particularly along the coastal belt, local communities are increasingly getting involved in prostitution. There are numerous instances where young girls and boys were lured and finally trapped in the flesh trade. This could also be linked to factors like increasing commercialization, globalization, and lack of employment options accompanied by the increasing cost of living, alienation from traditional livelihoods and cultural values and the government policy of promotion of tourism at all costs. However, most cases (of girls who have been rescued) show that it is the vulnerable girls who become victims vulnerable due to their socio-economic status, family make-up or due to their personal growth.

- ◆ Profile of perpetrators and *modus operandi* - The traffickers (suppliers) are mainly based in Mumbai or source states such as Andhra Pradesh, Maharashtra and West Bengal who directly send girls and women to Goa or send them to Mumbai and later the local suppliers traffic them to Goa. The inter-state private bus staff (Mumbai-Goa) usually operate as transport agents. The local perpetrators include local shack owners, hotel owners, taxi drivers, etc who either buy the women for certain period and then prostitute them or solicit customers for the women. The soliciting of the customers is done by perpetrators sitting in hotels, bars, restaurants, parking areas, markets, beaches and other destinations where influx of tourists is high. The projection of Goa as a place famous for “*Bai and Battli*” (Women and Wine), attracts

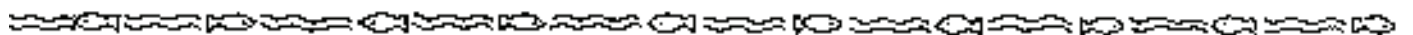
2 The Baina community had a population of 10,000 which included victims of prostitution, perpetrators of prostitution and those who were residing in the same slum, not directly engaged in prostitution. Some of them were indirectly surviving off prostitution - selling food, clothes, working in bars and restaurants, working as maids in the brothels, etc. This secondary population comprised of 80% of the total figure. Majority of this population are *Kannadigas* and belong to the same ethnic community and region, which is primarily *Dalit*. With the demolition, the community continues to live in the slum, since they have no option of going elsewhere.



groups of young single men from other states. Customers are also solicited by pimps working at different settings. They keep regular contact with these girls over the mobiles. As per demand girls are immediately picked-up or called at specified places.

- ◆ Failure to prosecute offenders - It is commonly known that once caught by police, the perpetrators only change the location of their operation but do not give up the business. In some cases, it is further intensified in terms of increase in number of girls, more contacts in flesh trade, more police and political linkages.
- ◆ Linkage between tourism and trafficking Movements of traffickers, perpetrators and victims of commercial sexual exploitation mostly correlate with the inflow of tourists. On important occasions like New Year celebrations, carnival days, and when there are a series of holidays (e.g. public holidays combined with a weekend) the inflow of tourists in the coastal belt increases, and so does the entry of a number of girls for prostitution from other states.

It was in this context that the intervention of ARZ needs to be understood and evaluated.



Aims and Objectives of the Organisation

Understanding and Relevance

ARZ believes that victims of commercial sexual exploitation are the most stigmatized, marginalized and victimized group of the society. Thus, ARZ activities are aimed towards the three Ps:

- Prevention of commercial sexual exploitation of vulnerable individuals & groups,
- Protection and rehabilitation of the trafficked victims and
- Prosecution of traffickers and perpetrators.

Objectives

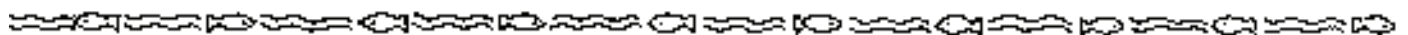
1. To prevent entry of traffickers and victims in Goa
2. To rescue, rehabilitate, repatriate and reintegrate victims of human trafficking.
3. To provide economic rehabilitation to the victims of commercial sexual exploitation, perpetrators of human trafficking and to those who are either vulnerable to become victims or traffickers.
4. To enable the government agencies in Goa and source states to prevent human trafficking, protection of victim, rehabilitation of victims of human trafficking and in the prosecution of traffickers.

The phenomenon of commercial sexual exploitation in Goa can be categorized as brothel based, hotel and lodge based, street based and vehicle based in various talukas of the state. In the **brothel based** phenomenon the girls are housed in rooms and the perpetrators include brothel keepers and pimps. The customers are solicited by the brothel keepers and the pimps. In the **hotel and**

lodge based phenomenon, victims are kept in the hotel/lodge and soliciting of the customers is done by the pimps, hotel staff, taxi drivers and traffickers. Girls are mostly locked in the rooms of the hotel and lodges and paraded before the customers for selection. In the **street based** phenomenon, the traffickers/perpetrators force the girls to solicit the customer on their own and then take the customers to hotel and lodges with whom they already have an understanding. Sometimes they are even sexually exploited in isolated places such as jungles, vehicle, etc. In the **“vehicle”** phenomenon, victims are carried in vehicle by the traffickers and soliciting is done by the trafficker's agents. Most of the times, the victims are kept in the vehicle and the vehicle is parked in the tourist areas located in south and north Goa. Once the traffickers' agents fix the deal with the customers, they inform the traffickers sitting in the vehicle and the vehicle comes and drops the victim at the destination given by the agent. Once the job is over the vehicle comes and collects the girl/s. It is found that this kind of exploitation is done in a very organized manner with the active involvement of police, taxi drivers, and hotel and lodge staff.

The prevailing conditions in the state prove to be a safe heaven for the perpetrators and traffickers of commercial sexual exploitation. The problem of CSE has never been taken on priority basis by the 'state authorities'. For the large segment of the population in Goa, it is considered to be the problem of the outsiders.

The victims of commercial sexual exploitation do not have any access to education, social security, recreation or leisure. Often victims entertain 8 to 10 customers per



day and are found to be ignorant about their legal rights, sex education, HIV/AIDS and so on. In numerous instances, victims of commercial sexual exploitation had been booked under Section 7 and 8 of Immoral Traffic Prevention Act, 1956. There have been several instances wherein the victims are rounded up and kept in the Protective Home; traffickers tip the police regarding the 'unwanted' girls and then they are rescued and brought in the Protective Home to avoid payments to the girls by traffickers; rescue of victims is carried out by police to get *hafta* from the traffickers, and in most of these cases traffickers are not arrested. The process of rescue is also many a time not very victim friendly.

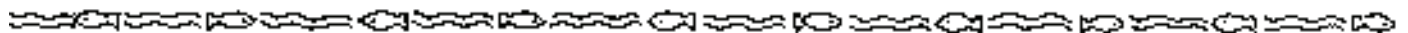
In the case of rescued girls being kept in the protective custody, there is always a need of intensive enquiry before the release of the girl, but mostly the authorities hardly take note of her risks to re-trafficking and in ensuring her rehabilitation. Instead, it has been mostly experienced that the authorities are in a hurry to release the trafficked victims, without taking into account the risks of re-trafficking. The Goa state government has yet to come with a rehabilitation programme or scheme for the rehabilitation of the victims of commercial sexual exploitation. There are hardly any State or NGO run homes equipped with sufficient services for the victims of commercial sexual exploitation.

The absence of any rehabilitation of the victims of commercial sexual exploitation in Baina and the bar girls in Maharashtra has contributed to their continuance of being commercially sexually exploited. The lack of action against the traffickers operating in Baina, Goa and Maharashtra and the existence of a strong organized network of traffickers has contributed to the increased trafficking of the victims from Baina and the victims from

dance bars in Maharashtra to Goa for commercial sexual exploitation.

The other major hurdle in the rehabilitation is due to lack of rehabilitation services in the source states, State and Non-State actors have always faced difficulties in mobilizing services in the source state whether it is to get a home investigation report, rehabilitation services, economic rehabilitation services, follow-up, protection of the victim once sent back home, etc. This many a times causes delay in repatriation and some times re-trafficking.

The aim is to prevent new entry, preventing new generation from being commercially sexually exploited, prevent re-trafficking of victims rescued by police from commercial sexual exploitation in Goa, rescue of victims, prosecution of traffickers, rehabilitation for the victims of demolitions in Baina, equip the criminal justice system in Goa with necessary training to enable them to combat human trafficking in Goa and to provide economic rehabilitation to the victims of commercial sexual exploitation in Goa.



Target group(s)

Class and Community description, Demographic and Socio-economic Profile, Age group, Gender, etc.

The target group includes both male and female population. It comprises of both minors and adults. A large population of the target group comprises of women and girl victims of commercial sexual exploitation. The male members include those who are members of victim's family and have been surviving on the earnings of the victims. The uniqueness of the target group is that in most of the cases the relatives of the victims view the earnings from commercial sexual exploitation as a legal source of livelihood. They are habitual to such earnings and in many of the families the existence of CSE and can be traced to two to three generations. The target group also includes the perpetrators which include madams, pimps, *mards*, and those vulnerable to being trafficked for the purposes of commercial sexual exploitation or are vulnerable to become perpetrators.

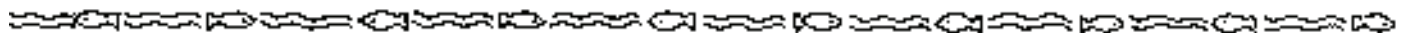
The other target group includes members of different government agencies police, judiciary, prosecution, government doctors, women and child development and voluntary organizations in Goa and source states as they have an important role to play in combating trafficking in Goa.

A majority of the victims of commercial sexual exploitation are from outside the state belonging to Karnataka, Maharashtra, Andhra Pradesh, West Bengal, and from the neighbouring countries such as Nepal, Bangladesh and Russia. But in recent times it has been observed that there has been a phenomenal increase in the number of victims from West Bengal. A large

population also belongs to North Karnataka. North Karnataka region is famous for religious dedication of minors "*devadasi*". The "*devadasi*" belongs to lower caste. Most of these victims are trafficked from their state either directly to Goa or via Mumbai to Goa.

There has been an increase in trafficking of the girls who were previously working in dance bars in Maharashtra. Once in Goa, they are controlled by brothel-keepers and pimps and are commercially sexually exploited as per the wishes of traffickers. Around 80% of money received by the customers is kept by the traffickers. There exists a strong nexuses between traffickers based in source areas West Bengal, Maharashtra, Andhra Pradesh, Nepal, Bangladesh and Russia with the traffickers based in transit and Goa. This organized nexuses has the protection of the local mafia, police and politicians in the transit and destination places.

The government agencies such as police, women and child development and the sub-divisional magistrate have an important role to play in combating trafficking. But more than often it is found that they are ill equipped to handle the cases of trafficking and there is lack of coordination between these agencies/authorities within the state and also with the agencies in the source state. This contributes to flourishing of commercial sexual exploitation activities in the state.



Perspectives on Prevention, Protection and Rehabilitation of the Victims

Organizational Understanding

ARZ believes that

- The victims of commercial sexual exploitation are the most exploited, marginalized and stigmatized group of the society.
- The interventions need to be conducted at four levels prevention of new entry, protection of victims of CSE, rehabilitation of CSE and prosecution of traffickers, simultaneously and only then a difference can be brought to the problem of CSE.
- It is important that the perpetrators who run the business of commercial sexual exploitation and are the main beneficiaries need to be also addressed either by reforming them or by prosecuting them.
- Without the participation of the different government agencies in Goa and the source states, it is not possible to address the problem of commercial sexual exploitation.

Needs

The victims of the CSE need to be helped from coming out of the control of the perpetrators, helped in combating the trauma suffered due to CSE, alternative employment, protecting them from the pressures from the traffickers and family members to continue in the business, prosecution of traffickers and help in providing services (counselling, employment, etc) to her relatives who directly or indirectly may cause her re-trafficking.

The young perpetrators (mostly family members of victims) who are involved in minor offences such as extortion from victims, pimping, surviving on the

earnings of victims, etc needs to be helped by providing necessary counselling and employment opportunities.

The members of government agencies need to be provided necessary information, training, resources and support to participate in combating trafficking.

Constraints

Most of the victims are in very close control of traffickers. Many a times the perpetrators are the close relatives (husband, boy friend, parents) which makes it difficult to get the victim out of CSE.

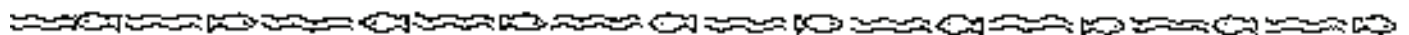
It is also experienced that due to abuse faced during CSE the victim loses hope of any kind of positive change in her life and thus does not cooperate in receiving the services.

Her dependence on her close relatives (*mard*, husband, and parents - dependent on her earnings) causes hurdle in her exit from CSE.

Lack of proper initiative by the state agencies to address the issue of human trafficking, and the absence of coordination between government agencies in the destination and source state is also one of the major constrain in addressing the issue of CSE.

Contribution

The project, through its interventions for prevention, protection, rehabilitation at state protective home and economic rehabilitation will **reduce** - new entry for CSE, exploitation of victim, re-trafficking and **increase** - exit of



victims and perpetrators from CSE, prosecution of traffickers and increased participation of government agencies.

Community Understanding

Interaction with Youth Group - The community perspective on issues relating to prevention, protection and rehabilitation of victims and prosecution of perpetrators can be gauged from the following interaction that the evaluators had with members of the youth group at Baina beach, with whom ARZ has worked since the last twelve years:

Baina before ARZ entry:

By sunset, the beach would be full of people you could only see heads from a distance. All the people on the beach had some connection with commercial sexual exploitation pimps, customers and street walkers. It was impossible for boys and girls who were not connected with the flesh trade to walk on the beach. Police atrocities were rampant. They would barge into any house and could beat up the boys, use abusive language against any person found in the area and all women were addressed as *randis* (whores). No one knew what their legal rights were and was scared of the police. Most girls were trafficked from AP and Karnataka. There was a strong nexus between the traffickers, the police and the local politicians. Girls from the *devadasi* community were routinely 'dedicated' and the police and local politicians were given the 'privilege' of right of first 'use' of the dedicated girls (*nath utarna*). Daughters who had entered into a sexual relationship before marriage were sacrificed by their families into the sex trade. Many girls and boys died at a young age. Exploitation of women and

girls was seen as a private matter of the individual and family concerned. In short, there was no hope in life.

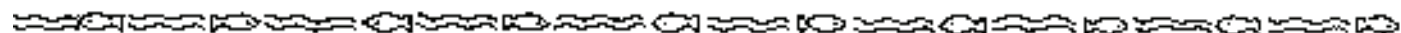
ARZ Entry

ARZ began with teaching young children gave birth to the concept of children's centres. The *Dalit Sangha* space was used to teach the children. Gradually, there was marked



improvement in the behaviour of the children. Parents started sending their children to the centre after bathing them and with clean clothes. This work created an impact on the community and built trust between the organisation and the community. The next activity taken up by the organisation was English speaking classes for members of the Ambedkar Sports Club a social club started by the youth but not really any constructive activity going on there.

Gradually, people in the area started looking up to ARZ as an informal authority structure e.g. disputes between two individuals would come to ARZ for settlement.



People started taking legal guidance from ARZ before going to the police station, if there was any case requiring legal redress. They also approached ARZ in cases of medical help or those in need of hospitalization. ARZ responded to all these needs on a case to case basis, but with the participation of the youth in the area. They also directly confronted the police in cases of police atrocities or human rights violation. These interventions led to creation of awe and respect for the organisation and led to building the confidence level of the local youth in dealing with the police. For the first time in their lives, they faced the police eyeball to eyeball, without any negative consequences and this boosted their morale like never before.

ARZ arranged meetings in the community between senior level police officers and the youth to ally misunderstandings and change negative perceptions about each other. Boys who were earlier into criminal activities started feeling that they could give up negative lifestyle and the police would give them a chance to reform. The youth started becoming proactive in stopping trafficking of women and girls and dedication of devadasi girls as a result of awareness created that sexual exploitation of women and girls was a crime and not a private matter. Information about entry of new girls into the trade came from victims and even pimps, who were now convinced with the zero tolerance policy of ARZ towards the trafficking issue.

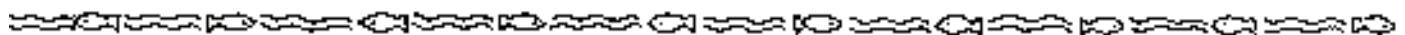
Gradually the practice of dedication of *devadasi* girls stopped completely and almost 30% of dedicated girls were able to get married - a major achievement in terms of breakdown of existing cultural norms. The biggest gain was the regained self respect among the youth and development of confidence to confront the perpetrators,

family members encouraging exploitation and violence against women and the police used to treating the people in a sub-human manner. The turning point in this process came with the arrest of the most powerful brothel keepers in the area. The youth who had got used to the easy money culture were now ready for trade money for self-respect.

Some indicators of the social change process:

- Police started calling women in the area by their names instead of calling them as *randis*.
- In case of elopement of a girl from the area with some boy, the parents started registering a missing complaint with the police instead of 'waiting' for her to come back so that she could now be pushed in the flesh trade.
- Cases of domestic violence came down and in case when it happened, the youth could intervene and stop the violence.
- Families started sending their children to school.
- The youth addressed the elders in the community with respect.
- Amount of drinking reduced.

As one youth said, "We were dead people (*mara hua insaan*). ARZ brought out the truth inside us and gave us self-respect.



Strategies and Programmes

The main intervention strategy of the organisation is a community-based programme aimed at prevention, rescue, prosecution (of the perpetrators) and rehabilitation (of victims and perpetrators). According to the analysis of the organisation, the market promotes induction of victims into the trade. The market is sustained by the continuous flow of victims and perpetrators who bring the victims into the market. Perpetrators are defined as those who not only directly feed off the victims such as traffickers, pimps and brothel keepers but also those who indirectly benefit from it hotel/lodge owners, shopkeepers operating in the area, even domestic helps who work for those who run the trade. This market is supported by vested interest groups, which benefit both financially and sexually from it. This consists largely of the police, the politicians and the elite.

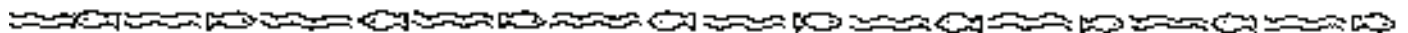
The strategy mainly consists of:

- 1) Focusing on source areas by identifying and trying to act against the traffickers bringing victims from these areas.
- 2) Rescue and rehabilitation of victims (housed in the Protective Home).
- 3) Action against and reform of perpetrators (wherever feasible).
- 4) Exposing the vested interest groups through the help of the State agencies and the media, so that the market is eventually weakened.

Rehabilitation of victims is attempted to be achieved through two broad methods - non-family based repatriation with the help of carefully selected NGOs in the source districts³. Baina beach continues to be a focus area for ARZ, as according to them, the chances of second generation trafficking of children remains a distinct possibility. The work here is mainly preventive in nature with the focus on children, who are accessed through their education programme children's centres (titled the Ankur programme). By working in the Baina beach area, ARZ has access to nearly 75% of the rescued victims who become the source of information about traffickers and new victims being brought into the state. Identifying the traffickers is important from the point of view of taking legal action against them and ensuring their arrest and prosecution, wherever possible.

ARZ used the strategy of mobilizing the youth of the area many of them, children of victim women, who have grown up in the area and have a deep knowledge of the various dimensions of the trade and are storehouses of information that can be used to combat trafficking. The existence of a *dalit* youth CBO (Ambedkar Sports Club) when ARZ began their intervention was a huge plus. They used education of children through the children's centres and supporting sports activities of the youth club as an entry point into the community, which helped them to build a relationship of trust and empathy with them.

³ ARZ assumes that any family which has been unable to prevent the trafficking of their daughters / spouses is prima facie unfit as a unit of rehabilitation. In their opinion, it is better in such circumstances to attempt to reunite the victim with the family via a local and genuine NGO, which acts as a bridge between the two and protects the re-trafficking of the victim.



Beginning with evening English speaking classes with members of the youth club, ARZ organised regular legal and health awareness sessions with them, leading to developing their confidence to address police atrocities and human rights violations. They were gradually able to change the perception of the youth about commercial sexual exploitation from being a 'private matter' of individuals and families to viewing it as a crime. This change in perception helped the youth in being able to confront the families who continued to dedicate their teenaged daughter to the *devadasi* system. With the leadership shown by the youth brigade, ARZ was able to:

- 1) Stop the dedication of young girls into the *devadasi* system (since 2003)
- 2) Initiate action against brothel keepers, traffickers and pimps and prosecute them in courts by acting as witnesses
- 3) Enable effective rescue of minors and women forced into prostitution

Post 2004, with the demolition and the intervention of ARZ, the income source of families dependant on prostitution dried up. It became increasingly difficult for women to continue in the trade due to the social pressure applied by the youth group. As a result, the pressure came on the women and children to find alternate livelihood options. They fell back on rag picking as an option.

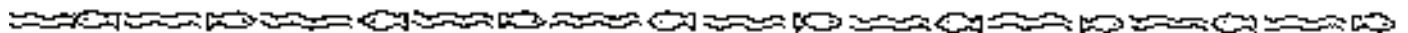
But the organisation continues to face the issue of young boys and girls getting into sexual relationships. Once a girl gets into such a relationship and it is discovered by the family and the community, it becomes an easy excuse to push her into the flesh trade, owing to the cultural norm of viewing her now as 'polluted' and therefore

someone who can enter into other sexual relationships for making money. It is for this reason too that ARZ continues to focus on Baina beach area through a sustained and continuous process of providing counseling, guidance and support to children.

In order to squarely address the issue of providing an economic alternative to women, girls and boys who were earlier part of the commercial sexual exploitation network, ARZ has been exploring with them the issue of vocational training in the past as well as now by organising trainings such as wiring and electrician's course, tailoring course, beautician's course, catering course, etc. However, their recent starting of a fully commercial automated laundry unit is a unique initiative, which has not only provided training and employment more than 50 persons (at a time), it has demonstrated to the State and Non-State actors as well as to the community that it is possible to get out of the cycle of sexual exploitation and earn a decent income and live with dignity. The unit is self-managed by the workers right from collection of clothes, washing, ironing, delivery, accounts and even getting fresh orders. The initiative has boosted the confidence level of the community and improved their self-esteem levels like never before.

ARZ firmly believes in working with the various wings of the criminal justice system to put pressure on it to play its role to prevent trafficking, carry out rescue and rehabilitation of victims and prosecute the perpetrators. Towards this end, various interventions have been tried such as:

- Patrolling the Bus and Railway Station areas with the police to identify and act against traffickers and rescue trafficked victims



- Provide information to the police to carry out rescue operations, accompany the police from the rescue stage till her admission into the Protective Home and later during her repatriation process
- Act as witnesses and *panchas* during police investigation and during the trial stage
- Prepare the social investigation report of rescued victims in Protective Home
- Accompany the victim for medical examination, age verification test and the repatriation process
- Advise the magistrates to take decisions which are pro-rehabilitation
- Identify NGOs in the source districts to help in the rehabilitation of repatriated victims

A conscious strategy is adopted by the organisation in creating a crisis by sticking to the law while working with the system. This helps in eventually bringing changes in the system which are long-term e.g. long-term shelter option had to be found for a mentally challenged girl after her detention period in the Protective Home was over, when ARZ convinced the SDM to pass an order to the Director, DWCD to make such an arrangement. Such incidents lead to creation of precedents, which reinforces the State's responsibility towards rehabilitation. In achieving these small steps, ARZ consciously works with proactive officers in creating a synergy with them.

Programmes

The activities of ARZ have been divided into the following programmes:

- Ankur - prevention work with children and vocational training of youth
- Mukti - anti-trafficking work in Baina and other parts

of the state and work with the system to make anti-trafficking work more effective

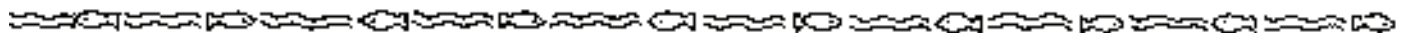
- Prabhat - work in Protective Home with rescued victims towards their rehabilitation
- SWIFT WASH - economic rehabilitation programme with trafficked victims.



Ankur (Prevention work with children, adolescent girls and vocational training of youth)

- **Tuition Classes**

ARZ runs tuition classes in the community at Baina in English, Hindi, Marathi, Konkani, Kannada languages for children, teaching them languages as well as other subjects. These classes are being conducted at two centers and in two shifts with the aim to provide assistance in studies to children residing in Baina. These



children are vulnerable to sexual abuse, commercial sexual exploitation and delinquency. Approximately 150 children are taking benefit of these classes every year.

Observations

One of the evaluators visited the tuition classes in the community. In one class, children were enjoying the drawing class. In Kannada language class, some children were paying attention towards the teacher while others were busy with their antics & distracting other children's attention. The teacher was trying to control them but she was finding it difficult. The space available for the classes was not sufficient.

The teachers were not found to be trained. They like the work and that is reason why they are working as teachers. It appeared that teaching children was not a priority area of work for the organisation. It is more used as strategy towards prevention work and as an entry point into people's lives.

Suggestions

Teachers should be trained. They need special training to teach under privileged children. As an evaluator & professional social worker, this programme can be viewed as a prevention programme because of which many girls could be protected from sexual abuse, commercial sexual exploitation and delinquency. Boys could be also protected from the same since if they drop out of school; they will be exposed to rag picking or any labour work and may become vulnerable to criminal activities.

This is an important programme and should be priority area of the organization's work. In our discussions with the organisation on this issue, we were given to

understand that they do not have the expertise to work in the area of education and their area of intervention was primarily community based prevention work and economic rehabilitation.

One option that could be explored in this context is to try and identify a partner NGO willing to focus on education of children in the area. We were told that efforts in this direction had been made in the past but it did not yield positive results. It may also be possible to appoint a programme coordinator with a background in education so that the team of teachers could work under his / her direction.

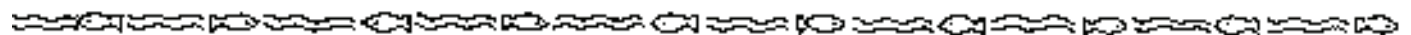
Alternatively, the organisation may explore the option of appointing an organisation or a training institution specializing in the field of elementary education to train and orient the staff of the organisation working in the Ankur project. A dialogue may be initiated with an NGO or a department of a university which runs innovative programmes in elementary education in this connection.

- **Educational Support**

Along with the tuition classes, ARZ also provides support to the children of the trafficked victims, by helping them acquire birth certificates, affidavits for issuing birth certificate, getting admission in local or boarding schools, providing school uniforms and books, follow-up with teachers and parents, etc.

Observations

During our visit to the centres, there were queries from some children that they had not got the school material. Their parents also asked the same questions to the Programme Manager. She told them the reasons for the delay in providing the same. In the evening, the parents



asked the same question to the Programme Coordinator, but she asked them to get back to the Programme Manager. This showed that every body in the organisation has specific roles and responsibilities to play and they respect their role boundaries.

- **Parents' Meeting and Teachers' Meeting**

These are important activities of ARZ with the aim to increase participation of teachers from local schools and parents of children attending the tuition centres towards ensuring that the children are able to access the basic right to education.

The parents' meeting was the first meeting after reopening of the school. There was no specific agenda for meeting. We felt that if parents had been informed about the agenda of the meeting in advance, then the outcome of the meeting would be more productive. The only decision taken in this meeting was that from now onwards, they would meet on the 20th of every month.

The same suggestion holds true for the teachers' meeting. Three teachers from different local schools were there for the meeting. Teachers shared their experiences about these children as well as gave some suggestions.

- **Vocational Training for Youth**

Vocational training is provided to the trafficked victims and their children based on their education, skills and interest.

ARZ is currently running tailoring classes for the young girls & repairing of home appliances for adolescent girls & boys and well as youth. The youth's response to this programme is good but there is a need to expand this

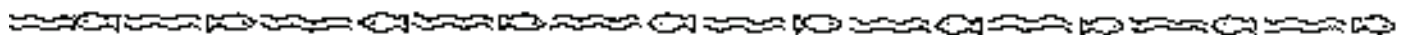


programme to benefit larger numbers.

- **Prevention Work with Adolescent Children**

To prevent adolescent girls in Baina from being sexually abused and/or commercially sexually exploited and boys from getting into deviant activities, enablers are working at the grass-root level i.e directly on the issue of trafficking and interacting with the clients (adolescent girls and boys), their family members, community members and members of the government & non-government systems. The adolescent girls and boys are usually school drop outs. These children are either at home or they do work of rag picking, domestic work, etc.

An enabler works with a group of adolescent girls or boys who are either children of trafficked victims or residents in the red-light area. Most of these children are affected due to exposure to the commercial sexual exploitation activities in their neighbourhood. There is high incidence of girls getting into sexual relationships at a very early age; and in many cases, this results in minor girls becoming unwed mothers. Instances of girls eloping with



boys are common. If and when such girls return home, they are seen as 'polluted' by the family and the community an excuse to push them into prostitution by the family.

Most of these girls are found to be vulnerable to trafficking for commercial sexual exploitation. The traffickers in the area are on the lookout for such occasions and buy them from their parents for the CSE activities. The parents also find it a good excuse to dedicate their daughters and later sell them to traffickers with the excuse that, "who will marry them now, as they are spoilt".

The enabler works with these girls and boys and conducts activities at various 'contact points' towards their behaviour change through counselling, art and craft, dancing and theatre. She also works with their parents and community members to prevent the girls from becoming vulnerable to trafficking, dedication, sexual abuse and trafficking for commercial sexual exploitation.

The enabler has been actively involved in encouraging the adolescent girls and their family members to lodge police complaints in case of sexual abuse, rape, trafficking for CSE.⁴ As soon as an enabler receives information about any case of sexual abuse or exploitation, she makes a home visits, provides legal counselling to the victim and her family, escorts them to the police station and helps the victim to give her statement to the police. The work is also done with different stakeholders - scrap dealers, municipality workers, police, CWC/JJB members, parents, etc.

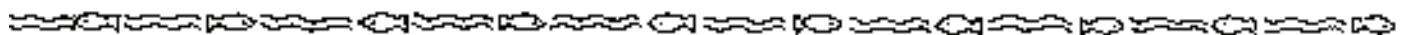
Observations:

The evaluator was with one of the, enablers, who stays & works in the community. One must appreciate her work, given the odds and challenges of working in the community. The way she moved around in the community and bonded with the girls was incredible. She has saved many girls from this exploitation. She only needs to become literate so that she can present her work on paper. She has created her own code language in her mobile phone to maintain her work record and takes the help of her colleagues to write her reports based on these codes.

Suggestions

To further strengthen the prevention work, ARZ could consider starting drop-in or development centres for boys and girls (separate centres) in areas near places where these boys or girls tend to 'hang out'. These centres could be kept open either during the day (say 12 noon to 6 pm) or in the evenings (say 4 pm to 8 pm) on the basis of a vulnerability assessment. Various activities such as literacy/education, awareness sessions on health, legal rights, citizenship rights, vocational guidance, recreation programmes, games, film shows and individual counseling could be organised in these centres. Exposure visits to hospitals, NGOs, government programmes implementing welfare schemes, training institutions, etc. could be organised on a regular basis to increase the awareness levels of the client group. A stipend could be offered to those who come to the centre, as an incentive to attend the programme. Clients who attend the centres should be designated as 'trainees'. The amount of the stipend should be

4 The members of this community usually do not seek intervention of the police in case of exploitation, due to fear of being ill-treated by the system or due to the fear of the abuser / exploiter.



substantive enough to motivate the 'trainees' to come but not so substantive that it discourages to search for alternative employment options. All 'trainees' who attend the centres regularly could be issued an I Card and an attendance card to create a work environment and feeling of legitimacy in them.

These centres could act as a space for re-learning and re-socialisation in a protected environment and provide an outlet for expression of negative feelings and behaviour, which could be worked upon over a period of time. After an initial observation period, the clients could be sent for vocational training courses, admitted to open schools and/or placed with NGOs, sympathetic employers or in SWIFT Wash for on-the-job training. The drop-in or development centres may be helpful in developing a work ethic, discipline and a value base which would be conducive towards reintegration in the long run.

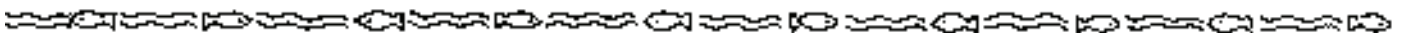
Mukti and Prabhat (Work with State Actors and PH)

In our interactions with the Sub Divisional Magistrate (who is the judicial authority in cases of rescued victims through the ITPA), the PH staff and police officials, the following issues have emerged:

- 1) ARZ intervention has led to the use of important sections of the law, especially the ITPA which was almost in disuse in the State section 15 and 16 relating to rescue by orders of the magistrate and *suo moto* action by the police and section 17(2) whereby a panel of social workers is constituted to advise the judge in matters relating to rehabilitation of rescued victims staying in the PH.
- 2) Payment of honorarium to the panel members

through an administrative order passed by the DWCD, at the initiative of the SDM.

- 3) Social enquiry reports filed by ARZ in each case of rescued victim at PH
- 4) Avoiding use of penal sections 8 and 9 against victims, a practice rampant in many states.
- 5) Starting use of PH for the purpose for which it was set up i.e. housing rescued victims and gradually improving physical conditions in PH.
- 6) Accompanying rescued victims by social workers of ARZ during medical examination, age verification test and repatriation.
- 7) SDM coming to the PH for hearings and recording of victim's statements, rather than holding proceedings in his court.
- 8) Referral of cases in PH with mental health problems to Institute of Psychiatric and Human Behaviour, the recognized psychiatric care institution in the state.
- 9) ARZ collaboration with police right from information collection (about trafficking cases), accompanying during a raid, recording of statements of victims, accompanying to PH, medical examination and acting as panch-witness to strengthen the cases in court.
- 10) Depositing in court to leads towards prosecution of accused.
- 11) Promoting a culture of *suo moto* action by the police to collection of information and take action in trafficking cases, rather than only depend on complaints filed by NGOs, customers or members of the public.
- 12) Initiating a system of the victim being escorted to her home state by a team headed by the matron of the Protective Home, two lady police constables and an ARZ counselor.
- 13) Initiating the practice of the expenses incurred to



repatriate victims to their home state to be paid by the Department of Women & Child Development.

- 14) Providing shelter to the former inmates of the Protective Home at the State Protective Home when they come to Goa to depose in the court.
- 15) Referral of victims of CSE to Swift Wash by the magistrate for economic rehabilitation.

Some areas that still need to be addressed:

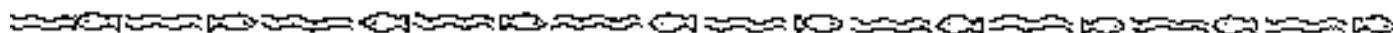
- 1) Lack of employment options provided by the State for women released from PH after their detention period is over.
- 2) Allowing detained rescued victims in PH to go out for vocational training or employment.
- 3) Following up cases after they have been sent back to their families or to a local NGO, to understand problems emerging in the post-custody phase, and in order to prevent re-trafficking of victims.
- 4) Lack of an after care home / shelter facility for those women who may not want to return to their families or their native states.
- 5) Limited capacity of the PH, therefore only allowing for limited rescue operations by the police
- 6) Absence of State ITPA rules which proves as a handicap for PH authorities to take actions promoting rehabilitation as they have to take approval of higher authorities in case they want to take any proactive measures at their level.

SWIFT WASH Economic Rehabilitation Programme

After the Baina demolition, the economic rehabilitation of women who were earlier in the sex trade became an imperative as women started approaching the organisation in large numbers demanding that some



alternatives were needed for their survival. They were willing to try out and ARZ saw in this an opportunity to try out a successful model of rehabilitation and also to demonstrate to State and civil society actors that it was possible to rehabilitate.



By now, ARZ had already taken small steps towards this goal jewelry making, acting like a placement agency for providing employment by placing advertisements in local newspapers inviting members of the public to put their requirements to ARZ, trying out beauty parlour training and employment and placing women in HP petrol pumps as fillers. All these initiatives had not borne much fruit.

ARZ had detailed discussions with the women to brainstorm on avenues of creating employment. It emerged from these discussions that the women wanted to be self employed rather than work under someone. They wanted to work in a space which they could call their own.

ARZ carried out a market survey to prepare a business plan. They also took the women for an exposure visit to Karnataka to see what other models had been tried by NGOs working in the area of economic rehabilitation. ARZ had decided that this initiative had to succeed for more reasons than one. They realized after doing the market survey that there was a demand for laundry services as Goa was developing as an industrial hub for the pharmaceutical industry where the workers had to wear uniforms (which required washing). They wanted to try out a business plan which was based on the public-private partnership so that it could become sustainable rather be an NGO initiative. They also wanted to work on a plan which involved least interaction of the women with the public, for fear of exposure of the victims (Goa being a small state, the chances of getting identified was high and therefore prone to be re-exploited).

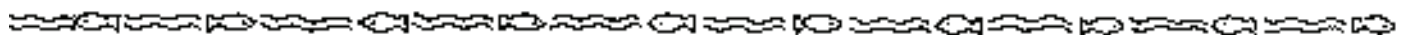
ARZ approached the best automated laundry unit in the state and was able to convince them to provide

knowledge and guidance in setting up a laundry unit. Laundry units were primarily male dominated enterprises in terms of the work force and it was a major challenge to break this stereotype. The unit was started with the active involvement of the self help group of women victims, who wanted to try an alternative to the sex trade. Space was found in the industrial area on rental basis and the unit was inaugurated by the Governor of the state - to make a political statement about rehabilitation, especially in the context of the Baina demolition.

The unit is two and half years old now and almost breaking even as far as profitability is concerned. Apart from earning a salary ranging from Rs. 2200 to Rs. 3500 pm, women get free travel and sponsorship of children's education (wherever required). It has not been easy changing the relationship from that of client-worker to employee-employee and the role played by the self-help group, as a buffer between ARZ and the employees cannot be undermined in this context. Rules pertaining to discipline, leave, absenteeism, timings are framed through a consultative process and violations are dealt with by supervisors as per guidelines laid down with veto power remaining with ARZ, to protect the interests of those women who break rules due to their vulnerabilities.

ARZ is providing crèche services to children of the trafficked victims who are working in the Swift Wash. The crèche services include shelter, food, recreational activities, etc for the children. Women are taking the benefit of this service by ARZ.

There is a monthly meeting of the self-help group where the income and expenditure and work/business details



of the month are shared and discussed to bring transparency and empower the women. Some indicators of the success of this model are:

- Women see each other as partners who have to cooperate with one another in order to succeed rather than as competitors (which was the paradigm when they were in the flesh trade).
- Violence by their *mards* (men/live-in partners) has gone down considerably women are able to control the violent behaviour of men towards them now.
- Women are able to save now.
- Women feel the need to plan for their futures and for their children.
- Women have gained respect in their own eyes and in the eyes of the community.
- Women feel less stressed now.
- Women have started enjoying their work.
- Many women have stopped /reduced drinking.
- Police have become more proactive in effecting rescues after seeing this model with their own eyes.

Difficulties faced by women at work:

- Difficulty in maintaining timings;
- Illnesses and family responsibilities leads to absenteeism;
- Difficulties in delivery of orders on time;
- Misunderstanding and fights between women while at work can reduce efficiencies.

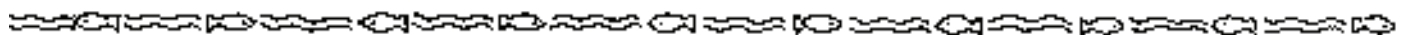
Most of the difficulties are more in the nature of teething problems and with the help of carefully appointed supervisors who handle indiscipline issues with sensitivities and the social workers who continue to support women with multiple problems (family conflicts,

alcoholism, depression, anxieties and low self esteem), these problems are being addressed.

ARZ has also appointed a psychiatrist on a part-time basis, to organise individual and group counseling sessions for women and also to build capacities of the staff to handle mental health issues for teachers, enablers and social workers.

Emerging challenges:

- Rehabilitation of women perpetrators and integrating men into the programme their earlier antagonistic relationship where the victims were at the mercy of these sections creates barriers.
- Creating a management structure that can become self-sustaining.
- Replication of the idea.



Networking and Alliance Building

ARZ has extensively networked with NGOs within the state and across the country on the basis of the needs of the client group or on the basis of issues which require lobbying and collective bargaining with State actors. Yet they are not part of any formal network. This strategy allows them the freedom to tie up with all groups as and when required, which is respected by other groups. Instances of issue based networking are:

- During the Baina beach demolition to protest against the human rights violation and demand for a rehabilitation package.
- Filing a PIL in the Goa bench of the Mumbai High Court asking for a stay in the demolition process and a rehabilitation package for victims.
- Exposing the child adoption racket by fraudulent NGOs in the Preet Mandir case.
- Raising the issue of non-functioning of the CWCs in the state as per the provisions of the JJ Act
- Drafting the Goa Children's Act and getting it passed in the assembly.
- Taking cases of sexual abuse of children

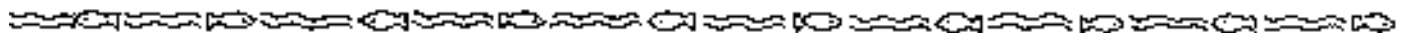
ARZ has been involved in providing rehabilitation services to trafficked victims, enabling victims of commercial sexual exploitation to choose life outside of prostitution, mobilizing and providing proper economic rehabilitation to the victims of trafficking. In order to achieve this, ARZ has had to carry out issue-based campaigns, lobby with State and Non-State actors and work at advocacy level towards law and policy change.

Suggestions:

Most government rehabilitation efforts are focused on institutionalization and repatriation. ARZ has provided an excellent example of economic rehabilitation, which other organisations and the government can replicate. In order to achieve this, ARZ will have to build a national level campaign to advocate the cause of economic rehabilitation of trafficked victims and present the ARZ model as one viable option towards economic rehabilitation. The issue can be taken up with the State and Central governments.

As a starting point, ARZ should try to make a presentation of their model in the meeting of the Central Advisory Committee to Combat Trafficking of Victims of Commercial Sexual Exploitation, a committee chaired by the Secretary, Ministry of Women and Child Development, Gol.

ARZ may also make efforts to get State Rules under ITPA enacted in the state of Goa, based on the recent State ITPA Rules enacted by Maharashtra (2009). These Rules can provide for outlining the rehabilitation strategy and model to be adopted by the state government.



Documentation

As far as daily work of staff is concerned, ARZ workers keep a record of work in log book. Each worker maintains a log book in which he/she writes their entire day's work. Apart from this, there is an attendance register for workers in the centres as well as for children attending the classes. Workers also settle their advances and submit accounts on a weekly basis. Quarterly and annual reports are prepared to be submitted to funding partners on the basis of the log books and attendance registers maintained by workers.

ARZ has come out with annual reports as well as specially written reports on their various initiatives (e.g. SWIFT Wash) from time to time. They have also under taken research projects on issues relating to trafficking and rehabilitation e.g. the recent Report on Trafficking for Commercial Sexual Exploitation in Goa.

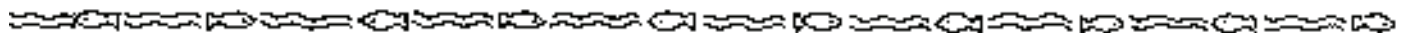
Suggestions

ARZ needs to lay greater emphasis on documentation, as the context of its work, the areas of its intervention and its growth over the years could be of value to the organisation and to others (field based organisations, academia and policy makers). This could be done by building capacities of its staff and also appointing specialized staff for documentation. Staff may be sent for short term training programmes on research and documentation skills or in-house workshops may be organised for this purpose from time to time. Another strategy could be inviting MA/MPhil/PhD students to choose their research topics around issues with which the organisation is working. ARZ could prepare a list of research areas/topics on issues relating to trafficking,

commercial sexual exploitation and rehabilitation, which students of law and social work at the MA/M.Phil/Ph.D level could undertake. This would help generate knowledge without costing much for the organisation.

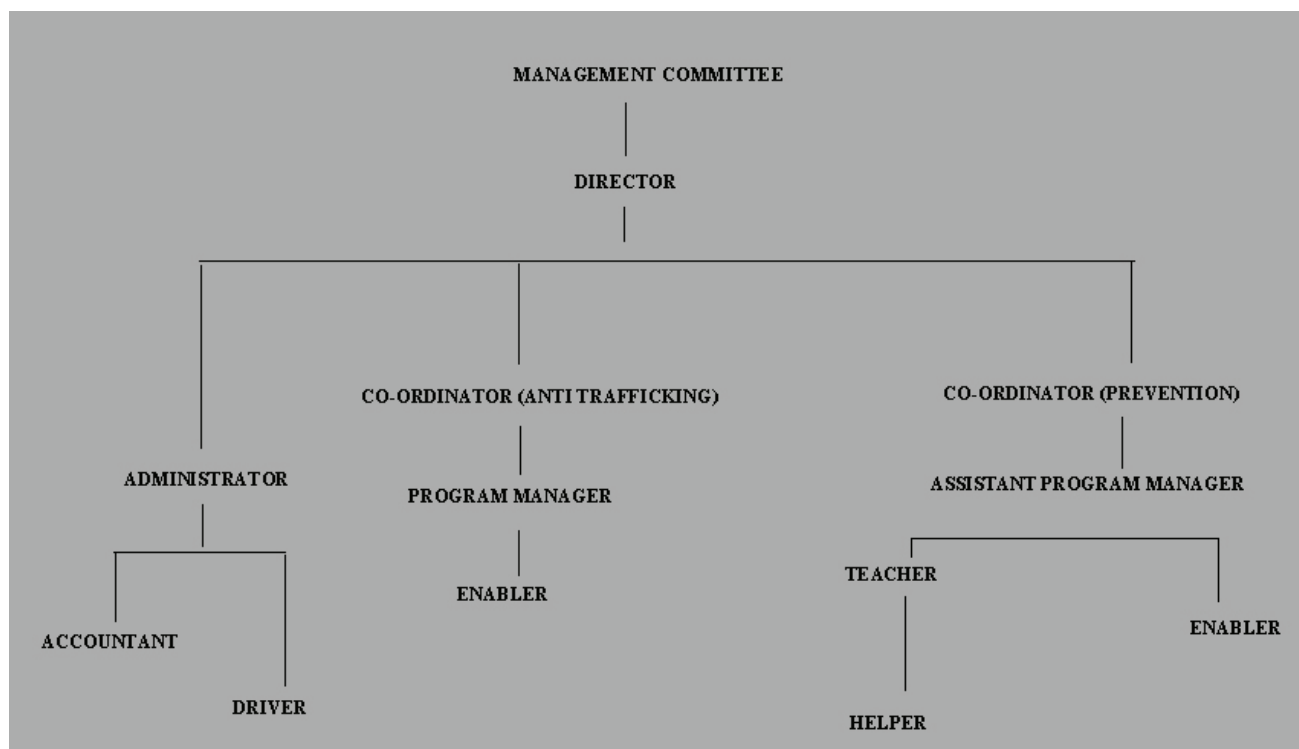
ARZ could invite students of journalism, mass communication and media and cultural studies to make photo documentation and documentary films on issues relating to the work of the organisation.

ARZ could ask students of law, social work or related disciplines to intern with them and help in analysis of case records and judgments on ITPA cases, so as to prepare reports which highlight the work of the organisation.



Project Holder Analysis

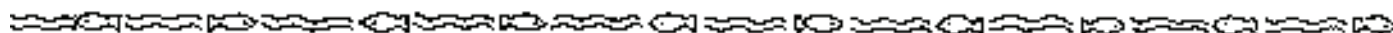
Structure and Personnel of the Organisation



While the formal organogram of the organisation depicts a rather hierarchical structure, the evaluators observed and deduced (based on interactions with the staff) that at the functional level, it is more or less a flat organisation. The flow of information for decision making purposes is both top down and bottom up. Field staff often makes suggestions regarding programmatic content and strategies which are taken seriously by the leadership. Most policy decisions are made in the weekly

team meetings, though suggestions may sometimes come from the top. There did not seem to be any blocks to making suggestions and the organizational environment was found to be largely facilitative towards free flow of thoughts and ideas.

Yet it was clear to all that the final decision making authority in the organisation rests with the Director. His decision making powers seems to have emanated not so



much by the formal power he holds but more the by power that comes from knowledge and skills about an area of work. The respect he commands within and outside the team is a great binding factor in the organisation.

Personnel

- Human Resource training, induction, appraisals

While there is no formal training and induction process, depending on the level at which a person is being recruited, the Director, Coordinator and/or Programme Manager are involved in these processes. The focus is mainly on field and on-the-job training, followed by regular sessions/discussions with senior members of the team, both at the individual and group level. The weekly team meetings are of great help in preparing and socializing the staff into the ideology, vision, strategies and programmes of the organisation. Seniors are consulted whenever any field staff faces any problem at work.

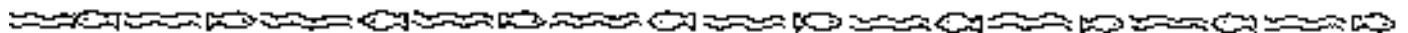
The Director works with a 'hands on' approach and is available to staff at all levels for consultation and guidance. He plays a more direct role when it comes to complex issues such as carrying out a rescue operation, or taking up a human rights violation case with the authorities concerned. Any information relating to a case of trafficking or an incident of human rights violation has to be immediately reported to the Director or a senior functionary of the organisation by the staff members, so that prompt and immediate action can be taken.

- Personnel structure, delegation of responsibilities, communication lines

Though every staff member has a primary role to play in the work of the organisation, most staff have to play multiple roles and responsibilities. This is owing to two factors the inter-connectedness of the work and staff shortage compared to the range of work being undertaken. However, some staff, such as teachers and helpers, has fixed roles and responsibilities.

Monitoring of work is done through the Saturday meeting held every week, which is used as a forum to present the work done during the week and problems faced which require discussion, debate and solution. Log books maintained by every staff member and quarterly reports are also a basis for monitoring and evaluation of the work being done. Apart from these, individual meetings of staff with the Programme Managers, Coordinators and the Director both in the field and in the office from time to time help in keeping the work on track and make course corrections whenever required.

Communication lines in the organisation are open both ways bottom up and top down. Informal channels of communication are used more often and effectively than formal channels. The formal channels include the log books and the Saturday meetings. It also on this day that staff has to settle their advances and submit their bills/vouchers to the accounts department, pending which, they cannot get a fresh advance.



Financial Management

Book keeping and accounting

Book keeping and accounting are maintained on accrual basis through computerized accounting with Tally 7.2

Financial planning, budgeting and control

Registers Maintained

- Attendance Register
 - Advance Register
 - Weekly Expenditure Details
 - Cash Expenditure
 - Cheque Expenditure
 - Salary Register
- Stipend Register
- Accounts is maintained on Tally

Computerized Details maintained are:

- Accounts (Tally)
- Salary
- Stipend
- Advances
- Payments
 - Made to Clients
 - Received by Clients

Procedure to apply for Advance

Any staff requiring an advance fills the requisition slip. Advance is divided into two categories weekly advance (fixed) and other expenditure over advance. The staff fills the requisition slip goes to the accountant and checks if they have any pending advance also checks if there is any balance in the particular head. The staff then goes to the Administrator who rechecks if the head is correct and if it is not exceeding the budgeted amount and accordingly

gives the approval, after which the authorized signatory who is the member of the managing committee sanctions the amount.

Procedure of Settlement of Advances

Advance is settled thrice a month on every Saturday wherein the staff prepares the cash or bank voucher with supporting documents which is then taken to the administrator who checks the heads, the supporting documents, calculations and signs for approval. The staff then hands it over to the authorized signatory for sanctioning and then submits it to the accounts department.

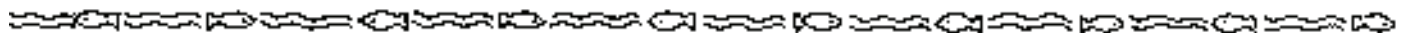
As a rule, if the staff has not cleared the advance and has not been able to provide any justifiable reason for the delay in submitting the advance, the salary would be withheld however this action has not been carried out till date.

Advance has been sanctioned even if the previous advance has not been settled only in the case wherein the staff has not been able to settle the advance due to the staff been on leave or due to inability to collect bills from third party.

Cheque signing authority lies only with the office bearers (President, Secretary and Treasurer)

Availability of Advance

No amount is fixed based on hierarchy. In fact in the organization usually staff of the lower hierarchy incurs more expenses. A fixed amount of Rs 500 is allotted for all the staff and over that is based on the requirement.



Financial and Programme Controls

Yearly budgets are made in consultation with the whole team which includes the Helper, Teacher, Enabler, Program Manager and Coordinator. This consultation includes all the heads of expenditure excluding salary. After the budget is prepared, a comparison is done with the last year's budget and expenditure and accordingly changes are made and the final budget is prepared. After the final budget is prepared it is circulated among the Board members and after the approval of the Board members submitted to the donor agencies.

Levels of Control

Levels of Control include a system whereby before incurring expenses the staff takes an approval from the accountant that there is money under that head and that the expense falls under that head. It is further checked by the administrator and finally by the sanctioning authority that there is no over expenditure, the bill submitted are genuine and correct, the calculations are correct and the expenses proposed by the staff is justified and as required.

Instruments of Control

The sanctioned budget is displayed on the notice board for the staff to know the sanctioned amount in each head and accordingly they incur expenses and prepare their vouchers. During the weekly meeting the accountant presents the balance in each head to enable the staff to know the balance and to incur expenses accordingly. Documents used are Requisition slip, Advance book for this purpose.

SWOT Analysis

Based on Interaction with staff:

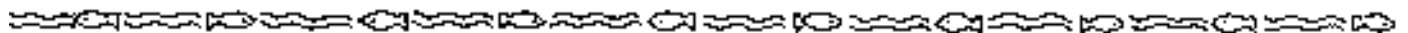
Strengths

The main strength that emerged from the discussion with the team was 'Team ARZ'. One sensed an overwhelming feeling of positive energy among the team members. Their ability to carry on with enthusiasm and positive energy comes from the team leadership and the mutual strength they get from each other. Some of the qualities they spoke of when asked about their strengths are:

- Honesty / Truthfulness among staff
- Unity within the team
- Understanding and trust among each other and in the field
- Determination to face odds and challenges
- Goal orientation
- Team work / helping each other
- Hard working
- Anti-hierarchy absence of senior-junior dynamics
- Leadership qualities in staff at most levels

Another major strength that emerged was their knowledge and understanding about the field and skills to work with clients and the system. Here too, they listed the following as their strengths:

- Understanding of issues relating to trafficking
- Knowledge about the situation of victims of trafficking.
- Understanding of socio-cultural *milieu* of the region
- Knowledge and ability to work with the system
- Training and experience while at work
- Rapport with multiple stakeholders in the field



- No feeling of shortage of funds to carry out programmes / activities

Weaknesses

In terms of weaknesses, it emerged that owing to the nature of work, the complexity of issues being dealt with, the overload of work, staff shortage and comparatively low salary levels, there is considerable amount of stress in the staff. This could be a factor leading to a high rate of staff turnover. The work of ARZ involves prevention of trafficking, rescue of victims and prosecution of perpetrators and rehabilitation of victims. It involves community based work as well as work with the system and networking with NGOs. Work is carried on at individual, community, institutional and policy level. While every worker has a defined space and area of work, they also have to engage at other levels due to the inter-connectedness of the work and the shortage of human power to carry out the tasks involved.

Any project or organisation working with socially stigmatized groups tends to get overloaded and overstressed owing to the nature of the problem they are dealing with and the consequent social isolation that comes with it. Some of the problems faced by the community with which it works get transferred to the organisation as well e.g. lack of specialized services to cater to the multiple challenges the client group faces. Every need of the client becomes the responsibility of the organisation alone, since there is an absence of partner organisations which can handle these issues. To give an example, the lack of mental health services and specialized counseling facilities keeping the background of this group in mind are usually not available. Therefore, it falls on the organisation to deal with issues such as anger outbursts, behavioural problems, depression, etc.

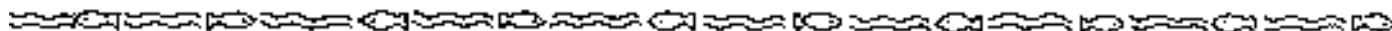
Every resource of the organisation and every resource of individual workers can get stretched to its limits in the face of these problems. While, family, friends, community, civil society and State agencies tend to draw a line at some point, the organisation which took on the challenge of rehabilitation cannot give up simply because the support is not forthcoming. It has to battle on, taking hope from its few successes and banking on each other within the team for support and guidance. It was no surprise therefore that the issues highlighted by the team are:



- High work load
- High stress levels
- Shortage of human power

It was also found that staff, particularly field staff lacking as far as educational level and social work training is concerned. This increases their dependence on senior level staff and the Director and Coordinators of the organisation. Some of the issues listed by the team include:

- Knowledge and skills of social work lacking in some staff, particularly those who are new and at field level



- Lack of exposure to the field outside Goa
- Education level of staff at field level poor
- Salary structure not sufficient leading to high staff turnover, particularly at senior levels

Opportunities

The main opportunities before ARZ are in the area of replicating the economic rehabilitation programme, especially the SWIFT Wash experiment both within Goa and at the national level, through advocacy with State and Non-State actors. This may have to be done on the lines of a campaign, with a separate dedicated team, since it will require documentation, media advocacy, dissemination through workshops and seminars, and traveling across the country to spread the idea among NGOs and state and central governments. Some of the ideas that emerged from the team are:

- Possibility of replicating Swift Wash at the national level
- Sharing documents of Swift Wash to spread the idea of Swift Wash
- Initiating economic rehabilitation programme in North Goa
- Developing a literacy programme for women beneficiaries
- Developing orientation programme for school teachers
- Sharing the findings of research taluka level
- Advocacy towards a rehabilitation policy for persons displaced in the Baina demolition

Threats

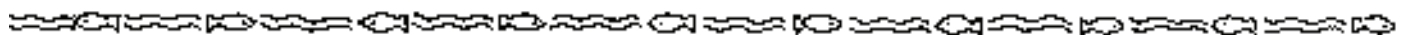
The main threat before ARZ is how to turn SWIFT Wash into a profit making self sustaining model. In order to compete in the open market, the unit has to increase its

orders so as to increase its profit margins. However, doing this is fraught with the danger of putting added pressure on the workers, who essentially come from a social-psychological background which makes them unsuitable to withstand such pressures of the market. Right now, the unit is reaching a no-profit no-loss stage. It would be a huge challenge to make it profit making.

Another challenge before ARZ is whether or not to strengthen the education component in the Ankur project. It was initially started as an entry point into the lives of women in Baina. There is no doubt that it has a prevention angle and if carried out well, the programme has potential to have a ripple effect in terms of stopping second generation trafficking and deviance. However, ARZ does not feel competent to raise the level of this activity to a point where these benefits can be reaped. At present, it continues to be a programme which helps the organisation to maintain contact with parents and children, some of whom are potential traffickers and victims respectively.

ARZ has to do a serious rethink about whether to continue this programme at this level or to raise it to a level which leads to greater benefits to the community or to discontinue the programme (based on the area of competence of the organisation). In short, the issues that emerged from the team are:

- Vulnerability of Swift Wash as a successful model difficult to maintain the balance between profit orientation and social work objectives
- Ankur project hinges on the education programme, which is not an expertise area of ARZ; hence chances of sustaining and developing the programme.



Major Findings

The Context

The current reality in Goa with regard to commercial sexual exploitation is that it is no more a phenomenon limited to one area i.e. the Baina Beach. Post demolitions, the phenomenon has spread to all parts of Goa, rural as well as urban.

The forms of CSE are rapidly changing from a largely brothel-based phenomenon to newer spaces such as massage parlours, hotels, lodges, rented rooms, private homes, vehicles, streets, beaches, etc.

The earlier victims were largely from Karnataka and Andhra Pradesh, mostly coming from *devadasi* families. While dedication of *devadasi* girls has virtually stopped due the work done by ARZ, most women and girls in CSE now come from various parts of the country as well as from Bangladesh and Nepal. There is increasing involvement of local girls from Goa.

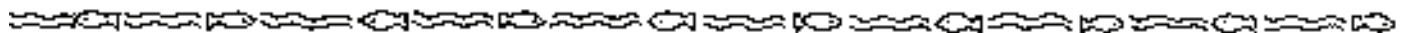
The vulnerability of trafficked victims is greater in the present scenario. In the brothel based structure, the exploiters provided some form of protection to the victims from outside elements. Today the atomized nature of the phenomenon has increased chances of violence and perversion by perpetrators and customers.

The involvement of local vested interests such as local politicians, hotel/lodge owners and even the police makes it difficult for the victims to get timely help and attempts to rescue victims and prevent the entry of new victims is faced with greater resistance, making the work of the organisation more difficult.

The ban on dance bars in Maharashtra has led to re-trafficking of these girls from Mumbai to Goa. This is carried out in an organised form, whereby agents bring girls from Mumbai in groups for a fixed number of days and keep them in rented places or in hotels/lodges to be supplied to customers. These girls are sent back to Mumbai after a few days and a fresh batch of girls are brought to replace them. This goes on in a cyclic manner, making it very difficult to catch the perpetrators and provide any assistance or support to the victims.

There is an emerging link between tourism, consumerism and trafficking. The image of Goa as a place to 'have fun' has led to an increase of the domestic and the foreign tourist, looking for opportunities to have casual sex. This in turn increases the vulnerability of women in distress or in need of better incomes to fall prey to being commercially sexually exploited. With the breaking down of the socio-cultural fabric and the consumerist culture dominating lifestyles, the barriers to entry into the flesh trade may have weakened. This creates an ideal platform for the vested interests and the perpetrators to exploit the situation and lure new entrants into the trade.

There is a virtual absence of any government rehabilitation programme for victims of CSE, apart from the institutional structure available under the ITPA i.e. the Protective Home providing basic needs and a rudimentary rehabilitation programme to the rescued victims. In spite of the High Court directions asking the Government of Goa to come up with a rehabilitation policy and programme for the victims of CSE post the Baina beach demolition, the government is yet to come



up with any concrete programme, except the cash grant that has been given to some of the demolition victims.

Dedication stopped

ARZ Intervention

The work of ARZ is focused on prevention, anti-trafficking, rescue, prosecution and economic rehabilitation. Each area of work has been given a name and functions like a programme with various sub-components.

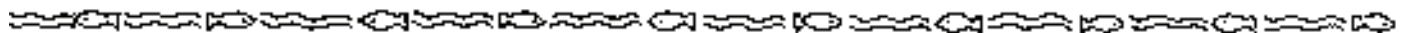
Ankur Project:

- Tuition classes - Tuition classes are held for school going children from families living in Baina beach area. This programme was originally tried out as an entry point into the community. It now plays the role of ensuring that children going to schools stay in school and do not drop out, thus preventing them from getting into any exploitative or deviant behaviour. It was felt that there is a need to upgrade and build capacities of teachers who are involved in delivering this programme. This could be done in collaboration with a specialized NGO or with a university dept of elementary education.
- Parents and Teachers meetings - The education programme is further strengthened by organising regular meetings with parents and teachers to highlight and address the special needs of the school going children. Issues relating to attendance, regularity, scholastic backwardness, need for special inputs, etc. are discussed with both the stake holders. It is suggested that this sub-component of the programme could be better planned. An agenda could be circulated for the meetings before hand so that parents and teachers could

come prepared for the meetings, towards a more fruitful outcome.



- Vocational Training for Youth - Vocational training courses are organised for youth, both boys and girls from the Baina beach area, to build their capacities and help them with getting better employment opportunities. Courses are organised in batches from time to time based on the felt need and changing aspirations of the youth. This programme could be expanded to cover larger numbers of youth and better range of training courses could be delivered to cater to varying needs. Existing institutes providing vocational training courses could be requested to provide tailor-made courses keeping in mind the educational background and interest areas of the youth.
- Prevention work - Work is being carried out with boys and girls in Baina beach area who have dropped out of schools and may be into sexual experimentation or



deviant behaviour. This includes running away from home, addictions, petty stealing, violent behaviour, etc. Intervention is done at certain 'contact points' with these boys and girls such as group sessions, basic literacy, recreational activities, games and counseling. This work could be formalized by starting drop-in or development centres separately for boys and girls, providing a range of educational, training and awareness programmes as well as exposure visits to create opportunities for re-learning and re-socialization towards their mainstreaming. 'Trainees who regularly attend the centres could be given a stipend and issued I Cards and attendance cards to provide a work like environment and help learning work ethic and discipline. The service could also be extended to street boys found in other parts of Goa such as railway stations and bus depots.

Mukti and Prabhat

- Mukti and Prabhat: This includes the rescue and rehabilitation work being done with the police, judiciary and civil society as well as the work done at the Protective Home. Some of the achievements of ARZ in this area include the proper implementation of the ITPA in the state especially the use of sections 15, 16 and 17(2) ITPA, payment of honorarium to panel members appointed under section 17(2) of ITPA, filing of social investigation reports by ARZ at the request of the judiciary, improving physical conditions in PH, vocational and rehabilitation activities in PH, collaboration with police and prosecution towards effective rescue of victims and conviction of offenders.

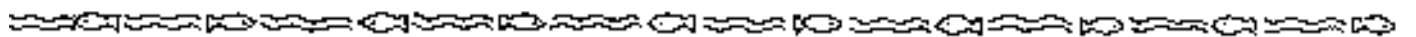
- Suggested areas for further work: Lobbying with the government towards creation of employment opportunities for women released from PH, allowing

inmates of PH to go out for training, follow-up system of repatriated victims, increasing the capacity of PH and enactment of State ITPA Rules.

SWIFT Wash



- The SWIFT Wash project has emerged as a successful model of the economic rehabilitation of CSE victims. The project is reaching self-sustainability level and is getting orders from top corporate clients in Goa,



including the Taj Group of Hotels. The Taj Group is also providing technical assistance to SWIFT Wash to improve efficiency and profitability levels.

- Apart from creating avenues for income for the victims, it has been able to foster among them a partnership spirit, reduced violence by their male partners, engendered the need to start savings and plan for their future, increased self-respect, reduced stress levels and alcoholism among them, and creating a better response from police towards the issue of rescue (by demonstrating to them that rehabilitation is possible).

- However, there are difficulties faced by women working in SWIFT Wash such as inability to maintain work timings, stress due to increasing workload due to larger work orders and misunderstandings and fights among them due to their past relationships. These issues need to be handled with care and understanding as working with people coming from traumatic pasts is a long drawn out process.

- There are many challenges still be faced e.g. the rehabilitation of perpetrators in the same project which primarily addresses the needs of victims, creates a conflict of interest as far as the client group is concerned. Old animosities often come in the way. Victims are often hostile towards members who were earlier the pimps or brothel keepers. Similarly, since the organizational structure of SWIFT Wash is female dominated, men find it difficult to take orders from women, due to their patriarchal mind set. ARZ staff has to continuously deal with these issues through group meetings and individual counseling sessions with the SHG members and workers of the project. Another challenge is to create a self-sustaining management structure whereby ARZ

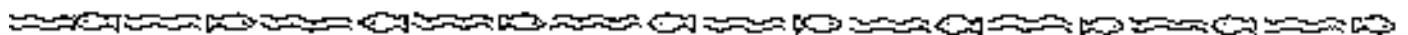
involvement in decision making and organizational processes get minimized in the long run.

- The replication of the SWIFT Wash idea within and outside Goa will be a major challenge that ARZ may have to face in the near or long-term future. A single unit cannot address the needs of an increasing number of women who are in need of employment opportunities. There is already pressure on the organisation to start another unit in Goa so that more women can get employment. While the need to expand is real, whether ARZ should initiate more such units or encourage the government and civil society actors to replicate the idea is a question they would have to answer sooner than later.

- Another challenge before ARZ is to take up the SWIFT Wash model as a successful model of economic rehabilitation at the national level, towards creating a policy and non-shelter based scheme for the economic rehabilitation of victims of CSE. The existing national scheme for the rehabilitation of victims of CSE, Ujwalla (under the Ministry of Women and Child Development, GoI) is a shelter based scheme and does not cater to the needs of women living in the community and willing to come out of CSE if support and alternatives are available.

Networking and Alliance Building

- ARZ believes in functional and issue-based networking and alliance building with State and Non State actors. Examples of such networking in the past are building resistance to the manner in which demolitions were carried out in Baina beach, filing a PIL asking for stay and demanding for a rehabilitation package for victims, drafting and enactment of the Goa Children's Act,



exposing the child adoption racket in the Preet Mandir case, non-functioning of CWCs, and highlighting cases of sexual abuse of women and children in Goa.

- Given the record of work, ARZ should influence the Government of Goa to take an active role in the meetings of the Central Advisory Committee to Combat Trafficking of Women and Children and try to become a non-official member in the Committee. This would give them a forum to highlight situation relating to trafficking of women and girls in Goa as well as create a demand for a rehabilitation package for victims of CSE.

- ARZ could work towards the enactment of State ITPA Rules in Goa so that the good practices that have been developed over time with regard to rescue and rehabilitation of victims of CSE could be documented and made legally enforceable.

- ARZ may explore the need to organise a State level workshop on better implementation of ITPA, involving all State and Non State actors which could lay the ground towards a State Policy on Prevention of Trafficking and Rescue and Rehabilitation of Victims of CSE.

Documentation

- Documentation of work in ARZ is currently done through the log books that all staff has to maintain, case files and quarterly and annual reports which have to be submitted to funding agencies. ARZ has recently completed a state wide study of the situation of trafficking, which is an important contribution to increasing knowledge about the issue both at the state and national level.

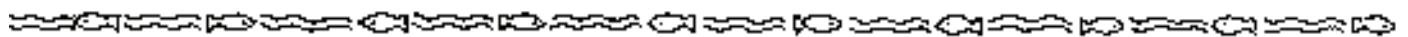
- However, the nature and range of work being done by ARZ can be documented better to generate knowledge and understanding about the issue of CSE and possible interventions to address the issue. Towards this, there is a need to build capacities of staff in documentation and also appoint a documentation team within the organisation, so give special focus to this area of work. Small studies may be commissioned either through in-house resources or by out sourcing the work to professionals. For example, one could undertake an analysis of case files to develop a profile of victims of CSE and needs assessment towards a rehabilitation package.

- ARZ could prepare a list of topics that could be taken up for research by students at the Masters, M.Phil and /or Ph.D level.

Organizational Structure and Personnel

- The Director and Coordinator of ARZ have a thorough understanding of the issues and interventions being made by organisation. They are involved in most ground level decisions. This is not to say that field staff does not function independently. As far as ground level functioning is concerned, field staff was found to be capable to act and take decisions as per the needs of the situation. However, when it came to certain crucial areas of functioning e.g. when there is any information about a victim being forced into the flesh trade or a reported case of sexual abuse, the higher leadership is immediately involved by the field team in order to take a better informed decision.

- When it comes to policy or strategic decisions affecting the future direction of the organisation, the initiative largely comes from the Director and the



Coordinator. This is not because the field level staff is discouraged from getting involved, but their ability to contribute is limited by their exposure and experience level. There is a need to build their capacities towards this direction, so that further decentralization of functioning can take place.

- A range of staff training initiatives can be undertaken to build their capacities. These could be in the form of in-house training, participation in trainings / workshops / courses organised by others both within and outside the state, arranging regular talks and awareness sessions for staff and encouraging the staff to go for further education.

- The staff was found to be working under a lot of stress due to the nature and volume of work expected of them. Every member has to perform a range of tasks and responsibilities to shoulder. Due to the small staff size in comparison to the work load, staff is over loaded with work. Yet they carry on doggedly and with commitment.

- The salary structure and perks needs to be improved to attract and retain talented and professional staff. The current structure is not commensurate with the expectations from the staff in terms of knowledge and skills, understanding of issues and ability to work in a very difficult field in a sustained manner.

- Opportunities need to be created for stress reduction within the team. Overnight trips that combine work with pleasure e.g. annual or six-monthly review meetings, creating a hobby corner in the office, monthly celebration of staff birthdays, etc. could be some of the measures to overcome stress faced by staff.

- Financial controls in the organisation are well in place. All advances have to be settled once a week and systems are in place to requisition for money required for anticipated and unanticipated expenses. There may be a need to further decentralize these controls so that the responsibilities of the Director and the Coordinator could be reduced and lead to reposing greater confidence in the field staff.

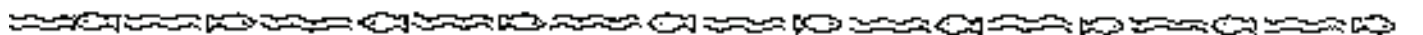
SWOT Analysis

S - Strong, good team; dedicated and hard working and good understanding of issues and work.

W - High stress levels, dependence on top leadership for policy and strategic issues, need to build capacities, lack of exposure to the field outside Goa.

O - Chance to push the issue of economic rehabilitation of victims of CSE at the national level.

T - Sustaining SWIFT Wash as a profit making unit and strengthening education programme under Ankur.



Conclusion and Recommendations

ARZ has created an enviable track record in the twelve years of its work in the state of Goa. Starting off as a community-based initiative to prevent the commercial sexual exploitation and the dedication of minor girls and women into prostitution, the organisation has expanded its scope and range of work to include prevention, prosecution, protection and rehabilitation of victims of CSE in the state and even outside. It has raised the issue of non-performance of State actors and raised consciousness levels in civil society to the issue of trafficking and victimization of women and girls in CSE. It has actively lobbied with the State and Non-State actors to legislate the Goa Children's Act and effective implementation of the various provisions of the ITPA. It has successfully been able to stop the dedication of *devadasi* girls in the state with the active participation of the affected community. It has created an economic model for the rehabilitation of victims of CSE through the SWIFT Wash initiative and demonstrated to the State, civil society and the market that rehabilitation is possible, if it is taken up as a planned and sustained manner.

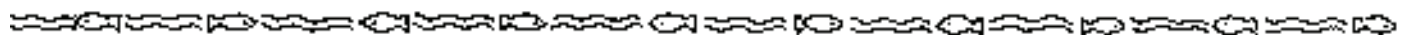
However, there is always scope for improvement in any organisation and the same holds true for ARZ. The evaluators read the literature and project proposals which were made available to them by tdh and ARZ, spent three days in the field and many hours discussing with the team members of ARZ before, during and after the field visit to arrive at the recommendations outlined below.

Given the limitations of time within which the exercise was carried out and the possibility of not being able to

completely comprehend the context and the work of the organisation, these recommendations run the danger of either under or over stating a problem or an issue or even missing the mark completely. They may be read and discussed in this light.

I. Project Specific Recommendations

1. Staff development Conscious efforts need to be made to strengthen the capacities of the staff at all levels, and especially at the field level. This can be done by a variety of ways:
 - a. Deputing staff for training programmes, seminars, workshops and courses organised by NGOs, training institutes or government departments within and outside the state, on issues relating to their specific areas of work as well as in subjects such as social work, law, human rights, advocacy, networking, education, health care, etc.
 - b. Organising regular sessions for staff once a month on general as well as specific issues - socio-political situation, latest developments in the field, stress management, time management skills, documentation skills, presentation skills, etc.
 - c. In-house trainings on computer skills, English language skills, social work methods, legal training, etc.
 - d. Making available recreation avenues - creating a 'painting corner' clay and craft corner, carom board facility etc. for staff to de-stress during 'free time' e.g. half an hour after lunch or half an hour before leaving from work.
 - e. Organising review meetings outside office premises and as an overnight trip mixing work with fun.



2. Salary structure - Ways and means have to be found to upgrade the salary structure at all levels. Funding organisations have to be sensitized to the high stress producing nature of this sector and unless staff is compensated well, it would be difficult to retain them over a long period of time.

3. Educational support and welfare benefits for staff - It is highly appreciated that ARZ has started EPF and medical benefits for its staff. There should also be some emergency or educational fund available for staff so that they could be encouraged to study further. The organisation could consider giving an additional increment to staff to complete the next level of education. The financial assistance may have an upper limit towards reimbursement of course fees.

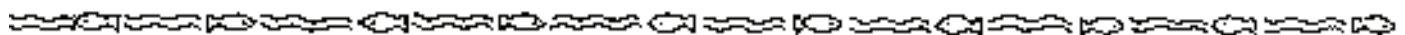
4. Delegation of responsibilities - Steps need to be taken to further decentralize day-to-day functioning and create leadership at all levels so that the organisation can function more effectively in the field and sustain in the long run. For example, the signing authority for all financial transactions could be delegated to the next level (up to certain upper limit of money being transacted).

5. Documentation - ARZ needs to lay greater emphasis on documentation, as the context of its work, the areas of its intervention and its growth over the years could be of value to the organisation and to others (field based organisations, academia and policy makers). This could be done by building capacities of its staff and also appointing specialized staff for documentation. Staff may be sent for short term training programmes on research and documentation skills or in-house workshops may be organised for this purpose from time

to time. Another strategy could be inviting MA / M. Phil / PhD students to choose their research topics around issues with which the organisation is working. ARZ could in fact create a list of desired topics of research and offer its support to students willing to do their dissertation on such topics. They could also invite interns / volunteers for 2-6 months to assist in in-house research such as analysis of case records of ARZ and judgments relating to ITPA cases which ARZ has been involved in.

6. Student involvement - Students of law, social work, journalism, media, social entrepreneurship, human rights, human resource management, etc. could be invited to do their internships, block placements or concurrent field work on a selective basis, based on the needs of the organisation. This would lead to spreading the work of the organisation and creating a bank of well wishers and supporters who would be useful to the organisation in the long run.

7. Funding - ARZ should make serious efforts to explore government and corporate funding to support its work in the field and at the policy advocacy levels. Government funding could be explored through the Ministries / Departments of Women and Child Development, Social Justice and Empowerment, Youth Affairs and Sports, Education, Health and Family Welfare and Tourism and Culture. These Ministries / Departments, both at the Central and State levels, have schemes for grant-in-aid to NGOs which could be tapped with some effort. Similarly, corporate houses which have a policy of funding field initiatives need to be tapped. These efforts could be directed towards a creation of a corpus fund. Support from individuals could be solicited by registering with websites offering support to NGOs as well as creating a sponsorship scheme for individual donors.



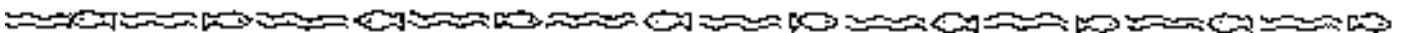
II. Sector Specific Recommendations

1. Enactment of State ITPA Rules - Given the fact that ARZ was an active partner in bringing the Goa Children's Act into effect and in implementation of the ITPA in the state, it is obvious that they have a good understanding of legal and socio-cultural dimensions of anti-trafficking related issues. It is also clear that they have a history of having engaged constructively with the system and have been able to build enough pressure on the State to become proactive in this sector. In the light of this, ARZ should take the next step towards effective rescue and rehabilitation of trafficked victims by getting the State ITPA Rules enacted in the state. This will help them to translate their experiences in this area into legislation. The fact that Maharashtra has recently enacted their State ITPA Rules with the active support of NGOs in the state will no doubt be an added factor towards enabling this process.

2. National campaign on economic rehabilitation - The time may have come for ARZ to take the SWIFT Wash initiative forward by initiating a campaign on government-supported and community-based economic rehabilitation programme for trafficked victims. The existing scheme floated by the Ministry of WCD, GoI is a shelter-based scheme and does not take into account the needs of women victims living in the community and in need of support to get out of CSE. Many such models need to be promoted to develop a lobby which established the right of victims of CSE to rehabilitation. However, ARZ cannot start this initiative unless they have a dedicated team only working on this issue as well as the necessary funds to get such a campaign going.

3. Strengthening the education programme and greater planning in parents' meetings - As discussed earlier, ARZ may have to take a call on the future of the education programme under the Ankur project. As of now, it plays the role of a medium to keep in touch with vulnerable children and their parents and provides minimum educational support by way of tuition classes and parents' and teachers' meetings. This programme has the potential to turn into a major initiative to prevent second generation trafficking and deviance, if the quality of the programme is upgraded. However, ARZ will either have to partner with an expert organisation (State or Non-State) or train and orient their teachers to work better in their field, with the help of some training institutions or expert NGOs working in the field of elementary education. ARZ may initiate a dialogue with an NGO or a department of education of a university, which runs innovative programmes in elementary education, to take their guidance in this regard. Whether or not it wants to invest in this area, given the fact that they see themselves essentially an organisation working on the issue of prevention of CSE and rehabilitation of trafficked victims is for the organisation to decide.

4. Working with vulnerable boys and youth- In the light of the above discussion, an alternate route for ARZ to take now is to start work with vulnerable boys and male youth both in Baina and in Vasco. There are a growing number of boys involved in sniffing, pimping and stealing activities in Baina and boys and youth living on the streets in Vasco. These boys are potential perpetrators as well as likely to get into criminal activities in the absence of pro-social support. ARZ has the understanding and know-how to work with this population. In order to work with this group, it may have to redeploy its existing staff and possibly withdraw from the education programme

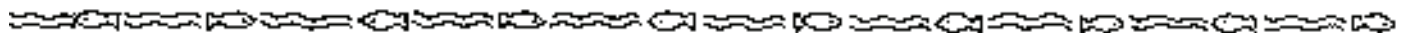


under the Ankur project at Baina. These are organizational issues that any organisation has to take a call on from time to time.

5. Dissemination of trafficking study in other parts of Goa - The study conducted by ARZ on the Trafficking for Commercial Sexual Exploitation in Goa needs to be disseminated among all stakeholders government officials, *panchayat* members, civil society organisations, women's groups, *mahila mandals*, youth groups and citizens' groups, school and college students throughout the state, so as to take effective steps to stop and prevent the commercial sexual exploitation of women and girls in the state and take penal action against the perpetrators. This has to be taken up on a large scale through media coverage, meetings, seminars, workshops, poster exhibitions, organizing campaigns and events, etc. Public opinion will have to be mobilized against this growing menace so that the political will is created to act against the phenomenon.

6. Organising a State level workshop on ITPA- ARZ is in an ideal position to organise a State level workshop on the implementation of the ITPA, involving all the stakeholders the police, judiciary, institutional authorities, public prosecutors and NGOs working in this field. The workshop could discuss threadbare, the hurdles faced in the implementation of the important sections of the ITPA and related laws such as the JJ Act, the Goa Children's Act and IPC sections relating to trafficking offences. A similar workshop was organised by Prayas (TISS) in 2005 at the national level in collaboration with the NHRC, the recommendations of which were adopted by the NHRC and forwarded to the GoI for implementation.

7. Lobbying towards membership in the Central Action Committee to Combat Trafficking of Victims of CSE - In view of the body of work done by ARZ in this field, they should lobby with the State authorities to be included as a non-official member representing the state of Goa in the Central Advisory Committee to Combat Trafficking of Victims of CSE, chaired by the Secretary, Ministry of WCD, GoI.



Annexure I: Case Studies ⁵

Radhika

Ms. Radhika, age 24, was commercially sexually exploited in the red-light district of Vasco, Goa. Radhika was a victim of human trafficking. She belonged to the *devadasi* community and was 'dedicated' and later forced for commercial sexual exploitation by her own parents. Radhika's family resides in a slum located next to the red-light district in Vasco, Goa.

Her family had migrated to Goa from North Karnataka around 20 years ago. She belongs to a caste which is socially and economically very backward. Families belonging to her caste in North Karnataka follow the religious tradition of dedicating girls to Goddess *Yellamma*.

Radhika was dedicated at the age of 13 years immediately after attending puberty. After her dedication, she was sold in a brothel by her own family members, where she was commercially sexually exploited.

She was abused and exploited for four years, till she was rescued by ARZ with the assistance of Crime Branch, Goa Police in 2002. Commercial sexual exploitation at a very young age and the her traumatic experiences affected Radhika psychologically, physically and emotionally. Post rescue, she was detained at the government Protective Home for a year. After her release from the rehabilitation center, Radhika joined ARZ.

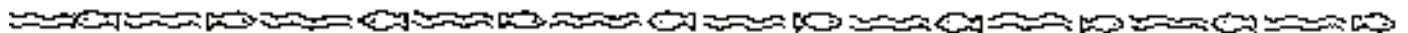
Her Present Work

Radhika has been working at ARZ since the last six years. She works as an Enabler in the organization. As an Enabler, she works at the grass-root level i.e directly on the issue of trafficking and interacts with the clients, their family members, community members and members of the government & non-government systems.

As an enabler she has the following responsibilities:

1. Prevention: She works with a group of adolescent girls who are either children of trafficked victims or residents of the red-light area. Most of these children are affected due to exposure to the commercial sexual exploitation activities in their neighbourhood. There is high incidence of girls getting into sexual relationships at a very early age and in many cases these relationships results in minor girls becoming unwed mothers. The girls also elope with the boys and if they are caught by the parents, they later dedicate them to the Goddess or push them into prostitution (under the pretext that they are now 'spoilt' anyway).

⁵ Names have been changed to protect the identity of the person



Most of these girls are found to be vulnerable to trafficking for commercial sexual exploitation. The traffickers in the area wait for such occasions and buy them from their parents for the CSE activities. The parents also find it a good excuse to push them into CSE by selling them to traffickers with the excuse that, "who will marry them now since they are spoilt?".

Radhika works with these girls and conducts activities for their behaviour change through counselling, art and craft, dancing and theatre. She also works with their parents and community members to prevent the girls from becoming vulnerable to trafficking, dedication, sexual abuse and trafficking for commercial sexual exploitation.

2. Lodging Police Complaints: Radhika has been actively involved in encouraging the adolescent girls and their family members to lodge police complaints in case of sexual abuse, rape, trafficking for CSE (the members of this community usually do not seek intervention of the police in case of exploitation, due to fear of being ill-treated by the police or due to the fear of the abuser/exploiter). As soon as Radhika receives information about any case of abuse or exploitation, she makes home visits, provides legal counselling to the victim and her family, escorts them to the police station and helps the victim to give her statement to the police.

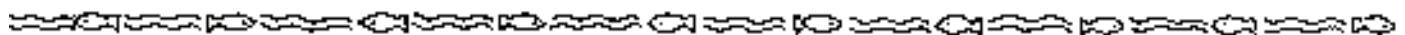
3. Assisting Victims to Depose in Court: During the prosecution of the trafficker, Radhika prepares the victim to depose in the court. She escorts the victim to the court and assists her to depose in the court.

4. Vocational Training: She has been involved in providing vocational training in tailoring to the vulnerable adolescent girls and trafficked victims.

5. Economic Rehabilitation: She has been actively involved in identifying and mobilising victims of human trafficking and girls vulnerable to being CSE to join economic rehabilitation programme of ARZ.

Radhika is fighting against the tradition of dedication of girls to Goddess *Yellamma* as well as fighting against combating commercial sexual exploitation. Her determination to prevent entry of new girls, rescue and protect those being exploited has led to prevention of innumerable adolescent girls from the area from being dedicated, sexually abused and commercially sexually exploited. Her work has also resulted in building confidence and skills among the victims of trafficking to initiate a new life out of bonded slavery.

The way Radhika moves around in the community & interacts with the girls is to be seen to be believed. Her work has saved many girls from exploitation. Radhika is a role model for innumerable victims of trafficking who wish to live a respectable life. She has not only empowered herself but taken on herself to bring change in the lives of women and girls who continue to live in bonded slavery.



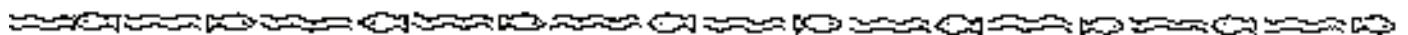
Pallavi

Pallavi, age 23, was commercially sexually exploited in the red-light of Baina, Goa. She was a victim of human trafficking for commercial sexual exploitation (CSE). Pallavi was from the *devadasi* community and was 'dedicated' to Goddess Yellamma, when she reached puberty, she was forced into commercial sexual exploitation by her own parents. Pallavi's family resides in a slum located next to the red-light area Baina, Goa.

When ARZ started working in this red-light area, Pallavi came to know about ARZ's work but her mother (not her real mother - she took care of her since she was a child; Pallavi accepts her as her mother) did not allow her to go out of this trade. Pallavi also worked as a construction worker where she met a man. She got married to him but did not reveal this to her mother.

Gradually, Pallavi realised that her mother was only interested in exploiting her. With the help of ARZ, she moved out of her mother's house & started living separately with her husband. But her husband kept the marriage a secret from his parents. During day time, he would stay with her and at night he would go back to his parents' house. Pallavi got fed up with this situation and she left him, again going back to her mother.

When Swift Wash project started, she joined this work. She learnt all the required skills from another worker. Because she was a illiterate it was difficult for her to understand the accounting part. But she learnt everything for "IJJAT KI JINDAGI". She has now become an office bearer in SWIFT Wash. She is happy with her work and life.



About the Evaluators

Vijay Raghavan

Mr. Vijay Raghavan is an Associate Professor, Centre for Criminology and Justice (CCJ), School of Social Work, Tata Institute of Social Sciences (TISS), Mumbai. He is a Masters in Social Work with Specialisation in Criminology and Correctional Administration from TISS in 1989. Since 1990, he has been associated with Prayas, a field action project of the CCJ, TISS as its first social worker and currently, the Faculty-in-charge. Through the work of this project, he has worked on or engaged with issues relating legal rights and rehabilitation of youth offenders, under trial prisoners, women prisoners, commercially and sexually exploited women, children of prisoners and those vulnerable to criminalization or victimization, both at the field and policy level. He has been involved in highlighting the gaps in the implementation of correctional laws and policies towards prison reforms, legal aid, custodial conditions in women's institutions and rehabilitation of vulnerable groups in criminal justice.

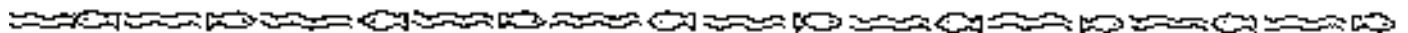
Mr. Raghavan has been teaching subjects relating to social work methods, criminology, criminal justice, correctional laws, advocacy and networking and governance to students of the Masters programmes in Social Work at TISS. He has been a visiting faculty at the Yashwantrao Chawan Academy of development Administration (YASHADA), Pune. He has also been involved in training and sensitization of criminal justice functionaries at Maharashtra and national levels on issues relating to gender, custodial justice, legal aid, prison reforms, and implementation of correctional laws and rehabilitation of vulnerable groups in criminal justice.

Mr. Raghavan has been involved in capacity building of NGOs and groups working in criminal justice on issues relating to legal rights and rehabilitation. He has engaged in research and documentation and written articles in newspapers and journals and contributed chapters in books related to his area of specialization. He is currently doing his doctoral thesis on the subject of youth in crime.

Anjali Pawar-Kate

Ms. Anjali Pawar Kate is a Masters in Social Work from the Karve Institute of Social Sciences, Pune. She is the Director of a Pune based child rights organisation, Sakhee. She is also the Co-convenor of Maharashtra for the Campaign against Child Trafficking (CACT). Under Sakhee's banner, Ms. Anjali has been working on child protection issues, especially child trafficking for the purpose of adoption, religious purposes, child labour, begging, etc.

Ms. Anjali has been involved in exposing the malpractices of adoption agencies such as Preet Mandir, which is allegedly involved in trafficking of children towards foreign adoptions. She is one of active partners in filing a criminal writ petition in the Mumbai High Court against the malpractices of Preet Mandir. Ms. Anjali, through the work of Sakhee is doing a



study and investigation of the child begging racket. She is making continuous efforts to stop the child begging through family intervention as well as government intervention.

Ms. Anjali has been working with children and in schools towards the prevention of child sexual Abuse, and also organizing holiday and recreational camps for children from residential homes, school going children and children from the community. Ms. Anjali is involved in coordination, networking, media and political advocacy and lobbying for child protection issues. She has also organized workshops, sensitivity programmes and capacity building programmes for police officers, grass root workers, care takers, superintendents, CWC and JJB members and children on child rights and related issues.

Ms. Anjali is associated & working with a Dutch organization ACT (Against Child Trafficking), Netherlands, which is working against child trafficking issues at the international level. She is associated with QICAC (Quality Institutional Care and Alternatives for Children, Maharashtra) as a core group member, which is working with residential institutions under the Department of Women & Child Development. She is also associated with people's organisations such as the Yashwantrao Chavan Pratishthan's Nav Maharashtra Yuva Andolan, Lok Sangharsh Morcha (Punarvasan Sangharsh Samiti) and has been a volunteer with Anandvan & the Lok Biradari Project.

