



ASEAN Intergovernmental
Commission on Human Rights

Community Policing Approach to Counter Trafficking in Persons in ASEAN Member States

TRAINING GUIDE





Disclaimer: The Community Policing to Counter Trafficking in Persons in ASEAN Member States Training Guide has been developed by the ASEAN Intergovernmental Commission on Human Rights (AICHR), and supported by the Australian Government through the ASEAN-Australia Counter Trafficking (ASEAN-ACT) program. The views expressed in this publication do not represent the official position or views of ASEAN and ASEAN Member States, and not necessarily the views of the Australian Government, or any other institution.

Acknowledgements

This Training Guide was developed by Ms Nadia Gerspacher and Ms Archana Kotecha based on the implemented AICHR *Capacity Building on Trafficking in Persons and Human Rights: Community Policing Approach to Victim Identification and Prevention of Trafficking in Persons*, on 23 – 25 August 2021 via video-conference that is supported by the ASEAN – Australia Counter Trafficking (ASEAN-ACT) program. The Consultation was part of the implementation of the AICHR Five-Year Work Plan 2021-2025.

The AICHR would like to thank H.E. Wahyuningrum, the Representative of Indonesia to the AICHR for her leadership in the implementation of Project and development of the Training Guide as well as all of the AICHR representatives for their valuable inputs on this Training Guide. Appreciation also goes to all participants of the AICHR online regional workshop for the Project that were attended by representatives of the anti-trafficking in persons national task forces, national agencies of witness and victim protection, national human rights institutions and civil society organisations of all ASEAN Member States; and representatives of the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC), ASEAN Committee on the Declaration on the Protection and Promotion of the Rights of Migrant Workers (ACMW), ASEAN Secretariat and the ASEAN Senior Officials Meeting on Transnational Crime (SOMTC). We deeply appreciate the valuable contributions of participants, as well as the good practices shared by the presenters at the online training which has informed this resource.

The AICHR would like to acknowledge the contributions of the ASEAN-ACT team in developing this Training Guide, especially Mr. Archemides O. Siguan, ASEAN Program Director. The AICHR Indonesia team also provided invaluable support in the finalisation of the Training Guide.

Jakarta, Indonesia, 2023.

Foreword

Trafficking in persons gravely violates the human rights of individuals who are victimised and poses a continuing challenge to counter-trafficking responders. You will see in this training guide that this challenge can be effectively addressed by a 'community-oriented policing approach'. Community policing to respond to and prevent trafficking in persons is about engaging communities with the goal of working together to address the threats posed by traffickers. Community policing adopts a rights-based approach and is one of the ways counter-trafficking actors can integrate human rights approaches to address trafficking.

This guide is developed based on the ASEAN Intergovernmental Commission on Human Rights (AICHR) Capacity Building on Trafficking in Persons and Human Rights: Community Policing Approach to Victim Identification and Prevention of Trafficking in Persons that was conducted on 23-25 August 2021. Apart of that this module highlights the priorities of the AICHR in ensuring forward-looking and practical ways to promote respect for human rights, it also takes the views, experiences, and reflections from the practitioners on community policing to address trafficking in persons, especially women and children in ASEAN.

The guide also 'animates' the use of the ASEAN Human Rights Declaration (AHRD) as a guidance to strengthen counter-trafficking measures among practitioners in ASEAN Member States (AMS) in handling trafficking in persons cases by placing the rights of trafficked victims front and centre of the process. Publishing this guide is also a form of supporting the work of the ASEAN Sectoral Bodies (ASB), particularly on the implementation of the ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) and the ASEAN Plan of Action Against Trafficking in Persons.

This will complement the work of the Senior Officials Meeting on Transnational Crime (SOMTC) and hopefully find home within law enforcement agencies and relevant organisations in AMS. While SOMTC leads the implementation and monitoring of ASEAN counter-trafficking work plans pursuant to the ACTIP, AICHR advances rights-based counter-trafficking approaches consistent with its mandate of strengthening cooperation, promotion, and protection of human rights in ASEAN.

To counter trafficking in persons, the whole ASEAN must come together as a community of nations that promotes the protection of human rights. ASEAN must continuously work towards a progressive approach to increase regional cooperation and learning, by creating partnerships and coalitions that involve all stakeholders - Dialogue Partners, international organisations, civil society organisations and the private sector. Such is the nature of community policing - a partnership with communities to develop transformative, empowering, locally led solutions.

I believe that community policing and rights-based approaches must be embedded in the efforts of frontline responders to trafficking in persons. This guide will not only strengthen law enforcement but protect and support communities as a whole.



H.E. Wahyuningrum

Chair and Representative of Indonesia to AICHR

Remarks

Message from Australia's Ambassador to ASEAN

Since the enactment of the ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) in 2017, ASEAN Member States have made significant progress to address trafficking in persons including through the introduction of anti-trafficking laws and policies, enhanced capacity of government and non-government agencies to respond, and enhanced cooperation within and between countries in Southeast Asia.

This AICHR Training Guide: Community Policing Approach to Counter Trafficking in Persons in ASEAN Member States is an important addition to the ASEAN resources developed to provide practical guidance to policy-makers and practitioners with a role in preventing and responding to trafficking in persons. Australia is proud to have supported the ASEAN Intergovernmental Commission on Human Rights (AICHR) to develop this training guide through our 10-year counter trafficking initiative, the ASEAN-Australia Counter Trafficking (ASEAN-ACT) program, which has a primary focus on supporting victim rights, and advancing gender equality, disability and social inclusion in the context of countering trafficking in persons.

Community policing is an important part of an effective and holistic approach to countering trafficking in persons. Community policing relies on local leadership and strong partnerships between communities, government and non-government agencies – it is a whole-of-society approach to countering trafficking. The approach also bolsters trust between communities and local law enforcement, and has been shown to reduce violence against women and children.

I wish to congratulate AICHR on the development of this guide which can be used by all ASEAN Member States to educate and build the capacity of police at the local level. As an overarching ASEAN body with a significant policy remit, AICHR is uniquely placed to play a leadership role in preventing and responding to violations of human rights, including trafficking in persons.

Australia looks forward to continuing its strong partnership with AICHR to increase the capacity of ASEAN Member States to fulfil their obligations under the ACTIP, with a shared commitment to integrate victim-centred, gender-sensitive and inclusive approaches to countering trafficking in persons.



H.E. Will Nankervis
Australian Ambassador to ASEAN

Contents

Introduction	8
About this Training Guide	9
How to use this Training Guide	10
Who is this Training Guide For?	11
Learning Outcomes:	11
Community Policing: A Concept	12
Module 1A Understanding Trafficking in Persons in the ASEAN Context	16
1. Defining TIP	17
A. Distinguishing between Trafficking in Persons and Smuggling of Migrants.....	20
B. Distinguishing between Trafficking in Persons and Forced Labour	22
2. Trafficking trends and flows	24
3. The nexus of trafficking in persons and corruption	26
Module 1B: Regional Responses to Trafficking in Persons:	
The Role of ASEAN and other Actors	29
1. ASEAN Responses to TIP	30
2. The Roles and Responsibilities of Different Stakeholders in Responding to TIP.....	33
A. The role of ASEAN and ASEAN Sectoral Bodies/Organs (ASBs)	33
B. The role of the State (Government)	33
C. The role of the police and law enforcement.....	34
D. The role of civil society	34
E. The role of the private sector	35
Module 2 Human Rights-Based Approaches to Trafficking in Persons	37
1. The human rights-based approach to TIP	39
A. The Importance of a Human Rights-Based Approach (HRBA) to Trafficking.....	40
2. Sources and Content of Human Rights Engaged in the Context of TIP	43
A. TIP in ASEAN regional frameworks	43
3. TIP in International Legal Frameworks	45
A. Substantial and specific reference to trafficking and related exploitation:	45
B. Additional human rights treaties that include provisions for protections relevant to trafficking.....	45
4. Human Rights of Special Groups	46
5. Non-Discrimination	47
6. The Applicability of Human Rights to Non-citizens and Stateless Persons	49
Module 3: Understanding Community-Oriented Policing to address TIP	51
1. Introduction to Community-Oriented Policing	52

2. The Community Policing (COP) Framework.....	54
A. Define Public Confidence	54
B. Establish Legitimacy	55
C. Laying the foundation for partnerships	56
D. Perceptions of Police Response.....	56
E. Treat All Community Members Fairly	57
F. Understanding the Role of Partnerships	58
3. Leveraging Partnerships for Problem-solving.....	61
4. What COP is not	66
5. Benefits of COP to counter TIP	68
A. Gain knowledge of threats and community TIP-related concerns for more effective policing.....	68
B. Enhance the capacity of police to address TIP-related criminal activity	68
C. Build bridges to cooperate across the region and beyond	69
D. Understanding the victim’s perspective through community-oriented policing	69
Module 4: Integrating Community-Oriented Policing into Victim Identification Processes	72
1. Leveraging Partnerships for Victim Identification.....	73
A. Raise awareness of many different actors in a community about the fact that TIP exists in communities:	73
2. Engage an individual that is suspected to be a victim of TIP:.....	75
3. Problem-solving to Identify Victims	75
Module 5: Integrating Gender into Community-Oriented Approaches to TIP.....	78
1. Integrate Gender Considerations: A Key Aspect of a Victim-centred Approach.....	79
2. Gender Dimensions of TIP.....	81
Module 6: Police-Public Partnership in Preventing and Combating TIP.....	86
1. Building Partnerships	87
A. Sharing Useful Information to Keep People Safe	88
B. Going Out and Seeking to Identify Problems.....	89
C. Active Listening to Support Communication and Partnership Building.....	90
Module 7: National and Regional Referral Mechanisms.....	95
1. The Concept of Referral Mechanisms	96
2. Structure of a Referral System	96
3. Referral System Actors	99
Module 8: Reflection, Evaluation, Ways Forward	103
Putting it all together	103
Sample Evaluation Form	104
Additional Resources on Community Policing	105

List of Abbreviations

ACTIP	: ASEAN Convention Against Trafficking in Persons, Especially Women and Children
AICHR	: ASEAN Intergovernmental Commission on Human Rights
AMS	: ASEAN Member States
ASB	: ASEAN Sectoral Body/Organ
COP	: Community-oriented policing
ASEAN	: Association of Southeast Asian Nations
ILO	: International Labour Organization
OHCHR	: Office of the United Nations High Commissioner for Human Rights
SOM	: Smuggling of Migrants
TIP	: Trafficking in Persons
UNODC	: United Nations Office on Drugs and Crime

Introduction

Despite the existence of comprehensive international and regional legal frameworks, millions of children, women and men continue to be trafficked each year around the world. Individuals may be trafficked within a country or across a border for various purposes including forced and exploitative labour in factories, farms and private households, sexual exploitation, forced marriage or organ removal.¹ According to the Walk Free Foundation and the International Labour Organization, 25 million people were subjected to forced labour and sexual exploitation in 2016 worldwide.² Some populations are particularly vulnerable to trafficking and subsequent exploitation. Factors such as economic and/or social discrimination (gender and race-based especially) and denial of rights are primary aspects that lead to vulnerability. Indeed, poverty and community marginalization have been shown to result in poor life choices and high-risk behaviours that would, were their basic needs be met, not have been made. Particularly vulnerable are minorities, migrants and women and girls.³

The drivers of TIP in Southeast Asia include economic factors, conflicts, climate change, and natural disasters. A lack of economic opportunities at home often forces people to migrate to seek employment – often this employment is informal or precarious – leaving them vulnerable to trafficking and exploitation in sectors including fishing, agriculture, construction, or domestic work.⁴ High recruitment fees and migration-related costs mean that many migrant workers are at risk of debt bondage or other forms of exploitation.⁵ Armed conflicts, natural disasters, and the effects of climate change are also driving large displacements of people. Displaced populations are often more vulnerable to trafficking and exploitation.⁶

These vulnerable groups provide opportunities for trafficking activities that start in communities and span entire regions. Countering trafficking in persons (**TIP**) is an area of focus for ASEAN Members States (**AMS**). The challenges are many and span the entire governance infrastructure. Countering TIP requires a complex web of activities and initiatives that include addressing the multi-faceted factors that render men, women and children vulnerable to trafficking. In addition to countering the threats of criminal groups, addressing economic inequalities, and reforming legislation to effectively combat TIP, the capabilities of law enforcement need to be enhanced to maximize the capacity of AMS to counter TIP. As the AMS work to develop their capacity to identify and protect at-risk populations and victims of TIP, they need to establish adequately designed governance mechanisms to address this complex issue. One of those mechanisms is policing.

¹ <https://www.ohchr.org/EN/Issues/Trafficking/TIP/Pages/Index.aspx>

² ILO Global trends

³ <https://www.ohchr.org/EN/Issues/Trafficking/TIP/Pages/Index.aspx>

⁴ IOM, 2015, Profits And Poverty: The Economics Of Forced Labor. Geneva.

⁵ Us Department Of State's Trafficking In Persons Report 2018.

⁶ Ibid

AMS have agreed that there is a need to work collaboratively on enhancing direct communication and coordination between and among competent authorities of AMS and to establish effective regional legal and policing mechanisms.⁷ While countering TIP requires a whole of government approach, the police of each AMS have a key role to play. Indeed, police institutions are often the first responders in cases of TIP. Along with the justice system, police institutions are often on the front lines of both TIP prevention and response.⁸

Police institutions, more than any other government service provider, have unparalleled opportunities to identify perpetrators and victims of TIP. To do that, however, police institutions need to be able to achieve a level of collaboration with the communities with whom they work. Communities, likewise, have great interest in addressing TIP, and can be well-served by working with police to protect at-risk populations. To make that collaboration a reality, police institutions can adopt community-oriented policing.

About this Training Guide

This guide offers police officers and other relevant frontline officers the principal awareness, knowledge, and skills necessary to adopt community-oriented policing. It is designed to offer any instructor with the responsibility to teach this module both the background information needed to teach the material, as well as guidance on the delivery of the training content. This guide is written in a way that allows an instructor to maintain their teaching style and present the material according to their specific requirements. The course includes practice exercises to ensure that adult learning principles are integrated, and has been designed to be practical and accessible for a police audience – building on their existing knowledge on policing.

This guide focuses on providing the knowledge and skills to police officers who are likely to be first responders to TIP and help them build trusting partnerships that will empower both communities and police to engage in problem solving.

⁷ ASEAN Plan of Action Against Trafficking in Persons, Especially Women and Children, 27th ASEAN Summit.

⁸ Law Enforcement Response to Human Trafficking and the Implications for Victims: Current Practices and Lessons Learned Author(s): Heather J. Clawson ; Nicole Dutch ; Megan Cummings Document No.: 216547 Date Received: December 2006 Award Number: 2004-WG-BX-0088 This report has not been published by the U.S. Department of Justice, p. i.

How to use this Training Guide

This training guide is divided into a series of individual modules that are designed to be delivered as part of a comprehensive training program. Each module is designed to be one 'lesson' within that training program.

At the start of each module, you will find a brief description of the module, the learning objectives and learning outcomes of that module, as well as key resources and reference materials for instructors and participants. At the end of each module, you will find suggested activities for participants to help embed the module content.

Participants will explore and develop technical and soft skills, behavioural traits, and learn approaches relevant to adopting good practices of community-oriented policing to contribute to the effective prevention and response to TIP. Participants will have the opportunity to practice, discuss and apply the knowledge and skills taught throughout each module. This training guide draws on tools developed by key experts in the field of community policing and related disciplines, shares lessons, and applies research findings to provide a relevant and current set of approaches which are meant to be incorporated in the toolbox of police officers as first responders.

The module is designed to provide opportunities for participants to engage in the collective sharing of their experiences and reflect on related topics. Participants will be exposed to many of the tools and techniques through hands-on learning methods. Focusing on practical exercises and case studies, this training program will help participants understand the challenges of adopting community policing and develop possible solutions to common roadblocks.



Who is this Training Guide For?

This training guide is intended to be used by instructors and trainers. The target audience for this training is frontline police officers, law enforcement, and frontline responders whose responsibility it is to provide security and protection to communities. Throughout this training, where the terms ‘police’ and ‘policing’ are used – this is intended to refer broadly to all of the above-mentioned groups.

The material in this training guide can be implemented by one AMS, or can include participants from different AMS.

Learning Outcomes:

Upon completion of all modules in this training guide, participants will be able to perform the following tasks:

1. Adopt the mindset and behaviours that underpin community-oriented policing;
2. Integrate a community orientation in their efforts to address TIP;
3. Collaborate with communities in the identification of risks and threats that exist around TIP activities, those actors who represent the demand for TIP, and the development of strategies to diffuse the threats and solve problems that lead to TIP;
4. Collaborate with communities to identify and protect victims of TIP, and have greater awareness of the services and support required to address their vulnerabilities.

Community Policing: A Concept

Community policing is an approach that originated in the 19th century with the launch of what was back then called “modern policing” – a phrase coined by British statesman Robert Peel, who launched the “Principles of Democratic Policing” to respond to the failures of more heavy-handed policing. He developed principles which allowed for crime prevention without heavy intrusion into people’s lives.

9

The nine original “Peelian Principles” can be summarised as follows:

1. To prevent crime and disorder as an alternative to their repression by military force;
2. To recognize that police power is dependent upon public approval of their behaviour;
3. To recognize that gaining the respect of the public requires securing their co-operation;
4. To recognize the extent to which public co-operation diminishes when physical force is resorted to;
5. To seek public favour, not by pandering to public opinion but demonstrating impartial service;
6. To only use physical force when persuasion, advice, and warning is insufficient to restore order, and to only use the minimum degree of physical force necessary;
7. To maintain a relationship with the public that maintains the tradition that ‘the police are the public, and the public are the police’;
8. To recognize the need for strict adherence to police-executive functions, and to refrain from overstepping the powers of the judiciary, or becoming vigilantes; and
9. To recognize that the test of police efficiency is the absence of crime and disorder, not visible evidence of police action in dealing with them.

To more effectively counter the threat that TIP poses to the people of the AMS, governments need to develop strategies to counter TIP activities and the victimization of vulnerable populations. One government service that is key to the effective countering of TIP is the police. Police institutions have a central role to play in both law enforcement and protection of all the people in their jurisdiction. This role should include both an adequate prevention and response to TIP. This is essential to gaining the confidence of communities. Confidence in the capacity of the police to address the threats of TIP and protect its victims is essential to countering TIP fairly and effectively. To gain that confidence, police need to establish their capacity as responders in TIP cases that are driven by protection and providing security to communities.

Community-oriented policing offers an approach to policing that allows for police to gain the confidence of communities and in turn become more effective at countering TIP. To become effective responders, police need to establish a proximity to communities who have the information that is needed to identify victims and counter TIP. This information can include:

- which groups/individuals are attempting to lure vulnerable individuals to be trafficked, which individuals have been/are in contact with traffickers,
- which individuals have plans to travel or begin employment overseas, and;
- which individuals are being exploited.

Families and friends of victims, for example, can be key partners in preventing TIP or getting to a victim who is being exploited. Without such collaboration with communities, TIP continues to operate in the shadows plagued by fear of traffickers and of police institutions whose credibility as protection providers is not established. To effectively provide protection to these communities, police must adopt practices and a mindset that privileges a proximity to the communities they aim to serve. This proximity is achieved through the establishment of partnerships between police and their communities as well as with other government and nongovernment partners.

To effectively counter TIP, police institutions need to earn the trust of communities. Policing is very difficult without this trust given that information about threats, risks and vulnerabilities will remain purposefully hidden by communities. With mutually beneficial partnerships in place, communities and police can proactively address problems that might lead to trafficking. To enjoy legitimacy, police need to adopt an ethos that will transform the policing organization into one that is oriented towards communities, rather than one which targets communities from a law enforcement perspective. While law enforcement remains at the centre of policing work, working closely with communities is imperative. These practices are embodied in the philosophy known as community-oriented policing.

Adopting community-oriented policing requires a commitment to increased transparency, cooperation with community representatives, unbiased respect in communication and interaction with citizens, and a focus on understanding and solving local problems. It also fosters a reliable and mutual flow of information between the public and the police, as well as effective security partnerships with community leaders and organizations. Community-oriented policing also strengthens the legitimacy of the entire governance of a country and even regional governance initiatives.

Community-oriented policing is an alternative to a more use-of-force dependent approach (sometimes referred to as militarized policing).⁹ The use of force represents a real challenge to the development of partnerships and collaboration with communities. Instead using force, community-oriented policing privileges:

- communication;
- exchange of information, concerns, issues and problems;
- problem solving; and
- long term mutually beneficial partnerships in matters of security and safety.

However, adopting a community-oriented policing ethos is no small effort. Besides a multitude of new policies at the institutional level, individual police officers must gain skills not typically taught in police academies. Community-oriented policing needs to take place across all functions of policing from protection to prosecution.

A community-oriented policing approach is built on the idea that a victim/survivor-centred approach is key to an effective criminal justice response.¹⁰ A victim-centred approach means placing the needs and priorities of victims (in this case, victims of TIP) at the forefront of any response.¹¹ The key principles of this approach include:

- access to a safe, supportive, non-judgmental environment;
- access to appropriate information;
- being enabled to make an informed choice; and
- the right to privacy and confidentiality.

Supporting the rights and needs of all victims of TIP supports the ability of the entire criminal justice system to respond to TIP effectively. In order for the criminal justice system to contribute to the deterrence of TIP and be an ally to police, securing the evidence of victims is critical. This only happen when victims can trust the police and their needs and fears are addressed and as a result:

- Victims are willing to cooperate with the criminal justice system;
- Victims can cooperate with the criminal justice system; and
- The victim support sector is able to cooperate with the criminal justice system.

⁹ Gerspacher, N. et al, Community-Oriented Policing for CVE Capacity: Adopting the Ethos through Enhanced Training Paperback – September 24, 2019. See chapter 1; McElrath, W., Turberville, S., poisoning our police: how the militarization mindset threatens constitutional rights and public safety, Analysis, June 9, 2020; Nolan, T., Militarization has fostered a policing culture that sets up protesters as ‘the enemy’, The Conversation, June 2, 2020.

¹⁰ Pearson E 2002. Human traffic, human rights. London: Anti-Slavery International; Anti-Slavery International 2005. Protocol for identification and assistance to trafficked persons and Training kit. London: Anti-Slavery International; European Commission (EC) Experts Group on Trafficking in Human Beings 2004. Report of the Experts Group on Trafficking in Human Beings. Brussels: EC

¹¹ UN Women, Victim/survivor-centred approach, January 14, 2019

This necessarily involves a high level of coordination and cooperation between victim support agencies and police.¹² It is important that there are clear lines of communication around roles between specialist unit and frontline police. This will require the development and implementation of standard operating procedures and supported by training.¹³ It is important to emphasise, however, that the provision of protection and support for victims should be offered in all cases, and should not be conditional upon victims' willingness to testify or provide information to the police.



¹² European Commission (EC) Experts Group on Trafficking in Human Beings 2004. Report of the Experts Group on Trafficking in Human Beings. Brussels: EC

¹³ Association of Southeast Asian Nations (ASEAN) 2006. ASEAN responses to trafficking in persons: ending impunity for traffickers and securing justice for victims. Jakarta: ASEAN

Module 1A

Understanding Trafficking in Person in the ASEAN Context

About this Module	<p>For front line police officers to embrace community policing as a way to counter TIP, they need to be familiar with basic knowledge on the threat of TIP. Community policing focuses on resolving community problems, concerns and needs, understanding the foundational dynamics, operations and opportunities that traffickers leverage to engage in their activities is key for an appropriate response that will be valued by communities. Demonstrating to communities an understanding of the issue and even informing members of communities about the threat and approaches used by traffickers is in itself community policing.</p> <p>This module is therefore intended to provide a brief introduction to the concept of TIP and how it manifests in ASEAN. More or less time may need to be spent delivering this module depending on the background and experience of training participants – who may or may not already be familiar with TIP (e.g., officers from specialist anti-TIP units).</p>
Learning Objectives	<p>The purpose of this module is to:</p> <ul style="list-style-type: none">● Explain of the definition of TIP under relevant ASEAN and international instruments● Analyse the difference between TIP, migrant smuggling, and forced labour● Evaluate the role and operation of organized crime groups engaged in TIP in Southeast Asia● Recall the link between TIP and corruption
Learning Outcomes	<p>By the end of this Module, participants should be able to:</p> <ul style="list-style-type: none">● Recall the root causes and manifestations of TIP in ASEAN● Explain the key distinctions between TIP, forced labour, and migrant smuggling● Describe the nexus between TIP and corruption

Supporting Documents / Recommended Reading	<ul style="list-style-type: none"> ● ASEAN Convention Against Trafficking in Persons, Especially Women and Children (2015) ● Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organised Crime (2000) ● Protocol to Against the Smuggling of Migrants by Land, Sea, and Air, supplementing the United Nations Convention Against Transnational Organised Crime (2000) ● ILO Forced Labour Convention (C29) (1930)
---	---

1. Defining trafficking in persons

- 1.1. The crime of TIP is defined in international law in the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organised Crime (the **Palermo Protocol**). The same definition applied in the Palermo Protocol is also adopted in the ASEAN Convention Against Trafficking in Persons, Especially Women and Children (**ACTIP**).¹⁴
- 1.2. The definition of TIP involves three parts, which are commonly referred to as the ‘act’, the ‘means’, and the ‘purpose’ element.

Act

TIP refers to activities that include any one or combination of the following acts for the purpose of exploitation:

- Recruitment;
- Transportation;
- Transfer;
- Harboring; or
- Receipt of persons.

¹⁴ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Palermo Protocol); ASEAN Convention Against Trafficking in Persons, Especially Women and Children (ACTIP)

Means

To engage in these activities, traffickers use any one or combination of the following means:

- The threat or use of force or other forms of coercion;
- Abduction;
- Fraud;
- Deception;
- The abuse of power in various contexts including domestic;
- Taking advantage of a position of vulnerability; or
- The giving or receiving of payments or benefits to achieve the consent of a person having control over an individual.

Purpose

The reason for these activities and means is for the purpose of exploitation. Exploitation includes, but is not limited to, any one or a combination of:

- The exploitation of the prostitution of individuals;
- Other forms of sexual exploitation;
- Forced labour or services;
- Slavery or similar practices that enslave individuals;
- Servitude; and
- The removal harvesting of organs.

1.3. Individuals that are trafficked for any of the exploitative practices above can be adults or children. Policing TIP includes the distinguishing of adults and children as their needs and rights will differ in some ways. The trafficking of children is considered a specific type of trafficking. It is defined in ACTIP and the Palermo Protocol as:

“The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in Paragraph (a) of this article...”¹⁵

For the purposes of ACTIP and the Palermo Protocol, a ‘child’ is defined as a person under eighteen years of age.¹⁶

- 1.4. In summary, the trafficking of children only requires the act and purpose elements of the crime to be present, **not the means**.

The ACTIP definition of TIP

A

“Trafficking in persons” shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;

B

The consent of a victim of trafficking in persons to the intended exploitation set forth in Paragraph (a) of this Article shall be irrelevant where any of the means set forth in Paragraph (a) have been used;

C

The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in Paragraph (a) of this Article;

D

Child“ shall mean any person under eighteen (18) years of age;

¹⁵ Palermo Protocol, Article 3(c), ACTIP, Article 2(c)

¹⁶ Palermo Protocol, Article 3(c), ACTIP, Article 2(c)

A. Distinguishing between Trafficking in Persons and Smuggling of Migrants

1.5. According to the UNODC, the smuggling of migrants (**SOM**) is the facilitation, for financial or other material gain, of irregular entry into a country where the migrant is not a national or resident. The criminals behind this highly profitable business seize the opportunity created by the need or desire of people to escape not just poverty and lack of employment opportunities but also natural disaster, conflict or persecution.¹⁷

1.6. Under international law, SOM is defined in the Protocol to Against the Smuggling of Migrants by Land, Sea, and Air, supplementing the United Nations Convention Against Transnational Organised Crime as:

“...the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident.”¹⁸

SOM can be difficult to distinguish from TIP. Cases of SOM often share many of the same facts as TIP, and a situation that may begin as one of SOM can later turn into TIP. Traffickers might also pretend to be migrant smugglers as a way of recruiting victims.

1.7. The figure below shows some of the differences and commonalities between SOM and TIP.¹⁹

¹⁷ <https://www.unodc.org/unodc/en/human-trafficking/migrant-smuggling/migrant-smuggling.html>

¹⁸ Protocol Against Smuggling of Migrants by Land, Sea and Air, Article 3(a)

¹⁹ UNODC, <https://www.unodc.org/e4j/en/tip-and-som/module-11/key-issues/differences-and-commonalities.html>

Element	Smuggling of Migrants	Trafficking in Persons
Geography	SOM always involves the crossing of international borders. It is a transnational crime.	TIP may occur entirely within the borders of one country or may occur transnationally. TIP can also occur even if there is no movement of people at all.
Purpose	Migrant smugglers act to obtain a 'financial or material benefit'.	The purpose of TIP is the exploitation of the victim.
Consent	Consent is not an element of the definition of SOM. It should be noted that, in practice, smuggled migrants generally consent to be smuggled.	Victims of TIP may consent to the act or exploitation, but consent is irrelevant if means have been used (and always if the victim is a child as means need not be established).
Exploitation	Exploitation is not an element of SOM. Where smugglers do exploit migrants, this may constitute aggravated smuggling or, in some cases, TIP.	Exploitation is the purpose element of TIP.
Profit	Profit ('financial or other material benefit') is the purpose element of SOM. Profit is generated by provision of a service (facilitation of illegal border crossing, enabling stay, or document fraud) to smuggled migrants.	It should be noted that, in practice, traffickers likely aim to generate profit through exploitation of the victim.

Victimisation	Smuggled migrants are not "victims" under the Protocol against the Smuggling of Migrants. While the term "victim" is not used in the Protocol, they may be considered victims of crime in situations of aggravated smuggling, where their lives and safety are endangered, or where they are subjected to inhuman or degrading treatment including exploitation.	Persons who are trafficked are seen as victims of the crime of TIP. They may also be victims of other crimes committed in the course of TIP.
Perpetrator	Smugglers may be opportunistic individuals, organized criminals, the migrant's own family or friends or others, but only where they act for financial or other material benefit.	Traffickers may be organized criminals, the victim's own family or friends or others.

B. Distinguishing between Trafficking in Persons and Forced Labour

1.8. Forced labour is defined in the ILO 1930 Forced Labour Convention as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.”²⁰

1.9. Both TIP and forced labour are, at their core, crimes of human exploitation. However, it can be difficult in practice to distinguish between them. As noted above, the definition of TIP requires the perpetrator to act for the purpose of exploitation, and ‘exploitation’ includes, but is not limited to, forced labour. Situations of TIP and forced labour may therefore share similar fact patterns.

However, it is also important to remember that not every situation of TIP involves forced labour, and not every case of forced labour amounts to TIP. Under international law, TIP and forced labour are separate crimes, and each has its own definition.²¹

1.10. The table below illustrates some of the overlaps and differences between TIP and forced labour.

²⁰ ILO 1930 Forced Labour Convention (C29), Article 2(1).

²¹ ILO (2020) ILO Toolkit on Developing National Action Plans on Forced Labour, page 3. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_762168.pdf

Element	Trafficking in Persons	Forced Labour
Act	Covers a broad range of different actions, from the recruitment, transportation, transfer, harbouring, and receipt of persons.	Applies to the ‘exacting’ of work or service from any person under the menace of any penalty. If no work or services have been exacted from the victim, the situation is unlikely to be forced labour. It should be noted however that sexual services and other informal types of work– including unpaid labour – are forms of ‘work or service’ under the ILO Forced Labour Convention. ²²
Means	<p>TIP may be perpetrated through any of the following means:</p> <ul style="list-style-type: none"> • The threat or use of force or other forms of coercion; • Abduction; • Fraud; • Deception; • The abuse of power in various contexts including domestic; • Taking advantage of a position of vulnerability; or • The giving or receiving of payments or benefits to achieve the consent of a person having control over an individual. <p>Where the victim is a child, i.e., a person below the age of 18, it is not necessary to prove the ‘means’ element of the crime. ‘</p>	<p>Forced labour involves the exacting of work or service under the ‘menace of any penalty’.</p> <p>However, the ‘menace of any penalty’ should be interpreted broadly, and can take many forms. It may include, for example, physical or sexual violence, threats, intimidation, psychological coercion (e.g., emotional abuse, document retention), debt bondage, and other forms of coercion.²³</p> <p>For this reason, many of these forms of ‘menace’ of penalty will overlap with, or be similar to the ‘means’ element of the definition of TIP.</p> <p>Unlike the definition of TIP, there is no special definition of forced labour that applies where the victim is a child. However, whether or not an action amounts to a ‘menace of any penalty’ must be viewed from the perspective of the victim. What would amount to a menace of a penalty for a child may not necessarily amount to one for an adult.’</p>

²² ILO (2012) General Survey on the Fundamental Conventions Concerning Rights at Work in Light of the ILO Declaration on Social Justice for a Fair Globalization, 2008. Available at: https://www.ilo.org/ilc/ILCSessions/previous-sessions/101stSession/reports/reports-submitted/WCMS_174846/lang--en/index.htm

²³ ILO (2005) Human Trafficking and Forced Labour Exploitation – Guidance for Legislation and Law Enforcement. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_081999.pdf; ILO (2009) Forced Labour and Human Trafficking Casebook of Court Decisions, page 12. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_106143.pdf

Voluntariness	In the case of TIP, the apparent consent (or lack thereof) of the victim is not a relevant consideration. ²⁴	In order to be forced labour, work or service must not be ‘offered voluntarily’. In practice, this means that a person must be able to give their free and informed consent to perform the work in question, but must also be free to cease to perform the work or service in question. Where a person’s apparent consent is obtained through threats, deception, intimidation, or coercion, this is not free and informed consent. ²⁵
Exploitation	Perpetrators of TIP must act for the ‘purpose of exploitation’. Exploitation can take many forms and includes, but is not limited to, forced labour.	Although forced labour is a severe form of human exploitation, it is not necessary to <i>prove</i> the perpetrator’s intent to exploit the victim as part of the definition of forced labour.

2. Trafficking trends and flows

- 2.1. In addition to understanding and distinguishing TIP from other offences, understanding TIP trends also help officers to better understand and address TIP cases, which will help them to build the confidence of communities that they are capable of helping address problems.
- 2.2. There are no precise figures for the number of victims of TIP globally or regionally. But by some estimates, ‘modern slavery’ (which includes forced labour, sexual exploitation, and coerced marriage, and is therefore closely related to TIP) affects 40 million people globally.²⁶ According to some estimates, modern slavery is now one of the world’s most lucrative organized crimes, generating more than \$150 billion a year. Two-thirds of its victims, or 25 million people, are in East Asia and the Pacific.²⁷

²⁴ Palermo Protocol, Article 3(b).

²⁵ ILO (2005) Human Trafficking and Forced Labour Exploitation – Guidance for Legislation and Law Enforcement. https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_081999.pdf

²⁶ ILO and Walk Free Foundation 2017

²⁷ Walk Free Foundation, Global Slavery Index 2016.

2.3. TIP is a crime that disproportionately affects women and girls. According to estimates from UNODC, 65% of victims of TIP identified in East Asia and the Pacific²⁸ are women and girls. According to UNODC, women and girls²⁹ in East Asia and the Pacific are predominantly trafficked for the purpose of sexual exploitation,³⁰ but women are also trafficked for the purpose of forced labour, for example, in domestic servitude, manufacturing, and other industries. In addition, forced marriages of young women and girls are common in the Mekong region of Cambodia, China, Myanmar, and Vietnam.³¹

2.4. Approximately 30% of identified victims of TIP in East Asia and the Pacific are children, most of whom are trafficked for the purpose of sexual exploitation.³²

Additionally, the following trends are important for police officers to keep in mind:

- 86% of detected victims of TIP Southeast Asia are trafficked within their own country or within the region.³³
- Within Southeast Asia, Thailand is the leading destination for trafficking victims from Cambodia, Lao P.D.R., and Myanmar.³⁴ Malaysia has been a destination for victims from Indonesia, the Philippines, and Vietnam.
- 18% of detected victims of TIP from East Asia and the Pacific are trafficked to the Middle East, 24% to South Central Europe, 9% to Western and South Europe, and 68% to North America.³⁵

2.5. It is also important to understand that individuals that become victims of trafficking may come from backgrounds plagued by poverty, violence and trauma. Discrimination in employment practices along with other types of marginalization also push individuals to accept high risk opportunities for employment which, in turn, increases their susceptibility to TIP.

2.6. Finally, when considering statistics on TIP, it is important to remember that TIP is very often hidden crime that is difficult to identify. Statistics on TIP generally only reflect the number of officially identified victims – which in turn may reflect biases in TIP victim identification screenings and responses to TIP. For example, a country that focuses its counter-TIP activities towards female sex workers is likely to identify more female victims of TIP for the purpose of sexual exploitation. That does not necessarily however reflect the real status of victims of TIP in the country as a whole.

²⁸ A grouping of countries adopted by UNODC which includes all the AMS.

²⁹ UNODC (2020) Global Trafficking in Persons Report 2020, page 31. Available at: https://www.unodc.org/documents/data-and-analysis/tip/2021/GLOTI-P_2020_15jan_web.pdf

³⁰ UNODC (2020) Global Trafficking in Persons Report 2020, page 37. Available at: https://www.unodc.org/documents/data-and-analysis/tip/2021/GLOTI-P_2020_15jan_web.pdf

³¹ Caballero-Anthony, M., A Hidden Scourge: Southeast Asia's Refugees And Displaced People Are Victimized By Human Traffickers, But The Crime Usually Goes Unreported. Finance & Development, September 2018, Vol. 55, No. 3

³² UNODC (2020) Global Trafficking in Persons Report 2020, page 31. Available at: https://www.unodc.org/documents/data-and-analysis/tip/2021/GLOTI-P_2020_15jan_web.pdf

³³ Global Report on Trafficking in Persons, 2016, published by the United Nations Office on Drugs and Crimes (UNODC).

³⁴ Walk Free Foundation's Global Slavery Index 2016.

³⁵ UNODC elaboration of national data

3. The nexus of trafficking in persons and corruption

3.1. Corruption is a key enabler of TIP. Corruption has several dimensions that further victimize vulnerable individuals and their communities, hindering the ability of government institutions like the police and others to protect them from the threats of TIP.³⁶

Trafficking activities have opportunities to corrupt government officials with four main goals:

1. To allow TIP to be invisible;
2. To facilitate impunity once a case of TIP is detected;
3. To facilitate the flows of people and money associated with TIP within and between countries; and
4. To assure the re-victimization/exploitation of the trafficked victims.

Therefore, corruption enables traffickers in the following ways:

- Facilitates the victimization of vulnerable individuals which may otherwise have their rights protected;
- Assists the movements of victims within a country and across borders;
- Facilitates disregard for laws and judicial processes, and protects traffickers from investigation and prosecution;
- Renders institutional safeguards that are rooted in basic human rights and other international norms to protect victims obsolete; and
- Helps criminals and their accomplices to hide their profits.

3.2. Understanding the complicity of corrupt officials and of traffickers, police officers can find themselves policing corruption, a much different engagement than protecting vulnerable individuals. Nevertheless, some international and regional legal frameworks to address corruption which allows TIP to take place are depicted in the chart below.

³⁶ For more detail on the corruption-TIP nexus, see UNODC ROSEAP and RSO (April 2021) Corruption as a Facilitator of Smuggling of Migrants and Trafficking in Persons in the Bali Process Region with a focus on Southeast Asia. Available at: https://www.unodc.org/documents/southeastasiaandpacific/Publications/2021/Corruption_of_SoM_and_TiP_with_focus_on_Southeast_Asia_Mar2021.pdf

UN Convention Against Corruption	UN Convention Against Transnational Crime	ASEAN Convention Against Trafficking in Persons
Article 15, 16, 21 Criminalisation of bribery	Article 8, 9 Criminalization of Corruption/ Measures	Article 8 Criminalization of Corruption
Article 23 Criminalization of the Laundering of Proceeds of Crime	Article 6, 7 Criminalization of the Laundering of Proceeds of Crime/Measures	Article 7 Criminalization of the Laundering of Proceeds of Crime
Article 25 Criminalization of obstruction of justice	Article 23 Criminalization of obstruction of justice	Article 9 Criminalization of obstruction of justice
Article 32, 33 Protection of witnesses, experts and victims/ of reporting persons	Article 24 Protection of witnesses	Article 14 Protection of witnesses

Exercise: Small Group Discussion

Instructions for facilitators:

Divide the training participants into small groups of around 4-6 people. Ask each group to discuss and consider the following questions:

1. What are some common profiles of victims of TIP that you come across, or know of, in your work (e.g., by country/place of origin, age, gender, type of exploitation) etc.?
2. What do you think gives rise to, or contributes to, the types of exploitation and profiles of victims that you commonly see in your work?
3. In the context of your country and/or your field of work, who are the enablers that allow TIP to take place and help to facilitate the exploitation of victims?
4. How do these enablers interact with, or impact, the communities that you know and work with?

Allow each group around 20 to 30 minutes to discuss the questions above. After the allotted time, bring all the participants back together, and conduct a debrief in plenary. You might decide to ask each group to nominate a representative to present their discussions on one or more of the questions above to the other groups, and then allow other groups to offer their own thoughts, reactions, and comments. Alternatively, you could read out each question individually, and ask any group to offer to share their discussions in response to each question. In either case, you should invite other participants to share their own thoughts, reactions and comments where possible, as well as offer your own inputs as appropriate.



Summary of Key Points

Community policing requires all police professionals to understand TIP and its dynamics

- Understanding what TIP is and is not key for police officers to deploy protection services to victims and communities.
- It is important to distinguish between individuals who are victims and those who are traffickers as responses need to be different.
- The profile of detected cases are predominantly women and children yet estimates suggest more than 99% of cases go undetected. This might be due to the bias in what cases/victims are detected and the perpetuate that bias.
- There are several drivers and enablers of TIP including poverty, discrimination, and corruption.
- Existing legal frameworks that address corruption that is linked to TIP should be consulted and leveraged when possible.

Module 1B:

Regional Responses to Trafficking in Persons: The Role of ASEAN and other Actors

About this Module	Police are not alone in the fight against TIP. TIP is not only a crime but has many facets. It requires many stakeholders to work together. In response AMS, ASEAN Sectoral Bodies/Organs, and other actors have or are establishing legal frameworks, structures and services that constitute a web of tools and instruments to fight TIP. Police officers need to know about these tools so they can use them when adopting community policing and providing security to communities. This module provides a basic understanding about the responses from ASEAN and the role of actors for multi-agency co-operation in victim identification.
Learning Objectives	The purpose of this module is to: <ul style="list-style-type: none">● Introduce the ASEAN Convention against Trafficking in Persons, Especially Women and Children (ACTIP)● Describe the various regional responses to counter TIP in ASEAN
Learning Outcomes	By the end of this Module, participants should be able to: <ul style="list-style-type: none">● Describe the role of relevant ASEAN actors in engaging with communities to counter TIP● Delineate between the role of police and other stakeholders to counter TIP
Supporting Documents / Recommended Reading	<ul style="list-style-type: none">● ASEAN Convention against Trafficking in Persons, Especially Women and Children (2015)● ASEAN Plan of Action Against Trafficking in Persons, Especially Women and Children (2015)● ASEAN Multi-Sectoral TIP Work Plan / Bohol TIP Work Plan 2017-2020

1. ASEAN Responses to TIP

- 1.1. The ASEAN Convention Against Trafficking in Persons, Especially Women and Children (**ACTIP**) is ASEAN's main legally-binding instrument adopted with the purpose of responding to TIP. It was signed on the occasion of the 27th ASEAN Summit in Kuala Lumpur on 21 November 2015. It entered into force on 08 March 2017 after the Philippines, the sixth AMS to do so, deposited their instrument of ratification. Now, all AMS have ratified the ACTIP. To see the full instrument please click this link: <https://asean.org/asean2020/wp-content/uploads/2021/01/ACTIP.pdf>
- 1.2. The ACTIP is a legal framework for regional action in preventing and countering TIP, including the protection of, and provision of assistance to, victims. The ACTIP is an important regional instrument against TIP that is legally binding and assists AMS, as countries of origin, transit or destination, to deal with their diverse national challenges, priorities and strategies in the fight against TIP. The ACTIP provides a common reference for counter-trafficking as agreed by AMS. The ACTIP serves as a basis for both regional and national counter-trafficking action. It provides the obligations, principles and guidance to AMS on actions that could be taken to counter trafficking in persons.³⁷

The table below summarises the key provisions of ACTIP.

ACTIP Chapters

Chapter	Provisions
Chapter I	General provisions and includes the objectives of the convention, use of terms, delineates its scope of application and reiterates the importance of the sovereignty principle
Chapter II	Contains provisions on criminalisation
Chapter III	Addresses prevention, including cooperation and other measures
Chapter IV	Addresses victim protection, including repatriation and return
Chapter V	Deals with law enforcement and covers the confiscation and seizure of proceeds of crime of trafficking
Chapter VI	Contains provisions on international co-operation, mutual legal assistance in criminal matters, extradition and law enforcement co-operation and international co-operation for purposes of confiscation and disposal of confiscated proceeds
Chapter VII	Final provisions that include the establishment of co-ordinating structures, monitoring, reviewing and reporting

³⁷ Jovanovic, Marija (2018) Comparison of Anti-Trafficking Legal Regimes and Actions in the Council of Europe and ASEAN: Realities, Frameworks and Possibilities for Collaboration available at <https://www.coe.int/en/web/anti-human-trafficking>

The following provisions of ACTIP are especially relevant to a community policing approach to TIP:

Article 16. Law enforcement and prosecution

1. Each Party shall adopt such measures as may be necessary to ensure that competent authorities dealing with trafficking in persons cases are equipped with appropriate skills or knowledge in the fight against trafficking in persons and the protection of victims of trafficking in persons, and where appropriate, designate specialised units or authorities for this purpose.
2. Each Party shall take effective and active steps to detect, deter and punish corruption, money laundering, participation in an organised criminal group and obstruction of justice that contributes to trafficking in persons.
3. Each Party shall ensure that its legal system is efficient to deal with trafficking in persons cases.
4. Each Party shall adopt such measures as may be necessary to ensure coordination of the policies and actions of its government's departments and other public agencies against trafficking in persons, and where appropriate, set up coordinating bodies to combat organised crimes such as trafficking in persons, corruption, money laundering and obstruction of justice.

Article 20. Law enforcement cooperation

With a view to giving effect to this Convention, the Parties shall consider entering into bilateral or multilateral agreements or arrangements on direct cooperation between their law enforcement agencies and, where such agreements or arrangements already exist, amending them. In the absence of such agreements or arrangements between the Parties concerned, the Parties may consider this Convention as the basis for mutual law enforcement cooperation in respect of the offences covered by this Convention. Whenever appropriate, the Parties shall make full use of agreements or arrangements, including international or regional organisation, to enhance the cooperation between their law enforcement agencies.

1.3. The ACTIP is complemented by the following ASEAN regional instruments and mechanisms:

- **ASEAN Plan of Action Against Trafficking in Persons (APA):** The APA complements the ACTIP by providing a basis for specific action plans within AMS domestic laws and policies, as well as relevant international obligations, to effectively address regional challenges common to all ASEAN Member States under four thematic areas: (1) Prevention of trafficking in persons; (2) Protection of victims; (3) Law enforcement and prosecution of crimes of trafficking in persons; and (4) Regional and International cooperation and coordination.

- **Bohol TIP Work Plan 2017-2020 (BWP):** The BWP highlights harmonised regional activities to combat TIP consistent with the four thematic areas of the APA. It further includes the expected outputs of each activity and its implementation status that will be used as reference in monitoring and evaluating the work plan. The BWP involves different ASEAN sectoral bodies across different ASEAN pillars – in recognition of the fact that effectively countering TIP requires a multi-sectoral approach involving all sectors of government and society, not just law enforcement. The BWP sets out a series of proposed programmes, projects and activities (PPAs), the expected outputs of those PPAs, and assigns lead and co-operating ASEAN sectoral bodies to either lead, or participate in, the implementation of the PPAs. These PPAs were to be carried out over the duration of the BWP from 2017-2020. ASEAN is currently in the process of developing a successor to the BWP, which is expected to be finalised in 2022.
- **Senior Officials Meeting on Transnational Organised Crime (SOMTC):** Established in 1999, SOMTC is an annual meeting of Senior Official representatives from each AMS tasked with combatting transnational crime. SOMTC seeks to strengthen regional and international law enforcement and cooperation to combat transnational crime within ten areas of cooperation – including TIP. Each thematic area is led by one AMS known as a ‘Voluntary Lead Shepherd’. The Philippines is currently the Voluntary Lead Shepherd on TIP.
- **SOMTC Working Group on TIP.** Established in 2004 under the mandate of the ACTIP, the SOMTC Working Group on TIP serves as a platform for the exchange of information and experiences, the development of common standards and approaches in investigating TIP cases, and cooperation on operational cases - particularly in relation to victim protection and rescue.
- **ASEAN Heads of Specialist Anti-Trafficking Units (HSU) Process.** The HSU process coordinates yearly under the SOMTC Working Group on TIP to report on national updates and the implementation of activities under the HSU’s annual work plan.

1.4. Outside of these mechanisms, law enforcement agencies in the ASEAN region increasingly share information and intelligence on TIP via a range of informal and formal mechanisms. Additionally, it may be highlighted that providing assistance to victims of trafficking, identification, protection, referrals, repatriation reintegration are also important areas of regional cooperation and action by AMS.

2. The Roles and Responsibilities of Different Stakeholders in Responding to TIP

- 2.1. TIP is a crime that is driven by diverse and overlapping social, economic, cultural, and other factors. For this reason, an effective response to TIP requires a multi-stakeholder approach that involves regional and national level efforts that include Government, civil society, and private sector stakeholders working together.
- 2.2. Outlined below are some of the ways that each of these different actors can contribute towards countering TIP in ASEAN through a community policing approach.

A. The role of ASEAN and ASEAN sectoral bodies/organs (ASBs)

In general, sectoral bodies/organs (ASBs) are expected to function in accordance with their respective mandates, implement agreements and decisions of the ASEAN Summit within their purview, strengthen cooperation and submit reports and recommendations.

ASBs have, in most cases, their own action plans. The ACWC, for instance, has their Work Plan 2021-2025. There are also cross-sectoral work plans that involve multiple ASBs, such as the BWP and its successor. There is an opportunity for community policing and its concepts to be introduced in these action plans.

Specifically, ASBs can promote cooperation with the police in TIP prevention, victim identification, and protection.

B. The role of the State (Government)

The ACTIP and related ASEAN instruments outline AMS obligations to counter TIP. These obligations can include the enactment of laws and policies, the implementation of counter-trafficking programs, and international cooperation, among others.

States remain the most influential of entities and the most resourced to address a prevalent crime type such as TIP. The ACTIP recognises this fact by setting obligations for AMS to perform as a member of the ASEAN community.

States are able to shape demand for the goods and services produced by trafficking through laws and policies on a range of matters including employment, welfare and economic development. For example, a failure to provide legislative protection to certain individuals, such as domestic workers, sex workers, or migrant workers, creates an environment that increases vulnerabilities to TIP and other forms of exploitation. Given this, rights-based strategies to address the demand for cheap migrant labour should aim to secure adequate labour protection, including through properly monitored regulatory frameworks, for all persons, including migrants and those working in the informal economy.

Laws and policies that institutionalize discrimination can also shape demand, as can a failure on the part of the State to challenge discriminatory social attitudes, practices and beliefs effectively.

By maintaining trafficking as a low-risk, high-profit crime, a failure on the part of the State to investigate, prosecute and punish TIP and related exploitation effectively can contribute to the demand generated by traffickers and exploiters.

Failure on the part of the State to protect the rights of certain persons, including women, children and migrants, can further contribute to building demand by exacerbating vulnerability and, thereby, exploitability.

C. The role of the police and law enforcement

Law enforcement officials are often thought of as playing a role in addressing the demand side of TIP (e.g., by investigating and arresting perpetrators). However, law enforcement can play an important role in addressing the demand side of TIP through prevention activities. Prevention is a key asset in community policing as it provides officers the opportunity to undertake the problem-solving approach that is foundational to community policing.

In practice, prevention activities such as developing community partnerships with individuals and groups that fall primarily in vulnerable groups or suffer from discrimination allows for the sharing of information about threats that target individuals in these communities.

Police can then contribute to both informing and educating these communities on the risks of engaging in situations that are potential TIP situations. Law enforcement can also refer individuals to other social services or to referral mechanisms where they exist.

D. The role of civil society

Non-state actors, such as civil society groups, NGOs, community organisations, trade unions, and other groups also play a key role in countering TIP and supporting victims. A community policing approach therefore requires developing strong and effective partnerships with civil society actors.

Among other things, civil society groups can support the proactive identification of victims of TIP. This is because victims – especially from potentially marginalised groups such as migrant workers, sex workers, or irregular or undocumented migrants – often seek the support of civil society groups. This is often, in part, because victims of TIP may not trust law enforcement or the authorities, or may have been coached, threatened, or conditioned by perpetrators not to approach the authorities for assistance. Victims of TIP also often do not self-identify as victims, and hence may seek the support of civil society groups in relation to other issues (e.g., employment disputes or health issues) rather than approaching law enforcement.

Civil society can play a key role in supporting victims of TIP to access protection, care, and support services (e.g., shelter, medical services, legal assistance, counselling), and to seek remedies and compensation.

Civil society and law enforcement can learn from each other to share knowledge and skills around working with victims of TIP, and to share intelligence.

Civil society play an important role in promoting the accountability of State actors to ensure that laws, policies, and standards are adhered to, and to advocate for the adoption of improved anti-TIP laws and policies and human rights protections.

E. The role of the private sector

Alongside civil society, the private sector also plays an important role in countering TIP, and should be considered as a key partner to be engaged in a community policing approach to TIP.

The business practices and business models of the private sector are key drivers of demand for TIP – especially labour trafficking. For example, industries and business models that are highly reliant on cheap, informal migrant labour are likely to drive demand for labour trafficking.

Other businesses, such as recruitment agencies, staffing/manpower agencies, moneylenders, transportation companies, and remittance service providers, also play a role in supporting the ecosystem that enables TIP and exploitation to occur.

Just as these businesses can be drivers or TIP and enablers of exploitation, they can be key community partners to be leveraged to combat TIP. Businesses may be encouraged to adopt and adhere to international, regional, or national standards on business and human rights, fair and ethical recruitment, and other sustainable business standards.³⁸ Businesses can also be engaged as community partners to support the proactive identification of victims of TIP or forced labour that they may come across in their workforces or their operations. Financial institutions such as banks, moneylenders, or remittance services providers can help to identify suspicious transactions that may indicate bribery, corruption, or money laundering linked to TIP.

³⁸ E.g., United Nations (2011) UN Guiding Principles on Business and Human Rights. Available at: https://www.ohchr.org/sites/default/files/documents/publications/guidingprinciplesbusinesshr_en.pdf, IRIS (2019) Ethical Recruitment Standard. Available at: <https://iris.iom.int/sites/g/files/tmzbdl201/files/documents/IRIS%20Standard%20Report%20.pdf>, or ASEAN (2017) ASEAN Guidelines for Corporate Social Responsibility (CSR) on Labour. Available at: <https://asean.org/wp-content/uploads/2012/05/ASEAN-Guidelines-for-CSR-on-Labour.pdf>

Exercise: Small Group Activity

Instructions for facilitators:

Divide the training participants in to small groups of around 4-6 people. Ask each group to discuss and consider the following questions:

- In what ways do ASEAN regional instruments (e.g., the ACTIP), or ASEAN regional mechanisms support you, as frontline officers, in your work to counter TIP?
- What are the key communities that you engage with in your daily work to counter TIP?
- How can each of these communities be engaged to support your work to counter TIP?
- Are there any communities that are important to counter TIP that you do not regularly engage with?
- How can you better engage with these communities?

Allow each group around 20 to 30 minutes to discuss the questions above. After the allotted time, bring all the participants back together, and conduct a debrief in plenary. You might decide to ask each group to nominate a representative to present their discussions on one or more of the questions above to the other groups, and then allow other groups to offer their own thoughts, reactions, and comments. Alternatively, you could read out each question individually, and ask any group to offer to share their discussions in response to each question. In either case, you should invite other participants to share their own thoughts, reactions and comments where possible, as well as offer your own inputs as appropriate.



Summary of Key Points

- The ACTIP is regional instrument that deals especially with trafficking in persons as a legal framework for regional action in preventing and combating trafficking in persons, including the protection of, and assistance to, victims of trafficking in persons.
- The ACTIP is an important regional instrument against trafficking in persons that is legally binding and that would assist ASEAN Member States, as countries of origin, transit or destination, to deal with their diverse national challenges, priorities and strategies in the fight against TIP.
- The APA and BWP (and its successor) complement the objectives of the ACTIP by providing an outline for regional action to counter trafficking in persons.
- ASEAN, as a region, has made trafficking in persons a priority an issue as seen in the different instruments and discussed in cross-sectoral mechanisms.

Module 2

Human Rights-Based Approaches to Trafficking in Persons

About this Module	<p>Trafficking in persons is not only a threat to safety and security to vulnerable individuals and their communities, it is also a violation of human rights. Human rights conventions were developed to provide guidance to governments around the world to inform their approaches to governing. Adopting a rights-based (human rights-based) approach offers an opportunity to police to demonstrate that they are leveraging means of protection and it shows that their governments are intent on protecting their rights, a key component of community policing.</p> <p>This module aims to support officers to recognise the similarities and differences in the experience of trafficked persons, especially women and children, rooted in their unequal social locations. It also aims to support officers to understand how to address the different needs of different groups of victims of TIP.</p> <p>It is important to note, however, that TIP victims can be anyone, and all victims of TIP must be treated without discrimination as to their sex, age, race, ethnic origin, nationality, migratory status, disability or other distinction. Human rights considerations for all types of victims must always be foremost in every responder's counter trafficking approach</p>
Learning Objectives	<p>The purpose of this module is to:</p> <ul style="list-style-type: none">● Introduce the human-rights-based approach, and how it applies in the context of addressing TIP● Explain Government responsibilities and duties to respect and protect human rights● Analyse the core rights that are to be protected when addressing TIP● Review international instruments to counter TIP and provide guidance on human rights protection by police officers

<p>Learning Outcomes</p>	<p>By the end of this Module, participants should be able to:</p> <ul style="list-style-type: none"> ● Integrate a human rights-based approach to policing into their work ● Understand discrimination and other dynamics that contribute to the victimization of individuals in decision making on how to engage communities
<p>Supporting Documents / Recommended Reading</p>	<ul style="list-style-type: none"> ● Universal Declaration of Human Rights (1948) ● International Covenant on Civil and Political Rights (1966) ● The UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (2000) ● ASEAN Convention against Trafficking in Persons, Especially Women and Children (2015) ● UN Convention on the Elimination of All Forms of Discrimination Against Women (1979) ● ASEAN Declaration on the Elimination of Violence Against Women and the Elimination of Violence Against Children in ASEAN (2013) ● UN Convention on the Rights of the Child (1989) ● ASEAN Declaration on the Rights of Children in the Context of Migration (2019) ● ASEAN Consensus and Declaration on the Protection and Promotion of the Rights of Migrant Workers (2017) ● UN Convention on the Rights of Persons with Disabilities (2006) ● The ASEAN Enabling Masterplan 2025: Mainstreaming The rights of persons with disabilities (2018) ● ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers (2007) ● ASEAN Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons (2016) ● AICHR Training Manual on Human Rights, Gender Sensitive and Child-Friendly Approaches to Trafficking in Persons Cases for Frontline Officers

1. The human rights-based approach to TIP

- 1.1. Victims of trafficking are entitled to the full range of human rights, irrespective of their sex, age, race, ethnic origin, nationality, migratory status, disability or other distinction.

“Different human rights are relevant at different points in the trafficking cycle. Some are especially relevant to the causes of trafficking. This is when a violation of human rights, for instance the violation of the right to an adequate standard of living, lead to increase vulnerability of a person. Other human rights are relevant to the actual process of trafficking. In fact, trafficking, and associated practices such as slavery, sexual exploitation, child labour, forced labour, debt bondage and forced marriage, are themselves violations of basic human rights and are prohibited under international human rights law. Finally, certain human rights concern the response to trafficking, such as the right to access to justice, the right to effective remedies, and the right to a fair trial)”³⁹

- 1.2. TIP may involve several human rights violations, including violations of all or some of the following rights:

- Right to life
- Prohibition of discrimination
- Right to liberty and security
- Right of access to courts, equality before the courts and a fair trial
- Right not to be submitted to slavery, servitude, forced labour or bonded labour/debt bondage
- Freedom from slavery in armed conflict
- The right not to be subjected to torture, cruel, inhuman, or degrading treatment or punishment
- The right to associate freely
- The right to freedom of movement
- The right to the highest attainable standard of physical and mental health
- The right to just and favourable conditions of work
- The right to an adequate standard of living
- The right to social security
- The right not to be sold, traded, or promised in marriage

³⁹ <https://www.ohchr.org/EN/Issues/Trafficking/TiP/Pages/Index.aspx>

- 1.3. It is important to remember that there are many ways in which victims' human rights may be violated. In particular, law enforcement may themselves cause, or contribute to, violations of the human rights of victims.

A. The Importance of a Human Rights-Based Approach (HRBA) to Trafficking

- 1.4. Police have a key role to play in protecting and promoting the human rights of victims of TIP. By taking actions to prevent TIP, police can stop human rights violations occurring in the first place. By taking steps to protect victims, hold perpetrators accountable, and support victims to seek access to services and remedies, police can help to stop ongoing rights violations, and help victims seek redress where their rights have been violated. By ensuring that they work sensitively with victims in a way that respects and protects their human rights, law enforcement can ensure that they themselves do not cause, or contribute to, human rights violations.

- 1.5. Police and other law enforcement agencies must therefore ensure that human rights are placed at the centre of all their efforts to counter TIP and work with victims. As the ASEAN Gender Sensitive Guidelines for Handling Women Victims of Trafficking in Persons state:

“Human rights of trafficked persons shall be at the centre of all efforts to prevent and combat trafficking and to protect, assist, and provide redress to victims. These principles should be considered / be referred to at all stages of the process of supporting victims of trafficking.”⁴⁰

- 1.6. This statement above describes what is sometimes referred to as the ‘rights-based’, or ‘human rights-based’ approach to TIP (the HRBA).

The HRBA is a conceptual framework for dealing with a phenomenon such as trafficking. HRBA is informed by international, regional, and national human rights standards. It provides policies and programmes formulated to promote and protect rights. It is based on core principles and standards derived from international human rights law including equality and non-discrimination, universality of all rights, and the rule of law to guide all aspects of the response to TIP at all stages.

⁴⁰ ASEAN (2016) ASEAN Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons, Page 11. Available at: <https://asean.org/asean2020/wp-content/uploads/2021/01/Gender-Sensitive-Guidelines-for-Handling-Women-Victims-of-Trafficking-in-Persons-2016.pdf>

Police can help to promote and protect human rights in the following ways:

- By identifying the rights holders (for example, trafficked persons, individuals at risk of being trafficked, individuals accused or convicted of trafficking-related offences) their entitlements and the corresponding duty bearers (usually Governments) and their obligations;
- Identify human rights violations that arise throughout the trafficking cycle;
- Develop community partnerships to counter the grievances that can exist due to discriminatory practices and unjust distribution of power that underlie trafficking, that maintain impunity for traffickers and deny justice to their victims;
- Assist individuals at risk to secure their rights and ensure duty bearers meet their obligations.

1.7. The human rights-based approach acknowledges that governments are responsible for protecting and promoting the rights of all persons within their jurisdiction, including non-citizens, and therefore have a legal obligation to work towards eliminating TIP and related exploitation.⁴¹ Frontline officers are the service providers who will need to send those messages clearly to all involved in TIP-related cases, but especially victims who will tend to fear police rather than seek their assistance.

1.8. A community-oriented approach allows police to signal that they, as representatives of the Government, prioritize the respect of human rights and act consistently with the human rights-based approach. As representatives of the Government, the police are also crucial to ensuring that Governments fulfil their obligations to respect, protect, and promote the human rights of all persons in their jurisdiction – without distinction.

Police have two key areas of opportunity to build the confidence of communities in their capacity to protect their human rights:

- The opportunity to educate, inform and/or remind communities of their rights so they may be better equipped to identify violations of these rights in TIP cases.
- The opportunity to protect victims to guarantee that their rights are respected.

1.9. Taking these opportunities offers police officers ways to demonstrate that they are working for the security and protection of victims of TIP consistent with a rights-based approach. Essentially, respecting rights and the rule of law to provide a fair, consistent and reliable service renders police the partner of choice when facing TIP threats.

⁴¹ Ibid

- 1.10.** Adopting a human rights-based approach helps to build confidence of the community in the police as it is often emphasized that effective and credible action needs to be informed by a human rights-based approach. The human-rights based approach to policing TIP especially as it relates to identifying and protecting victims both physically and from a legal perspective requires that police, as first responders, will decide how to proceed. Each situation will vary, and response will likely vary accordingly. But it is key for police to recognize that they have a responsibility to protect the rights of victims.
- 1.11.** Protecting the rights of victims may look like any of the following, or a combination thereof:
- Taking them to safety whether that is secure housing, safe houses, or other immediate location that takes them out of harm's way to address their right to safe and secure environment, shelter, food and water.
 - Referring an individual to mental health services;
 - Referring them to social services to aim to address the rights to work for a fair wage, find housing, educational opportunities, reintegration, etc.; or
 - Refer them to immigration services to support their continued stay or return home, in cases of cross-border trafficking.

i

Note to instructor(s):

The OHCHR has developed Recommended Principles and Guidelines on Human Rights and Human Trafficking that aim to help those involved in anti-trafficking efforts to fully integrate human rights into their analysis and responses to trafficking. The document includes seventeen recommended principles that address the primacy of human rights, preventing trafficking, protection and assistance and criminalization, punishment, and redress.

These can be consulted to prepare for teaching this section of the module. It should be noted that these principles and guidelines are meant for a broader adoption of good governance practices and most apply to policing activities tangentially and the focus on the messages for the frontline officers in this module.

A copy of the OHCHR Recommended Principles and Guidelines on Human Rights and Human Trafficking is available at this link: <https://www.ohchr.org/Documents/Publications/Traffickingen.pdf>

You may also wish to consult the AICHR Training Manual on Human Rights, Gender Sensitive, and Child Friendly Approaches to Trafficking in Persons Cases for Frontline Officers.

2. Sources and Content of Human Rights Engaged in the Context of TIP

2.1. Police have a variety of tools that guide their conduct and how they respond to help victims and their communities at both prevention and response stages. These are important for police officers to know so they may contribute to their Government's efforts to respect, protect, and fulfil human rights, consistent with their human rights obligations under international, regional, and national legal frameworks.

A. TIP in ASEAN regional frameworks

As discussed earlier, the ACTIP is the core ASEAN regional instrument that relates to TIP. Under ACTIP AMS have duties to:

- effectively criminalise all forms of TIP and related offences including corruption, participation in organised criminal groups, obstruction of justice, and money laundering;⁴²
- establish comprehensive policies, programmes, and other measures to prevent and combat TIP and protect victims of TIP;⁴³
- ensure an effective criminal justice response to TIP;⁴⁴
- identify, assist, and protect victims of TIP;⁴⁵
- not to hold victims of TIP criminally or administratively liable for unlawful acts committed by them, if such acts are directly related to the acts of TIP (this is sometimes referred to as the 'non-punishment principle');⁴⁶
- not to hold victims of TIP in detention or prison, before, during, or after relevant civil, criminal, or administrative proceedings (this is sometimes referred to as the 'non-detention principle');⁴⁷
- protect the privacy and identity of victims of TIP;⁴⁸
- ensure access to care and support services, including housing, counselling and information, medical, psychological and material assistance, and employment, educational, and training opportunities;⁴⁹

⁴² ACTIP, Articles 5-9.

⁴³ ACTIP, Article 11(1).

⁴⁴ ACTIP, Article 16.

⁴⁵ ACTIP, Article 14.

⁴⁶ ACTIP, Article 14(7).

⁴⁷ ACTIP, Article 14(8).

⁴⁸ ACTIP, Article 14(6).

⁴⁹ ACTIP, Article 14(10).

- ensure access to remedies for victims of TIP – including compensation;⁵⁰
- support the safe return and reintegration of victims;⁵¹ and
- ensure responses to trafficking respect human rights and human dignity, without discrimination.⁵²

2.2. In addition to ACTIP, the ASEAN Declaration on Human Rights also sets out various human rights that are especially relevant in the context of TIP, including in particular:

- ‘the rights of women, children, the elderly, persons with disabilities, migrant workers, and vulnerable and marginalized groups are an inalienable, integral and indivisible part of human rights and fundamental freedoms’, (Article 4)
- ‘no person shall be held in servitude or slavery in any of its forms, or be subject to human smuggling or trafficking in persons, including for the purpose of trafficking in human organs’. (Article 13)

2.3. The rights and principles set out in ACTIP and other ASEAN regional instruments are also reflected in relevant national laws and policies of different AMS. The following is an example of a national level instrument in ASEAN that likewise reflects human rights – in this case, the non-punishment principle.

Philippines Republic Act 9208: Anti-Trafficking Person Act of 2003

‘Trafficked persons shall be recognized as victims of the act or acts of trafficking and as such shall not be penalized for crimes directly related to the acts of trafficking enumerated in this Act or in obedience to the order made by the trafficker in relation thereto. In this regard, the consent of a trafficked person to the intended exploitation set forth in this Act shall be irrelevant.’

⁵⁰ ACTIP, Article 14(13).

⁵¹ ACTIP, Articles 14(11) and 15.

⁵² ACTIP, Article 1(2); ASEAN (2016) ASEAN Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons, Page 11. Available at: <https://asean.org/asean2020/wp-content/uploads/2021/01/Gender-Sensitive-Guidelines-for-Handling-Women-Victims-of-Trafficking-in-Persons-2016.pdf>.

3. TIP in International Legal Frameworks

3.1. The following instruments will guide responders in their handling of TIP cases. These will provide important principles and guidelines to consider when approaching TIP cases. It is hoped that the enumeration below will encourage the participants to consider these relevant instruments in their work to counter TIP.

A. Substantial and specific reference to trafficking and related exploitation:

- **1976 Convention on the Elimination of Discrimination against Women (CEDAW)**
Article 6 requires States parties to take all appropriate measures, including legislation, to suppress all forms of traffic in women and the exploitation of the prostitution of women.
- **1989 Convention on the Rights of the Child (CRC):**
Article 35 requires States Parties to take all appropriate national, bilateral and multilateral measures to prevent the abduction of, the sale of, or traffic in, children for any purpose or in any form.
- **1930 ILO Forced Labour Convention (No.29), as supplemented by the Protocol of 2014 to the Forced Labour Convention 1930 (PO29):**
Article 1 requires States Parties to take effective measures to prevent and eliminate the use of forced labour, to provide protection to victims, and access to appropriate and effective remedies, such as compensation, and to sanction the perpetrators of forced or compulsory labour.

B. Additional human rights treaties that include provisions for protections relevant to trafficking

- 1966 International Covenant on Civil and Political Rights (ICCPR);
- 1966 International Covenant on Economic, Social and Cultural Rights (ICESR);
- 1966 International Convention on the Elimination of All Forms of Racial Discrimination (CERD);
- 1984 Convention against Torture, and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT);
- 1990 International Convention on the Protection of the Rights of All Migrant Workers and Member of their Families;
- 1952 Convention Relating to the Status of Refugees;
- 2006 Convention on the Rights of Persons with Disabilities

4. Human Rights of Special Groups

4.1. As discussed in Module 1A, TIP is a crime that often disproportionately affects marginalised or vulnerable groups in society, which may include women, children, minority groups, and migrant workers. In recognition of the fact that women, children, migrant workers, and other groups, often face greater barriers to the realisation of their human rights, and are often at greater risk of having their human rights violated, there are a number of regional and international instruments that seek to protect and promote the rights of these groups. At the ASEAN level, these instruments include:

- ASEAN Declaration on the Elimination of Violence Against Women and the Elimination of Violence Against Children in ASEAN
- ASEAN Declaration on the Rights of Children in the Context of Migration
- ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers
- ASEAN Enabling Masterplan 2025: Mainstreaming the Rights of Persons with Disability

4.2. Other relevant international instruments for the protection of the rights of women, children, persons with disabilities and other groups include:

- 1966 International Convention on the Elimination of All Forms of Racial Discrimination;
- 1976 International Convention on the Elimination of Discrimination Against Women;
- 1989 Convention on the Rights of the Child
- 1990 International Convention on the Protection of the Rights of All Migrant Workers and Member of their Families; and
- 2006 Convention on the Rights of Persons with Disabilities

For a more detailed discussion on the human rights of women, children, persons with disabilities and other groups, and how these rights may be protected in a TIP context, you may wish to refer to AICHR Training Manual on Human Rights, Gender Sensitive, and Child Friendly Approaches to Trafficking in Persons Cases for Frontline Officers.

5. Non-Discrimination

- 5.1. Gender-based, religious, nationality, social, and other forms of discrimination and inequality are drivers of TIP and other forms of exploitation. It is therefore important that rights holders are not discriminated against in seeking to exercise and realise rights.

Article 2 of the ASEAN Human Rights Declaration provides that "*every person is entitled to the rights and freedoms set forth herein, without distinction of any kind, such as race, gender, age, language, religion, political or other opinion, national or social origin, economic status, birth, disability or other status*".⁵³ This is known as the 'non-discrimination' principle. Non-discrimination is also recognised as a fundamental principle of ACTIP.⁵⁴

- 5.2. Police, as representatives of the Government, must ensure that they adhere to and respect the principle of non-discrimination. Police also have a large role to play to send signals to communities that discrimination may happen in society, but it will not be experienced when getting policing services.
- 5.3. Non-discrimination does not just mean treating everyone the same. Non-discrimination means that people of diverse groups should be able to enjoy and exercise their human rights on an equal basis to others. Often, this may require specific measures to be taken to ensure that power imbalances and inequalities among different groups are addressed.⁵⁵ For example, if a police station keeps male and female detainees together in the same holding cell, this would notionally be treating everyone the same. However, it may be the case that women would be more likely to be subjected to physical or sexual violence if they were kept in the same holding cell as men. Therefore, this practice is discriminatory towards women as it *results* in women experiencing greater violations of their rights compared to men. If women and men are kept in different holding cells – this would notionally be treating men and women differently on the basis of their gender – but it would be non-discriminatory because it would *result* in women being able to enjoy their right to be free from violence *on the same basis as men*.
- 5.4. Discrimination can happen on the basis of various identity markers. In particular, in the context of TIP, gender is a discrimination factor that plays a large role in victimization. Addressing the different needs of men, women, boys, and girls, as well as those that are common among them, is therefore an important aspect of non-discrimination (though gender and age-based discrimination are not the only forms of discrimination that need to be identified and addressed).

⁵³ ASEAN Human Rights Declaration, Article 2. See also: Articles 3, 7, and 9.

⁵⁴ ACTIP, Article 1(2).

⁵⁵ Committee on Civil and Political Rights (1989) General Comment No. 18: Non-Discrimination, paragraphs 7, 8, and 10; Committee on the Elimination of Discrimination Against Women (22 October 2010), General Recommendation No. 28 on the Core Obligations of States Parties under Article 2 of the Convention on the Elimination of All Forms of Discrimination Against Women, paragraphs 17, 19, and 20.

5.5. One way in which police can help to prevent gender-based discrimination is to engage in a gender analysis when attempting to understand a situation. A gender analysis is the consideration of the different needs of women, men, girls and boys may have in a given situation. Conducting a gender analysis means seeking to identify factors such as:

- The division of labour between men, women, girls and boys;
- The role and responsibilities in their communities in both public and private spaces;
- The access to, and control over, resources of each; and
- Their condition and position in society including factors such as discrimination.

5.5. A gender analysis also includes understanding of the impact on men, women, girls and boys of social variables that can often compound gender-based inequality and discrimination, such as:

- Ethnicity;
- Culture;
- Age; and
- Social class; and
- Sexual orientation.

A gender analysis should include both quantitative (statistics on the how men and women differ on employment opportunities for example) and qualitative data (stories, cases and situations recounted by communities especially when it relates to community policing).

A gender analysis is important to the effectiveness of adopting community policing as it identifies the specific vulnerabilities of women and men, girls and boys and empowers police to solve problems. Special attention needs to be paid to the short and long-term safety of women, men, girls and boys.⁵⁶

⁵⁶ Swedish International Development Cooperation Agency, Gender Analysis – Principles & Elements. <https://cdn.sida.se/publications/files/si-da61853en-gender-analysis-principles-elements.pdf>

5.6. There are several standards and guidelines that have been developed to help law enforcement better incorporate gender considerations and non-discrimination principles into their work. These include the:

- ASEAN Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons
- ASEAN Gender Mainstreaming Strategic Framework 2021-2025
- AICHR Training Guide on Human Rights, Gender Sensitive, and Child Friendly Approaches to Trafficking in Persons Cases for Frontline Officers
- OHCHR Recommended Principles on Human Rights and Human Trafficking
- UNODC Toolkit for Mainstreaming Gender Equality into Criminal Justice Interventions to Address Trafficking in Persons and Smuggling of Migrants
- These documents may be useful reference materials for instructors and participants to consider how to implement non-discrimination and gender mainstreaming principles.

6. The Applicability of Human Rights to Non-citizens and Stateless Persons

6.1. As noted above, the principle of non-discrimination means that everyone is equally entitled to the enjoyment of their human rights, regardless of (among other things) their nationality or origin. This means that states have a duty to respect the human rights of not just their own citizens, but of non-citizens, irregular migrants, and stateless persons (i.e., any person who is not considered a national of any state under the operation of its law).⁵⁷

6.2. Recognising and protecting the human rights of non-citizens and stateless persons is especially important in cases of TIP, where victims may often be outside of their country of origin. People who are trafficked often face difficulties establishing their identity and accessing protection and support. Trafficking can sometimes result in de facto statelessness, as people may be unable to prove their nationality due to a loss or lack of access to identity documents. Stateless persons are also often more vulnerable to trafficking due to lack of official documentation, legal recognition, and the absence of protection as citizens of any state.

6.3. Trafficked individuals – regardless of their nationality or status as stateless persons – benefit from the protections of international human rights law when they are outside of their country. This is because human rights are ‘universal’. That is to say, they apply to all people by virtue of their humanity, not because they are citizens of any particular State.⁵⁸

⁵⁷ 1954 Convention Relating to the Status of Stateless Persons, Article 1.

⁵⁸ See, e.g., UN Charter, Article 55; Universal Declaration of Human Rights, Article 2; ASEAN Human Rights Declaration, Article 2; Committee on Civil and Political Rights (1986) General Comment No.15: The Position of Aliens Under the Covenant. Available at: <https://www.refworld.org/pdfid/45139acfc.pdf>

Small Group Exercise

Instructions for facilitators:

Divide the training participants into small groups of around 4-6 people. Ask each group to discuss and consider the following questions:

- How would you describe the 'human rights-based' approach to countering TIP?
- What are some ways in which your work may affect the human rights of communities that you work or interact with?
- What are some ways that you can adopt a more human rights-based approach to your interactions with these communities?
- How might a human-rights based approach help you to develop a better relationship with the communities you work or interact with?

Allow each group around 20 to 30 minutes to discuss the questions above. After the allotted time, bring all the participants back together, and conduct a debrief in plenary. You might decide to ask each group to nominate a representative to present their discussions on one or more of the questions above to the other groups, and then allow other groups to offer their own thoughts, reactions, and comments. Alternatively, you could read out each question individually, and ask any group to offer to share their discussions in response to each question. In either case, you should invite other participants to share their own thoughts, reactions and comments where possible, as well as offer your own inputs as appropriate.



Summary of Key Points

- Human rights legal and normative frameworks provide guidance for police officers to understand the tools that exist that can inspire their decisions
- A rights-based approach provides an operational path to adopting community policing
- Protecting the rights of individuals is a key function of police officers and the more they communicate and educate communities, the more they will gain trust and cooperation from those communities
- Gender is a key consideration for police officers when needing to decide how to contribute to fighting TIP.

Module 3:

Understanding Community-Oriented Policing to address TIP

About this Module	<p>Community-oriented policing is an approach to how policing should be carried out. This module introduces the concept of community-oriented policing, and how it can contribute to efforts to effectively counter TIP. It outlines the key approaches and methods to adopt an effective community oriented policing approach, focusing on partnership building with communities, and then using those partnerships as a channel to adopt a problem-solving approach to address TIP.</p>
Learning Objectives	<p>The purpose of this module is to:</p> <ul style="list-style-type: none"> ● Analyse the concept of community-oriented policing and how it can contribute to effectively counter TIP; ● Identify the benefits of adopting a COP mindset and practices; ● Demonstrate the key challenges in community-oriented policing; ● Integrate a victims-based approach to counter trafficking; ● Illustrate how partnerships can support victim identification; ● Build confidence in police through problem-solving.
Learning Outcomes	<p>By the end of this Module, participants should be able to:</p> <ul style="list-style-type: none"> ● Privilege a close cooperation with communities to counter TIP ● Adopt a problem-solving approach to policing to establish mutually beneficial partnerships ● Earn the trust of communities by becoming sensitive to needs of community/victims
Supporting Documents / Recommended Reading	<p>-</p>

1. Introduction to Community-Oriented Policing

- 1.1. Rather than being a set of tactics or specific procedures, community-oriented policing is an approach to how policing should be carried out.⁵⁹ The adoption of community-oriented policing should take place across the entire institution and cover all police activities, resulting in an altered culture of the police institution. To make that happen, police officers need to gain the ability to develop and/or strengthen their relationship with the public. A community-oriented service is an approach that promises to enable police to get ahead of the threats and activities that threaten the security and well-being of communities they are entrusted to serve.⁶⁰ In addition, community policing should be understood as useful in both prevention and response spaces. Community policing is about engaging communities with the goal of working together to address threats and provide alternatives to targeted individuals. Working collaboratively to identify individuals at risk and providing them with alternatives through referral mechanisms is an important aspect of TIP prevention and can have a significant impact on the police-community relationships as they become mutually beneficial. The police-community partnerships that characterize community policing also enable police to identify victims and provide assistance to them. This response space is also crucial to the adoption of community policing as it is central to the protection role that police are expected to play.
- 1.2. Adopting a community-oriented approach requires three major areas of focus in terms of capacity building which include:
- Partnerships with communities;
 - Problem solving using the channels of collaboration provided by partnerships; and
 - Organizational transformation that takes police away from a pure focus on law enforcement and the use of (or the threat of) force.
- 1.3. Focus areas 1 and 2 describe specific behaviours, conduct, and policies. Focus area 3, organizational transformation, requires buy-in by the leadership of the police institution. But each police officer also has a role to play to contribute to the mindset that the role of the police is to provide protection and security to all communities in their jurisdiction. For a police institution to adopt a community-oriented policing approach, frontline officers have a central role to play in the development of partnerships and problem solving. As stated above, partnerships are built on the confidence that communities have in the police; confidence that a service will be provided within the context of the respect of the rule of law and a guaranteeing of rights. Understanding the mindset, the approach and becoming aware of the pitfalls and challenges that will undoubtedly surface is key for officers to accept and adopt a new set of tools in their daily work.

⁵⁹ Sarah Lawrence and Bobby McCarthy, "What Works in Community Policing?" Chief Justice Earl Warren Institute on Law and Social Policy, University of California Berkeley School of Law (November 2013), <https://www.law.berkeley.edu/files/What Works in Community Policing.pdf>.

⁶⁰ Secretary of State for the Home Department, "Prevent Strategy." HM Government, June 2011; and "The Prevent Strategy: A Guide for Local Partners in England." HM Government, May 2008.

- 1.4.** Adopting community policing can contribute significantly to local, national and regional efforts to counter TIP. Communities at risk of TIP due to factors such as poverty, discrimination, or gender inequality also typically suffer from a lack of information and education on the threats of TIP. Police officers can step in to support communities as they navigate the opportunities for employment that present themselves by sharing insights on how to discern between legitimate opportunities and those that represent a danger of being trafficked. This type of engagement of communities have resulted in communities gradually sharing information about opportunities that may fit in the threat category. When police follow tips from communities, they are able to both counter TIP in the more traditional sense by arresting and prosecuting alleged traffickers and to demonstrate to the communities that sharing information about threats will help address those threats and make communities safer. This type of partnership illustrates community policing at its best. It should be noted, however, that police need to respect the rule of law and respect rights of those alleged traffickers as communities will not be as keen to share information in the future if they see violence or discriminatory practices as a result of their collaboration.
- 1.5.** Once pathways to communications are established and partnerships are developing, police officers need to use these channels to identify victims, provide assistance to them to get them away from the exploitation, facilitate their contribution to the investigation and prosecution of traffickers (if the victim consents to do so) and, when the legal framework allows it, offer assistance to those who exploited, abused and harmed them, and refer them to services.
- 1.6.** While partnerships are key to work with members of communities to prevent the trafficking of vulnerable individuals, these same relationships must be pushed into the response space. While prevention is not often understood to be a key role of police, responding to help victims of crime and apprehending traffickers and others is the core function of police. This is when adopting community-oriented policing can become difficult. Rather than adding additional tasks to create a prevention capacity rooted in taking both a victims-based and a rights-based approach, responding to TIP cases using partnerships and viewing community members as valuable collaborators can be more challenging as it requires significant changes in traditional policing practices and mindsets.
- 1.7.** Police are often trained to identify perpetrators and process them through the criminal justice system. This happens often without enough attention to the optics of these activities especially when unfair, inconsistent practices tend to exacerbate the discrimination and inequalities – real or perceived – that some community members feel. For this reason, valuing partnerships that provide channels of communication with communities is crucial in the response space. The way police officers respond will determine how long and how valuable partnerships will be.

2. The Community Policing (COP) Framework

- 2.1. Adopting COP means building mutually beneficial relationships. These relationships provide police the opportunity to build the confidence of communities by demonstrating their capacities and willingness to provide protection and security. In turn, these established relationships provide the pathways for police officers and communities to engage in exchanges of concerns and ideas that can lead to collaborative problem solving when facing with the threat of TIP. Police officers can proactively engage community members such as mothers to educate them on the employment or travel opportunities that their children may encounter online or in their communities and what characterizes trafficking risks. Or police need to focus on communities in which poverty makes individuals prime targets for traffickers. It is also good practice to seek out opportunities to engage communities to help them get greater awareness of referral and other social services which can represent an alternative to risky employment opportunities. These proactive engagements contribute to making police an asset to communities and they pave the way for collaborative problem solving underpinned by trust.
- 2.2. Adopting community-oriented policing orientates the police to develop partnerships with members of communities to address threats and actual activities which threaten the security and rights of individuals and groups. Without a community-orientation, police institutions have a stance that is separate from communities which can even result in police seen as those to fear rather than to call for help.
- 2.3. Community-oriented policing requires the confidence of communities in the abilities and willingness of police to address TIP threats without resorting to the criminalization of victims and vulnerable individuals. Understanding the notion of confidence is foundational for police to adopt a community orientation.

A. Define Public Confidence

- 2.4. It is important to acknowledge that confidence can seem like a vague concept. Confidence is a psychological state that exists in each person's mind; nonetheless, it can be measured. Although frontline officers and investigators are not expected to carry out large-scale surveys to determine public attitudes toward police and how they do their jobs, it is nevertheless important to emphasize that officers' actions have a direct impact on how individual members of the public see the police institution and each individual officer.
- 2.5. Public confidence is a broader concept than trust in police. Trust can be built between individuals. Confidence elevates the idea that communities have the belief that police are working to help them in their security needs and will do so collaboratively and without the use of force or abuse of power. Every officer needs to work toward public confidence as a goal through every action and decision.

2.6. Both trust and confidence involve risk on the part of the public. People’s experiences, and those of community leaders, friends, and family members, reinforce their perception of the police and their expectations that police officers will do their job as they should, no matter what. This evidence base fosters confidence and takes blind faith out of the police-public relationship.

2.7. Because one police officer represents all police, the public needs to know that any person can come forward with information to any officer. This is a tangible manifestation of confidence in police, and it is a vital relationship for police to foster so they can identify grievances, social trends, and narratives. Members of the public need to know they can come forward with information about people who are either potentially at risk or in the process of being trafficked or any presumed TIP victims and they will be provided the legally mandated protection and services.

“If citizens do not trust the system, they will not use it.”⁶¹

2.8. Police officers with this understanding of confidence will, at the individual level, understand how their actions contribute to how the community bases its judgments about the police. The ability to perceive why people do or do not comply with orders must be based on knowledge, and officers can temper their responses and use techniques to persuade compliance.

2.9. Public confidence in police lessens the need for police to take heavy-handed actions in response to public order issues like TIP. The confidence in police encourages communities to seek assistance by sharing information about threats and individuals who represent that threat. This is important because police use of force (while sometimes necessary) carries the risk of continuing a cycle of violence and generating fear rather than safety, which lessens public confidence. When police have a solid understanding of the components of public confidence, their legitimacy and thus their effectiveness and safety increases.⁶²

B. Establish Legitimacy

2.10. Traffickers are well aware that they cannot operate effectively without vulnerable individuals and prey on communities who lack resilience to the economic opportunities. To undercut the appeal of the offerings of traffickers, police must help to orient individuals toward social, economic and health services that provide an alternative to vulnerable forms of employment that may leave people at risk of TIP and other forms of exploitation. However, police need to carefully consider how the community perceives them before attempting to engage. The rest of this modules identifies various opportunities that police can take to should create to prevent violence and crime by earning legitimacy.

⁶¹ Tyler TR, et al, The Impact of Psychological Science on Policing in the United States: Procedural Justice, Legitimacy, and Effective Law Enforcement. Psychological Science in the Public Interest : a Journal of the American Psychological Society, 2015, 16, p. 291.

⁶² David H. Bayley and Robert M. Perito, “The Police in War: Fighting Insurgency, Terrorism, and Violent Crime,” in The Police in War: Fighting Insurgency, Terrorism, and Violent Crime, Boulder, CO: Lynne Rienner Publishers, 2010, p. 99.

C. Laying the foundation for partnerships

- 2.11.** To create strong partnerships in communities, the police must start by understanding how communities perceive them. The attitudes and reactions of people toward police are deep, not easily changed, and often unconscious.⁶³ Much of the power of the police comes not from the ability to use force, but from the emotions that people feel toward the police. They wield this power in their daily interactions with people, and these interactions either strengthen or weaken people's confidence in police. Police have the "power of constructing social reality" using symbols,⁶⁴ and communities tend to make decisions based on symbols that touch them emotionally, rather than on logic or a fact.⁶⁵
- 2.12.** Because of the emotions that are involved in police interactions, the way people react to police is not usually rational. Police may be doing an excellent job of reducing crime and protecting rights, but if influential community members are telling people not to trust police, then this fact may not be considered credible. This is why police effectiveness is crucial to partnerships, but it is not the only thing police should be concerned about.
- 2.13.** Because problem solving and true partnerships require willingness and investment from both communities and police, confidence-building activities that can positively affect both parties' attitudes are vital. They allow police to get to know community members, understand the narratives that exist in communities, and broaden their view of members of the public so they are seen as not simply threats. These kinds of activities also lay the groundwork for community members' willingness to come to police with information to solve problems together and to rely on the police when crimes occur.

D. Perceptions of Police Response

- 2.14.** Historically, police work has been about responding to crime. Without doubt, responsiveness to calls is vital, but it often overshadows more proactive strategies related to problem solving and partnerships. This is entirely understandable: response time is measurable and thus lends itself to improvement (faster cars, better communications systems, and so forth). Also, police availability and responsiveness leave an impression on the public's confidence in police and their role.
- 2.15.** Frontline officers and those teaching them need to understand the points about narrative and emotions discussed above, because whenever police interact with members of the public, they are contributing either to confidence building or confidence breaking. Consider two fundamental questions that people around the world ask themselves when calling the police:
- "If I call the police, will they come?"
 - "If I call the police, will they make the situation better or worse?"

⁶³ Cheryl Staats, *State of the Science: Implicit Bias Review 2014* Kirwan Institute, 2014, p. 16.

⁶⁴ Nick Couldry, *Media, Symbolic Power, and the Limits of Bourdieu's Field Theory*, 2003 London: London School of Economics and Political Science.

⁶⁵ Robert Jervis, "Hypotheses on Misperception," *World Politics*, 1968, 20(3), p. 457.

- 2.16.** The first question centres on whether police are available and willing to respond to a call. Indeed, people opposed to COP strategies have made the argument that if police are spending their time getting to know communities, their response time and efficiency will be diminished. Responding to calls do take priority over proactive strategies when dealing with immediate needs. Police should be available to respond to calls because that is when people feel they need them—if police are not there when they are needed, or it takes overly long for them to arrive, future efforts to form partnerships and confidence in general will be at risk.
- 2.17.** The public must know how to reach the police. Methods include not only emergency and non-emergency numbers to call, but also being visible to the public. The extent to which police should be walking the beat (as opposed to patrolling in their vehicles, or, perhaps, on horseback) depends on the context. It is important for police to understand that being visible is part of being available and contributing to the public sense that police are there and will help when called upon.
- 2.18.** When officers have communication skills and have laid the groundwork for the community to see them as on their side, the community will perceive police use of force as a last resort, used for the protection of people and places. Police, even when they respond to requests for assistance with force, will have positioned themselves so their actions result in increased public confidence. Communication skills are explained in more detail in the next section.
- 2.19.** Knowledge about how availability and responsiveness contribute to public confidence in policing should be given to every officer; officers need to understand that they are organizational ambassadors. Their actions in public situations will affect how individuals view police in the future.

E. Treat All Community Members Fairly

- 2.20.** How police officers treat people is also important. This includes during the response to a call, as well as in follow-on procedures such as identifying victim, detention and contact with the larger justice system. It is crucial to underscore the importance of fair treatment not only when police respond to calls from the public but in any interaction with the public, including during crime prevention. Police can take certain technical approaches during and after responding to calls that show members of the public that they place fairness as a central part of their role.

“Fairness consists of being given an opportunity to state one’s case, to react to information that authorities possess, and to be treated with dignity. In short, the legitimacy of legal authorities is enhanced if they demonstrate that they are sincere in striving to be fair and just in their dealings with individuals.”⁶⁶

⁶⁶ Bayley and Perito, “The Police in War,” 99.

2.22. Police must operate according to the following principles:

- Individuals have a voice,
- Individuals should be treated according to the non-discrimination principle,
- Police make decisions neutrally,
- Police treat people with dignity and respect and using a rights-based approach, and
- Trust exists between police and community members.⁶⁷

Note: These principles are displayed differently depending on culture, but actions related to fairness reflect the attitude that police show toward members of the community to whom they respond.

2.23. When police treat people fairly or unfairly, they are indicating how the Government regards people as individuals. If police officers are partial toward someone because of ethnicity, religion, or some other identity marker and do not enforce the law against that person, but then turn around and enforce it against someone else, that sends a message of injustice. It tells the one person that he or she is privileged, and the other that he or she is lesser than the first. This imbalance can lead to grievances against the police and the wider government. If there is no recourse for those grievances, the affected individual might conclude that police are not an option for them when they need help.

2.24. The concept of fairness, which is intertwined with the idea of justice is put into practice differently across societies. Further, the expectations that people have about being treated fairly matter a great deal in whether fair treatment increases confidence in the police. Regardless, the public cannot have confidence in police as an organization that stands for all people in society if the perception exists that police treat certain groups better than others.

2.25. True partnership with community members, and authentic treatment of members of the community with dignity and fairness, can be accomplished only with a shift in attitudes toward seeing the public as the root of police strength.

F. Understanding the Role of Partnerships

2.26. A partnership between police and communities is an established relationship through which communication takes place on a regular basis around issues of security.

2.27. While frontline officers have the opportunity to ask about any security concerns, they can also have an ear open to concerns around TIP. The next section of this module will provide instruction guidance on the communication skills that lead to these types of interactions. For this section, we will discuss the vision for these partnerships.

⁶⁷ Tracey Meares, "Procedural Justice: The Secret Ingredient?" (presentation of the conference Community Justice 2014, San Francisco, April 23, 2014).

The members of communities to seek out for partnerships can include:

- Educational institutions, public or private,
- Non-governmental organizations,
- Civil society organizations,
- Neighbourhood and village associations,
- Religious organizations and local leaders,
- Cultural centres,
- Shelters and half-way houses,
- Business owners especially those who own stores that serve the public, and
- Youth groups.

2.28. It is important to understand how to properly identify TIP victims, protect them, and identify the root causes that make individuals vulnerable to being trafficked. This knowledge allows officers to target specific partnerships, such as with youth sports programs, or community centres where individuals seek support. Depending on the context of a community and the services of a local or national government, focusing on areas where vulnerable women, girls, men and boys typically are allows officers to establish pathways to work collaboratively with communities in both preventing and responding to TIP.

2.29. Effective partnerships and collaboration between police and different segments of the community are critical to policing TIP. In a true partnership, all sides agree to work together to improve the quality of life and to address community concerns. Through the engagements with community partners, police officers have the opportunity to acknowledge and help address the needs and concerns of the public over issues that the police have historically prioritized. From the TIP perspective, the needs and concerns of the community can be that family members who have taken employment as domestic workers have not been heard from, or that a teenage daughter has received employment opportunity abroad and has not been able to visit home. Understanding the patterns, that are both locally-driven and regionally consistent, police can ask further questions about the concern. This allows them to demonstrate an interest in the well-being of communities and especially those that are most vulnerable, given that they tend to have the least interest in calling police for help. Typically, police would investigate the activities of traffickers, given that there is the opportunity to enforce laws.

- 2.30.** To foster a sense of partnership, police should treat every encounter that the public has with them as an information exchange opportunity and use their position within the community not only to protect personal relationships but also to increase the general population's knowledge and awareness of public safety and possible threats, including TIP. This is how the partnership begins to become mutually beneficial and contribute to prevention, two aspects that are key for long term collaboration. Police should open channels of communication within their jurisdiction and share knowledge with various actors across the community. Joint activities that make citizens feel responsible for challenging the threats of trafficking in persons is crucial.⁶⁸ Building partnership requires police to focus on developing preventive action plans that cover community concerns and address all forms of violence and exploitation.¹⁴
- 2.31.** Typically, the majority of contact that police have with the public occurs at the response stage, a situation that is likely to involve a heightened emotional state. These times are rarely the best opportunities for relationship building, especially if community members feel the responding officers are unapproachable. With COP, the police and the community work together to address crime and quality-of-life issues, build relationships, and get to know each other when things are going well. This ensures that when things are difficult or when there is an emergency, people know who to call and have a trusted point of contact in addition to any emergency services available.
- 2.32.** In establishing a shared responsibility for security with the community, the police create space for the community to contribute to problem solving, not just to point out problems. Well-maintained partnerships enable police to engage with all individuals in identifying possible threats and vulnerabilities. When they undertake relationship-building efforts, officers find significant benefits in getting to know and working with local leaders and business owners, paving the way for police to request the assistance of these respected community figures when conflict is identified. Members of the community who assist police in resolving community problems through mediation and negotiation improve the image of police in the eyes of the community—by involving third parties, police aim to resolve the conflict rather than arrest people. Over time, the community comes to understand that community members also have a role to play in prevention.
- 2.33.** Beyond community partnerships, police need to develop working relationships, or rather referral mechanisms, with other services, governmental and non-governmental. As stated above, a collaborative relationship between police and their community is essential to resolving local issues.⁶⁹ However, many of the issues that frontline officers are likely to face in the victim identification and protection phases will require other services such as mental health, economic or social services that address the vulnerabilities that are preyed upon by traffickers. As police identify vulnerabilities and needs, whole of society partnerships can facilitate linking those in need with services and resources that exist in the community—police can put those people in touch with community stakeholders who are best suited to address the at-risk individuals' issues. It is important for frontline officers to have established referral mechanisms so that they don't engage community members in areas in which they are neither trained, nor competent.

⁶⁸ Ibid.

⁶⁹ Michael S. McCampbell, *The Collaboration Toolkit for Community Organizations: Effective Strategies to Partner with Law Enforcement* Washington, DC: U.S. Department of Justice, Office of Community Oriented Policing Services, 2014.

- 2.34.** In ASEAN, AMS have partnered with community-based organisations to support counter-trafficking efforts. Some AMS have, up to the provincial and village level, been able to create force multipliers based in communities. Local village governments are important partners as well. In the Philippines, for example, the barangays are tapped to address violence against women and children and trafficking in persons through activating their anti-violence against women and children desks. In Vietnam, community-based non-government organisations work with communities at the village level to prevent trafficking and support victims. These examples, give the police a window of opportunity to work with partners already on the ground.
- 2.35.** In creating connections with the community, police shift from the traditional model of policing and paramilitary tactics to an approach that is based on increasing trust and communication between law enforcement and the public.⁷⁰ Recognition of the fact that the police cannot solve community problems alone and need the assistance of their community highlights the key difference between the ethos of heavy-handed approaches and community policing. The traditional paradigm places police at the centre of crime-fighting activities, seeing them as the only responsible institution for protecting the population. COP envisions the police service as one of many organizations responsible for reducing the threat of TIP and promoting public safety.
- 2.36.** To develop significant capacity to counter TIP, police should seek opportunities to forge relationships with communities that are isolated and promote their participation in a conversation with the wider community, so their voices are heard. This will ensure that the challenges of often overlooked populations are also considered and solutions are vetted at all levels.

3. Leveraging Partnerships for Problem-solving

- 3.1.** The partnerships discussed above are meant to establish a path of communication and collaboration that is established to address problems (threats, risks, vulnerabilities) when they arise. A key component of COP is problem solving. It builds confidence in the capacity of the police and opens the door for information sharing as communities trust that the police will handle the information to provide security. It must be understood by police that communities often fear to seek help from police because they fear the process that the police will follow when they report a threat, especially when it comes to reporting victims as police tend to criminalize the victim's actions. This is often seen as another form of victimization and results in communities being reluctant to call the police to help their family or friends caught in an exploitative situation. Problem-solving offers police the opportunity to show the benefits of partnerships between police and community. This is a tricky balance that needs to be struck – the ability of police to solve problems that arise in the communities depends on three critical capacities:

⁷⁰ John Murray, "Policing Terrorism: A Threat to Community Policing or Just a Shift in Priorities?" *Police Practice and Research*, 2006, 6(4), p. 347–361.

- The ability to listen and understand the problem(s) and impacts;
- The ability to hear what solutions could be put in place to address the problem(s); and, most critically
- The whole-of-society referral system that will allow the police, as first responders, to provide protection/security for a possible/actual victim according to the rule of law and refer them to the appropriate government and/or non-governmental services that will allow them to redress the problems that make them vulnerable to TIP.

Note to instructors:

Each of these are the key components of community-oriented tools that allow police officers the ability to adopt community policing. The skills needed for each of these components are outlined in the sections below. It is important to firstly explain officers the logic and reasoning behind these abilities. Without that explanation, they will not be able to customize their approach by integrating the skills and deploying them in their own contexts.

- 3.2.** In order for police to be able to leverage and maintain partnerships they are developing, they need to understand how to carefully use the information that is shared. The following are key points for police to keep in mind when deciding how to use information about TIP as it relates to (1) risks or actual victims who require assistance, and (2) activities of alleged perpetrators whether traffickers or exploiters. It is key for police to build confidence in their ability to provide security. In the context of TIP, it is important to note that police officers can receive and act on information at all stages of the trafficking process.
- 3.3.** No two trafficking cases are alike, and patterns of trafficking and exploitation will vary depending, for example, on the country, identity and status of the victim, and the nature of the exploitation. A case of labour trafficking of female domestic workers from the Philippines to the Middle East is likely to look be significantly different from a case of domestic trafficking of girls in Thailand for sexual exploitation. It is therefore important for police to understand the different stages and patterns of TIP as they manifest themselves within their particular contexts.
- 3.4.** In general, however, cases of TIP are likely to involve the following stages:⁷¹

Recruitment: Traffickers make contact with, and seek to induce people into being trafficked. There are many ways in which this might be done. In the context of labour trafficking, this may involve actual recruitment (e.g., through a recruitment agency or a labour broker offering attractive job opportunities abroad). It may involve conversations to test victims' interest in what traffickers propose, or it may involve the use of physical force or abduction. This is where the 'act', and potentially the 'means' elements of the TIP definition begin to manifest.

⁷¹ Stages of Human Trafficking- steps traffickers take to control their victims, Crime Of The Week, Human Trafficking, September 27, 2018. <https://crimes-toppers.ns.ca/2018/09/stages-of-human-trafficking-steps-traffickers-take-to-control-their-victims>; UNODC (2010) First Aid Kit for Use by Law Enforcement First Responders in Addressing Human Trafficking, page 7. Available at: https://www.unodc.org/documents/human-trafficking/First-Aid-Kit/First_Aid_Kit_-_Booklet_eng.pdf

Coercion or deception: Traffickers employ a wide range of physical and non-physical forms of coercion and deception to obtain and secure control over victims. These may range from the use or threat or force, deception (e.g., through false promises about job opportunities and working conditions), drug use, as well as non-physical forms of coercion such as the retention of identity documents, threats to report the victim to the authorities for alleged crimes or immigration offences, or debt bondage. The objective of these different means of coercion and deception are to render the victim in a position where they can no longer give their free or fully informed consent. This is where the ‘means’ element of the TIP definition principally manifests itself.

Exploitation: As covered in Module 1A, there is no fixed list of what constitutes ‘exploitation’ for the purposes of TIP. But exploitation will include, at a minimum

- The exploitation of the prostitution of individuals;
- Other forms of sexual exploitation;
- Forced labour or services;
- Slavery or similar practices that enslave individuals;
- Servitude; and
- The removal harvesting of organs.

These different forms of exploitation may manifest themselves in many different ways and may include, for example:

- a migrant domestic worker who is regularly sexually assaulted by her employer – who threatens to cancel the worker’s visa if she refuses
- a child who is sent to an ‘orphanage’, where the owners send the children out to the streets to beg and pickpocket tourists for money
- a person who is drugged in a nightclub and abducted to have their organ removed
- a migrant worker who cannot leave his job because his employer refuses to return his passport, and the employer withheld several months wages from the worker

3.5. Understanding the different stages of TIP, and how they manifest in the local context, is a key first step to problem solving for police and communities working together. Police can engage communities and ask questions that can lead them to identify when the different stages of trafficking may be taking place for an individual or several persons. Helping communities who would share the information about these stages to understand the risks and threats that these stages include will both help communities to intervene in the individual’s journey. And it will provide police insights on how that person can be helped, especially as it relates to the

sources of vulnerability at play in a given case. The exploitation phase placed police officers in response mode which means that they engage in the criminal space at this stage and can deploy the legal and procedural tools at their disposal, while leveraging other social services that will need to be part of the protection and reintegration of a victim. All these activities build trust in the police by communities as it is a victim-sensitive approach, allowed by a community policing approach.

3.6. In exchange for the partnerships and resulting communication, communities will begin to have confidence that the police use the information shared in a professional manner which means:

- According to the rule of law;
- Fair and systematic treatment of all individuals, irrelevant of identity or status;
- Respect for human rights.

3.7. When problems come to the attention of the police, police have to take the opportunity to mitigate them and identify solutions. For frontline officers to operationalize problem solving, they need to think critically, innovatively and beyond the traditional scope of looking for law breaking activity to address problems. Indeed, problem solving is not applicable only in situations involving crimes already in progress; it is a broad term that explains how to address particular problems or concerns by identifying them and finding the most appropriate response to solve or to reduce the problem.⁷²

3.8. Police officers should avoid responding in a mechanical fashion to different situations; the same response seldom produces the same results. When police want to address a problem, they will be more effective if they can identify and deal with the underlying issues rather than simply reacting to the incident at hand. Essentially, community-oriented policing requires a keen ability to exercise discretion by police officers.

⁷² James J. F. Forest, *Homeland Security: Protecting America's Targets*, 2006, Security International, 2, p. 201.

Example of problem solving

There are many examples of effective uses of problem solving. The downtown area of Amman, Jordan, struggled with prostitution in the early 2000s. In response to complaints from local business owners and community members, police arrested women and sent them to jail, where they were then tried by local judges, typically released, and told to relocate to a different part of the city. In doing so, police simply pushed the problem to another area—they did not focus on the root causes of the crime. Eventually, an undercover female police officer started to ask questions within this targeted community about what made these women choose this path. This line of communication helped to develop a sense of rapport between the women and the officer. Over months of investigation and discussion, the officer determined that arresting women and putting them in jail (from which they might emerge radicalized, angry, and violent) was not a solution to the underlying problem. Upon completion of a comprehensive investigation, police and social workers made a recommendation that was sent to the local magistrate. The judge used this recommendation to provide social services and support to each woman based on her particular needs rather than simply sending them all to jail. Using problem-solving skills, one officer changed the way the police force dealt with prostitution in the community.

- 3.9.** Police officers need to acquire specific skills to become better problem solvers. Strong communication and analytical skills assist officers not only in identifying problems but also in exploring underlying causes of problems and determining the best ways to approach them. Police officers need to engage in creative thinking and exploration of alternatives, which will improve the problem-solving and decision-making skills of frontline officers.⁷³ Indeed, police officers should have appropriate analytical skills to screen, analyze, respond to, and assess problems.⁷⁴ These skills will help officers develop strategies that prevent and reduce crime.⁷⁵
- 3.10.** Skilled police officers can learn a lot about threats posed by traffickers in a given community, identify root causes and vulnerable groups. Each of these sets of information provide a foundation for problem solving. Indeed, police officers can gather this information and understand what it means for communities and make informed decisions on how to proceed. Because of extensive daily interactions with community members, police are in the best position to identify fears, grievances and risks within a community and recognize vulnerable people. 3.11. Police officers who have problem-solving skills including, but not limited to, communication skills—listening and asking the right questions—can encourage people to talk about their concerns.

⁷³ Rajnish Kumar Rai, "A Participatory Action Research Training Initiative to Improve Police Effectiveness," *Action Research*, 2012, 10,(3), p. 225–243.

⁷⁴ Anthony A. Braga, *Problem-Oriented Policing and Crime Prevention*, 2nd ed. 2008, Criminal Justice Press.

⁷⁵ *Ibid.*

4. What COP is not

- 4.1. Community-oriented policing can be widely misunderstood by police officers as a welcomed way to gather more intelligence about criminal activity, be it TIP or other crimes. This is because they struggle to gain information about threats and activities that are often well hidden from them. Indeed, a potential TIP situation may not feel like a threat but an opportunity to victims, who do not have enough information about what the threats look like. Once a person has fallen prey to trafficking and exploitation, the fear of those who exploit them and of the police who often treats victims as perpetrators of crimes is a significant impediment to calling for help. Until the feeling about the ability of the police to provide protection to a victim is relatively good, information will be hard to come by and therefore impact the ability of police to have the necessary intelligence to engage in effective interdiction.
- 4.2. Because communities are reluctant to ask for help from the police for fear of arrest rather than receiving protection, when they begin to share information about threats and vulnerable individuals who may need assistance, they do so with the intent on looking for help and not to usher them into the criminal justice system. Therefore, a victim-sensitive, gender responsive and human-rights based approach requires police officers to make a clear distinction between gathering intelligence on trafficking activities and perpetrators and receiving information about victims. Without it, communities will not collaborate with the police. ***Community-oriented policing is not about having another tool to gather criminal intelligence.***
- 4.3. Another misconception about community-oriented policing is that it is an approach that requires the creation of a specialized police units. Neighbourhood or community police officers have been deployed in many places around the world to build the trust of the communities and offer services. The result is that while a handful of officers develop relationships with communities, they tend to be trusted on an individual, often personal, basis rather than translating into trust in the police institution and any officer. The community-oriented policing approach requires that communities trust and collaborate with the uniform, the police institution, and not individual officers only. There are several reasons for this that frontline officers need to understand clearly:
1. The human resources angle: A trusted officer is not always on duty and others need to be able to solicit collaboration from any officer from a police service. In short, officers need to be interchangeable, and all exhibit the professionalism that comes with adopting a community-orientation. Each officer has a role to play in establishing the relationship of the police to the community.

2. The problem-solving angle: In order to be able to raise the level of confidence of communities, especially victim-related communities, police need to provide more than arrests and investigations. Indeed, gathering intelligence to turn into evidence in the process of investigations is not the only problem-solving capacity required of police. Problem solving requires collaboration of communities and that will only happen to the degree needed by police if some information shared remains in the pre-criminalized space. This is especially important for a victim-sensitive, gender responsive, and human rights-based approach.
3. The cost of traditional law enforcement: In cases of heavy-handed policing or high-profile cases, trusted neighbourhood officers' relationships with communities can suffer and undo a lot of persistent and patient work. While the personal touch of a trusted officer can fail to transfer to confidence in all officers, and the uniform (as mentioned above), heavy-handed law enforcement activities which are sometimes necessary, can introduce doubt in the hard-earned trust in the uniform/the police institution. When harm is done to community members, this suddenly be attributed to all officers.

Simply creating a special unit and assigning community policing officers is not as effective an approach as the adoption of a community-oriented policing. If only select officers are tasked with COP work while others continue to employ hard policing tactics, the message of one unit can quickly be negated by the work of the other, reducing the credibility and legitimacy of the police service as a whole.⁷⁶

- 4.4. And finally, community-oriented policing is not a call for police to provide services that take them away from focusing on policing work. Community-oriented policing empowers police officers to take a victim-sensitive, gender responsive and human-rights based approach but only as far as it relates to getting them and their families/others to safety and to keep them safe throughout the time that their case is in the criminal justice system. Police are first responders and need to be empowered to refer victims to services and then return to identifying and protecting other victims. It is important for frontline police officers to understand that it is not their responsibility to perform post-referral work unless it means addressing security threats subsequently. The community sector, social workers, TIP case investigators, prosecutors, health professionals, educators and individual members of the community all have an important role to play. Police need to let them play the role and remain in theirs.

⁷⁶ Adopting the CoP Ethos: NG et al.

5. Benefits of COP to counter TIP

5.1. To further help to explain the value of community-oriented policing to officers who need to buy into the concept, this section offers a few key benefits of COP to police work.

A. Gain knowledge of threats and community TIP-related concerns for more effective policing

5.2. COP establishes trusted channels of communication between police and communities to share threats and vulnerabilities which represent significant problems for community stability and confidence in police as partners in protection of victims of TIP. Without these trusted channels of exchange, police would not have the opportunity to provide assistance to communities, in turn remaining as a distant law enforcement actor rather than a close partner in the co-production of security and protection.

5.3. The more the police reinforce these channels by supporting communities with a victim-sensitive, gender responsive and human-rights based approach, addressing threats of TIP and providing assistance through a whole of society referral mechanism, the more the information will keep coming, again understanding that the police use this information to assist the community using a victim-centered approach. This means that information shared is to alert police that help is needed for an individual and that a solution – legal, social and economic and possibly health – will be needed.

B. Enhance the capacity of police to address TIP-related criminal activity

5.4. From the law enforcement side, COP also means that police can identify exploiters which represent the demand to which traffickers respond. Getting information about sexual or labour exploitation is difficult and does not take place in the public space. This makes it difficult to get information about individuals who are being exploited. The communities around which these activities are happening, family, friends, suspecting business owners and many others represent the best chance for police to learn about both victims and exploitation. These channels of communication allow police to be effective at identifying traffickers, exploiters, arrest them and turn them over to the justice system. These channels also allow police to identify victims and refer them to the services which will assist them in reintegrating a life of freedom and independence.

5.5. Adopting community-oriented policing also means that traffickers and exploiters will be treated with dignity and their rights will be respected by police and the entire criminal justice system. If that is not the case, police will lose confidence in communities and communication channels will be limited or broken. It is important that frontline officers understand that communities will withdraw if they see a lack of respect for the rule of law and the use of violence, irrelevant of who inflicts it.

C. Build bridges to cooperate across the region and beyond

5.6. COP will also enhance international/regional cooperation between police services across the AMS. The reliability of information shared between police services is a key obstacle to cooperation.⁷⁷ Indeed, when a police service in one AMS understands how the information was gathered it enhances the reliability of the information which will then enhance their knowledge of threats and approaches adopted across countries, increased knowledge of the information that will be needed for prosecution in different legal systems in ASEAN, thereby enhancing cross-border investigations. In practice, adopting community-oriented policing across the AMS to have increased visibility and confidence in the level of professionalism of policing practices makes the information shared more likely to be integrated in strategy development and decision-making at the local level.

D. Understanding the victim's perspective through community-oriented policing

5.7. Adopting community-oriented policing provides a path to integrating a victim-centered approach that will empower police officers to earn the confidence of victims as providers of protection and as guarantors of their rights. In turn, victims are more likely to be able and willing to assist in the prosecution of those who trafficked and/or exploited them. In order to adopt the mindset of community-orientation when shifting from seeing victims as part of a case, police officers need to develop empathy for victims. This is a mindset that will allow them to engage in active listening which will create a safe space for victims to gain confidence in police officers. Seeing victims as that changes the way officers will engage with the victim, which will help the victim accept the assistance.

5.8. Empathy means that police officers will adopt a mindset of understanding for the victim's vulnerabilities, the resulting decisions and their possible inability to recognize that they are being exploited. It is important for police officers to understand that they may not be seen by the victim as the answer to their exploitation. In many cases, victims either do not realize the violation of their rights or their exploitation. Further, victims are often afraid to talk to police officers or their own parents/families because of the control their traffickers and exploiters exercise over them.

5.9. It is also important to consider that victims may have relationships with their offenders that make them believe that their treatment is the nature of the relationship and may be considered normal by unknowing individuals.

⁷⁷ The Roles of International Police Cooperation Organizations Beyond Mandates, Toward Unintended Roles European Journal of Crime, 2005, 3.

5.10. Empathy also means that officers need to understand the risk factors that led to a situation of TIP. Some of the key risk factors that police need to keep in mind include:

- Living in poverty;
- Limited access to education;
- Gender-based violence;
- A history of childhood maltreatment;⁷⁸
- A history of use of drugs and/or alcohol or parental involvement in drugs and alcohol;⁷⁹
- A history of exposure to violence and victimization;⁸⁰
- The need to exchange sex for money, in addition to shelter, food, drugs or alcohol, transportation, and/or other types of assistance to meet their basic needs.⁸¹

5.11. This means that police officers need to treat victims as individuals who have trauma and experience economic struggles. Community-oriented policing is about knowing how to communicate. That communication needs to be informed by basic knowledge about the plight and likely paths of victims. This will change the tone and questions of police officers, helping to create the very important safe space to gain the necessary access to victims. It is particularly important to use sensitive language which is careful not to blame the victim.

⁷⁸ Farley, M., Macleod, J., Anderson, L. & Golding, JM (2011). Attitudes and social characteristics of men who buy sex in Scotland. *Psychological Trauma: Theory, Research, Practice, and Policy*, 3(4), 369-383; Smaby, R. (2009) Human Sex Trafficking: Right Here Right Now, March 1, 2014, The Pierce Progressive.

⁷⁹ Smaby, R., Ibid

⁸⁰ Kennedy, A., Adams, A., Bybee, D., Campbell, R., Pimlott Kubiak, S., and Sullivan, C. (2012) A Model of Sexually and Physically Victimized Women's Process of Attaining Effective Formal Help over Time: The Role of Social Location, Context, and Intervention, *American Journal of Community Psychology*.

⁸¹ Pierce, A. & Koeplinger, S., (2011) New Language, Old Problem: Sex Trafficking of American Indian Women and Children, The National Resource Center on Domestic Violence, October.

Small Group Exercise

Instructions for facilitators:

Divide the training participants into small groups of around 4-6 people. In small groups, participants will be asked to understand their respective legal frameworks as they relate to handling victims of TIP. The following guiding questions should be shared to help them focus the discussion. Each group will make a presentation to the larger group about their work.

Guiding questions:

- What are police able to offer victims and communities to work together to combat TIP?
- What services exist in a given country that helps to build the resilience of individuals and communities?
- How do these support police officers in their efforts to respond to TIP cases, as it relates to victims?

Allow each group around 20 to 30 minutes to discuss the questions above. After the allotted time, bring all the participants back together, and ask each group to make a presentation to the larger group about what they discussed among themselves. You should invite other participants to share their own thoughts, reactions and comments where possible, as well as offer your own inputs as appropriate.



Summary of Key Points

- Community policing empowers frontline officers to adopt a victim-based approach in their efforts to combat TIP.
- Problem-solving in the response space focuses on helping victims understand that they are in a spiral of trafficking, that they are victims and that there are alternative paths for them to follow.
- Problem solving requires a whole of society referral system in which police can remain first responders and entrust victims with social, health and economic services that will enable to be more resilient to discrimination and poverty, the two key vulnerabilities that are primarily targeted by traffickers.

Module 4:

Integrating Community-Oriented Policing into Victim Identification Processes

About this Module	<p>Once pathways to communications are established and partnerships are developing, police officers need to use these channels to identify victims, provide assistance to them to get them away from the exploitation, provide support to facilitate their contribution to the investigation and prosecution of traffickers and, when the legal framework allows it, those who exploited, abused and harmed them, and refer them to services.</p> <p>While partnerships are key to working with members of communities to prevent the trafficking of vulnerable individuals, these same relationships must be pushed into the response space. While prevention is not often understood to be a key role of police, responding to help victims of crime and apprehending traffickers and others is the core function of police. And this is when adopting community-oriented policing can become difficult. Rather than adding additional tasks to create a prevention capacity rooted in taking both a victims-based and a rights-based approach, responding to TIP cases using partnerships and viewing community members as valuable collaborators can be more challenging as it requires significant changes in traditional policing practices and mindsets.</p> <p>Police are often trained to identify perpetrators and process them through the criminal justice system. This happens often without enough attention to the optics of these activities especially when unfair, inconsistent practices tend to exacerbate the discrimination and inequalities – real or perceived – that some community members feel. For this reason, valuing partnerships that provide channels of communication with communities is crucial in the response space. The way police officers respond will determine how long and how valuable partnerships will be. This module establishes a link between victim identification, the legal definition and the main principles that have to be taken into consideration when approaching the problem.</p>
--------------------------	---

Learning Objectives	<p>The purpose of this module is to:</p> <ul style="list-style-type: none"> ● Explain the importance of victim identification and the scope of actors who can identify victims ● Describe the difficulties of victim identification ● Explain how effective community-oriented policing approaches can support the identification of victims of TIP
Learning Outcomes	<p>By the end of this Module, participants should be able to:</p> <ul style="list-style-type: none"> ● Incorporate a victim-sensitive approach to policing TIP cases ● Identify opportunities to earn the confidence of possible and current victims ● Leverage an understanding of the victim realities when seeking to provide them assistance.
Supporting Documents / Recommended Reading	<ul style="list-style-type: none"> ● UNODC (2008) Human Trafficking Indicators ● ILO (2012) ILO Indicators of Forced Labour

1. Leveraging Partnerships for Victim Identification

There are two ways that police can engage communities with whom they have established partnerships (and of course others if the opportunity presents itself) to identify victims:

A. Raise awareness of many different actors in a community about the fact that TIP exists in communities:

- 1.1. Throughout a day or a week, members of the community may come in contact with victims without knowing it. This may be as they are shopping, working, begging, or other activities which makes them visible in the public sphere. It is a common misconception that victims of trafficking must be 'locked up' and kept away from the community. In many cases, victims of trafficking appear to have freedom of movement and can come and go from where they live and work – while remaining bound by non-physical forms of coercion such as threats, intimidation, psychological attachments to traffickers, or debt bondage. Sharing information on the signs of a person being trafficked with various community members empowers them all to identify possible victims.
- 1.2. It can therefore be helpful to develop and disseminate information about signs of trafficking and exploitation that are most relevant to the local context of the community, and local trafficking patterns and trends based on up-to-date intelligence.

1.3. These signs are typically referred to as ‘indicators’, of TIP, and there are many national, regional, and local indicators of TIP that have been developed to support police and other frontline officers to identify victims of TIP and related offences such as forced labour. Some potential indicators of TIP and similar forms of exploitation such as forced labour,⁸² include:

- Inability to leave home or place of work;
- Inability to speak for oneself or share one’s own information;
- Information is provided by someone accompanying the individual;
- Loss of control of one’s own identification documents (ID or passport);
- Have few or no personal possessions;
- Evidence of being controlled either physically or psychologically;
- Owe a large debt that the individual is unable to pay off; or
- Loss of sense of time or space, not knowing where they are or what city or state they are in.⁸³
- Unusual wounds, scars on a person’s body;
- Massive recruitment activities in an area;
- Unusual movement of persons; or
- Individual in the possession of multiple passports.

1.4. Sharing the information with police either by calling them or when police check in on regular patrols/visits can help point to possible victims that police would likely not have access to. The education of community members on determining that a person may be a victim is the core of the benefits that a community-oriented police approach offers.

1.5. To build the confidence of the community in the consequences of sharing information with police, it is important to share what would happen to the victim, what rights the police is protecting, and how the victim will be protected and who they will be referred to help them. This victim-based approach is likely important for communities as they don’t want to be responsible for victims being victimized again in the criminal justice system.

⁸² See, e.g., UNODC (2008) Human Trafficking Indicators. Available at: https://www.unodc.org/pdf/HT_indicators_E_LOWRES.pdf; ILO (2012) ILO Indicators of Forced Labour. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---declaration/documents/publication/wcms_203832.pdf.

⁸³ Identifying Victims of Human Trafficking, US Department of Health and Human Services, found at <https://www.acf.hhs.gov/archive/otip/fact-sheet/fact-sheet-identifying-victims-human-trafficking>.

2. Engage an individual that is suspected to be a victim of TIP:

- 2.1. In cases that police identify a possible victim of TIP, police officers should engage in active listening by creating a safe environment, both physical and procedural, and seek to learn and understand the circumstances of the individual.
- 2.2. Four categories of engagements can be helpful for police to share with victims:
 1. Raise their awareness about their rights to fair wages, food, shelter, freedom of movement and to leave employment for example (reiterate the human rights states above);
 2. Create a space by active listening to help victims begin to realize that they are being exploited, if they don't already;
 3. Share a vision of an alternate path for employment that would not be exploitative and respect their rights by sharing information about services that they may get if they wish to change their situation;
 4. And of course, police will need to let them know that their exploiters/traffickers will be targeted by investigations and may be prosecuted. Working with them to keep them safe is also important.

3. Problem-solving to Identify Victims

- 3.1. Problem-solving uses the channels of communication and exchange that established partnerships between communities and police provide to identify victims and decide how to help them, what the role of the police is and at what point should other services be involved. If police engage victims as individuals whose rights have been violated and are being harmed, and they can protect them from the control traffickers often have on victims, police will be able to earn the trust of victims and get greater assistance in prosecution (which in turn should result in more impunity for TIP making it more dangerous/risky). This is the core of the response to TIP.

- 3.2. A significant part of the problem solving that ensures that police are perceived as community oriented and enjoy the confidence and collaboration of communities will come from the ability of the police to:
- Identify victims;
 - Provide protection from traffickers and creating the opportunity for them to leave or be removed and taken to safety;
 - Support victims to safely share information through investigation and prosecution; and
 - Refer victims to services they will need to overcome the trafficking trauma and loss of employment, as well as stigma.
- 3.3. Once a victim feels safe enough to talk about the trafficking and exploitation, police officers need to listen and swiftly send signals that victims will be treated as victims. This means listening to them and sharing the process and rights of victims as described in modules above.
- 3.4. It is important for police officers to understand all the legal provisions that they have at their disposal to identify and help victims. Each national (and sometimes regional/local) system will differ across the AMS.
- 3.5. It is also important for police officers to understand what services are available to victims in a given context. These will vary widely from country to country, and they will vary widely between urban and rural areas in many cases.
- 3.6. It is key that victims are treated as victims throughout the entire process and engagements with police officers, and then afterwards with other government services. Treating victims in a respectful and empathetic way needs to take place on an individualized manner and be determined by circumstances and be respectful of preferences of victims. Otherwise, they will become afraid and will no longer cooperate and work together with those who aim to help them. It can be useful to refer to the ACTIP to leverage the guidance on what it means to be treated as a victim.

Small Group Exercise

Instructions for facilitators:

Divide the training participants into small groups of around 4-6 people. In small groups, participants will be asked to understand their respective legal frameworks as they relate to identifying and processing victims of TIP. The following guiding questions should be shared to help them focus the discussion. Each group will make a presentation to the larger group about their work.

Guiding questions:

- Who are the key members of the community that should be engaged as partners to support the identification of victims of TIP?
- How do these community members support police officers in their efforts to respond to identify victims of TIP?
- How can the police better engage with these community members to make them stronger partners to support the identification of victims?

Allow each group around 20 to 30 minutes to discuss the questions above. After the allotted time, bring all the participants back together, and ask each group to make a presentation to the larger group about what they discussed among themselves. You should invite other participants to share their own thoughts, reactions and comments where possible, as well as offer your own inputs as appropriate.



Summary of Key Points

- Partnerships with community members from varying sectors of society provide the channels for communication that leads to victim identification.

Module 5:

Integrating Gender into Community-Oriented Approaches to TIP

About this Module	Throughout the entire trafficking journey, police can come across or be told about a possible victim. The victim identification process is a crucial opportunity for police to treat the individual as a person who could be a victim and whose rights have been violated. Moreover, the gender of the individual also needs to be considered throughout all phases of the exploitation. Women and girls have different needs in the areas of health, family or other trauma, economic opportunities and types of discrimination. It is important for frontline officers to distinguish the factors that make women and children particularly vulnerable to TIP. The victim can either help officers provide assistance or not and it can depend significantly on whether specific needs are understood and lead to the right type of support.
Learning Objectives	The purpose of this module is to: <ul style="list-style-type: none">● Discuss the gender perspective of victim identification● Illustrate the specificities of children that are trafficked● Understand the forms of exploitation that may constitute the crime of exploitation of children● Explain how to identify trafficking risks
Learning Outcomes	By the end of this Module, participants should be able to: <ul style="list-style-type: none">● Integrate knowledge about the risks that victims face in policing● Factor in a gender lens when identifying and approaching possible/current victims● Pay special attention to the needs and struggles of children in prevention and response situations.
Supporting Documents / Recommended Reading	<ul style="list-style-type: none">● ASEAN Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons● UNODC Toolkit for Mainstreaming Gender Equality into Criminal Justice Interventions to Address Trafficking in Persons and Smuggling of Migrants

1. Integrate Gender Considerations: A Key Aspect of a Victim-centred Approach

- 1.1. Gender is at the heart of TIP and adopting community-oriented policing entails taking gender into consideration. It is important for police to understand that there is a gender divide in trafficking activities and types of victims largely differ along gender lines.
- 1.2. TIP is a crime that disproportionately affects women and girls. According to estimates from UNODC, 65% of victims of TIP identified in East Asia and the Pacific⁸⁴ are women and girls.⁸⁵ According to UNODC, women and girls in East Asia and the Pacific are predominantly trafficked for the purpose of sexual exploitation,⁸⁶ but women are also trafficked for the purpose of forced labour, for example, in domestic servitude, manufacturing, and other industries. In addition, forced marriages of young women and girls are common in the Mekong region of Cambodia, China, Myanmar, and Vietnam.⁸⁷
- 1.3. Given these gender dynamics, first responders need to understand the different nature of exploitation of men, women, boys, and girls, and understand the differences in referrals that will be needed. It is key for frontline officers to understand the root causes of vulnerabilities around gender lines as it helps them to (1) display empathy for victims and are less likely to see them as criminals, (2) understand on what topics to engage victims, families, and friends, and (3) to make them aware of their own unconscious biases. Both are key aspects of adopting community-oriented policing and are concrete ways to build confidence of communities.
- 1.4. The fact remains however that while the root causes and risk factors across gender divides remain social and economic vulnerabilities, trafficking victims are predominantly women because of the gender inequality that prevails in many countries. Gender inequality leads to gendered poverty due to lack of viable employment opportunities, lack of control over financial resources and limited access to education are all factors that can exacerbate the vulnerability of women and girls to trafficking. Some of the factors that police need to understand in order to identify victims include:
 - Gender-based violence and the relative normalization of such violence contribute to the cycle of violence against women and make them more vulnerable to trafficking;
 - Labour and migration legal frameworks across a region do not always espouse a gender-sensitive approach, resulting in constraints in the ability of women to move freely and change employment. This contributes to a trend that pushes women to seek employment in unregulated and informal sectors;

⁸⁴ A grouping of countries adopted by UNODC which includes all the AMS.

⁸⁵ UNODC (2020) Global Trafficking in Persons Report 2020, page 31. Available at: https://www.unodc.org/documents/data-and-analysis/tip/2021/GLOTI-P_2020_15jan_web.pdf

⁸⁶ UNODC (2020) Global Trafficking in Persons Report 2020, page 37. Available at: https://www.unodc.org/documents/data-and-analysis/tip/2021/GLOTI-P_2020_15jan_web.pdf

⁸⁷ Caballero-Anthony, M., A Hidden Scourge: Southeast Asia's Refugees And Displaced People Are Victimized By Human Traffickers, But The Crime Usually Goes Unreported. Finance & Development, September 2018, Vol. 55, No. 3

- In the absence of the rule of law during conflict or humanitarian crises, women and girls can become highly vulnerable to different forms of exploitation such as being targeted by armed groups for sexual slavery, domestic servitude and forced and child marriages.⁸⁸

1.5. A gendered approach requires police to move beyond traditional policing tactics which result in the criminalization of victims and seeing victims as part of criminal activities. A gender and even age-sensitive approach requires tailored responses that will be determined to address the different and specific needs of men, women, girls and boys. It is important for police to understand that they have to provide and refer victims whether or not they agree to testify or share information or to participate in criminal justice process. In other words, the provision of support, care, and protection of victims of TIP must not be conditional upon their cooperation with the authorities or their willingness to participate in a criminal investigation.

1.6. As articulated earlier in this module, it is important that police refer individuals to the appropriate services. A problem-solving approach empowers police to identify what services are needed and what referral is appropriate.

A few illustrations:



Victims of trafficking for sexual exploitation often face severe health issues that can include unsafe abortions, complications with their reproductive system and exposure to sexually transmitted diseases and specific needs for child victim. A gender and age sensitive approaches require addressing the concerns and fears that prevent trafficked persons from seeking out services and help. This requires a referral to health services.

Female victims can have significant obstacles that prevent them from reporting their situation including a lack of female guards, fear of lack of confidentiality, fear of stigmatization from their community or attachment to their traffickers. This requires first responders to build trust and understand how to communicate with the victim and get them to safety away from traffickers who can also be parents/guardians or husbands AND referral to social services.

⁸⁸ ICAT, The Inter-Agency Coordination Group against Trafficking in Persons, THE GENDER DIMENSIONS OF HUMAN TRAFFICKING, Issue Brief #4.

2. Gender Dimensions of TIP

2.1. Being gender sensitive, and taking into account gender considerations does not mean only thinking about the special needs and position of women and girls. Police officers need to address any bias they may have about women and girls, or men/boys getting into a trafficking situation. The nature of the victim-responder engagement needs to exhibit compassion and understanding of the different needs. Some police institutions attempt to address these biases by ensuring there are women in the ranks of police officers as it is believed that women will be better at handling a victim of their own gender. While this is plausible, it is key for all officers to embrace a gender perspective when working with victims.

2.2. Police officers also need to understand that victims may have a relationship with their trafficker(s). Trauma bonding, romantic relationships, family ties are common between victims and their traffickers. And the relationship is governed by violence and fear.

2.3. There are several gendered means of control that officers need to understand:

- Physical force/abuse;
- Debt bondage;
- Psychological coercion;
- Grooming;
- Sexual violence Drug/alcohol dependency;
- Confiscation of ID/Documents;
- Verbal threats/abuse;
- Fraud;
- Romantic relationship;
- Family-like relationship

2.4. When working with victims of trafficking, officers should consider some of the following gender dimensions.⁸⁹

- **The consequences of the abuse**

Women victims of trafficking for sexual exploitation experience similar patterns of exertion of control and violence as victims of other forms of violence against women. They experience abuse through threats and psychological control, sexual and physical violence, economic violence, and/or deprivation of freedom.⁹⁰

⁸⁹ Gender specific measures in anti-trafficking actions, European Institute for Gender Equality, 2018

⁹⁰ European Institute for Crime Prevention and Control, affiliated with the United Nations, 2016.

- **The existing barriers to disclosure and assistance seeking**

Despite the severe consequences of being trafficked, victims often do not disclose their trafficking situation while undergoing the processes of identification, assistance and protection. The barriers for these include:

- not identifying oneself as a victim of trafficking;⁹¹
- not being informed about available resources;⁹²
- experiencing a physical and mental overload that impedes them from defending themselves and seeking help;⁹³
- lacking financial means or freedom of movement;
- being/feeling isolated;
- feeling disempowered or helpless;
- being emotionally dependent on the offender, as recruitment is often done by people known and trusted by the victim, such as friends or family;⁹⁴
- fear — of retaliation from the perpetrator, of the authorities of not being able to protect their children;⁹⁵
- victim-blaming attitudes⁹⁶ and the stigma associated with sex work and with being a victim;
- lack of confidence in the penal system to protect them.⁹⁷

- **Stereotyping and victim-blaming attitudes**

Stereotyping, especially by the criminal justice system, hampers victims' credibility, hindering their access to identification, protection, support and justice.⁹⁸ Research shows that, for example, in the case of sexual assault, criminal justice professionals expect victims to act according to gender and victim stereotypes, in spite of being more aware of the dynamics of victimization.⁹⁹

⁹¹ Lutenbacher, Cohen and Mitzel, Do We Really Help? Perspectives of Abused Women Public Health Nursing, January 2003, 20(1), pp. 56-64.

⁹² Lutenbacher, M. Cohen, A. and Mitzel, J., Do We Really Help? Perspectives of Abused Women Public Health Nursing, January 2003, 20(1), pp. 56-64.

⁹³ Gender specific measures in anti-trafficking actions, European Institute for Gender Equality, 2018

⁹⁴ Zimmerman, C. et al, Stolen Smiles: The physical and psychological health consequences of women and adolescents trafficked in Europe, January 2006.

⁹⁵ Petersen, R. et al, Moving beyond disclosure: women's perspectives on barriers and motivators to seeking assistance for intimate partner violence, Women Health, 2004, 40(3), pp. 63-76.

⁹⁶ Lutenbacher, Cohen and Mitzel, Do We Really Help? Perspectives of Abused Women Public Health Nursing, January 2003, 20(1).

⁹⁷ Gender specific measures in anti-trafficking actions, European Institute for Gender Equality, 2018.

⁹⁸ Gema Fernández Rodríguez de Liévana, Viviana Waisman, 'Lost in Translation': Assessment of the (Non)-Implementation of the Trafficking Directive from a Gender Perspective in Spain, Journal of Human Rights Practice, Volume 9, Issue 3, November 2017.

⁹⁹ Menaker, T. A., & Cramer, R. J. (2012). The victim as witness: Strategies for increasing credibility among rape victim-witnesses in court. Journal of Forensic Psychology Practice, 12(5), 424-438

2.5. Once a victim has been identified, the following should be considered by officers:

- Create a safe & secure environment;
- Explain Introduction of the interview and its purpose (protection and extraction);
- Acknowledge the gender of the interviewer and that help will be gendered;
- Explain the victim his/her rights;
- Guarantee privacy, confidentiality and anonymity
- Provide interpreters;
- Ensure questions are sensitive, compassionate and respectful

i

Note to instructor(s):

While it should be stated that prevention strategies should also include measures addressing the root causes and risk factors that increase the vulnerability of women, men, girls and boys to trafficking and exploitation, it should be emphasized that this is beyond the work of police. Rather, addressing TIP requires a whole of government approach which addresses gender norms and unequal power relationships that contribute to poverty, unemployment, limited access to education, gender-based discrimination in general.

Nevertheless, police have an opportunity to build partnerships through helping communities have greater awareness of the threats which often don't look like threats initially.

Case Study Exercise

CASE STUDY: In-depth discussion on how to be more gender-responsive

Hoa is a young woman who was recruited by an agency that promised her a job in the capital city as a seamstress. She borrowed money from friends and family to pay a recruiter fee but when she arrived in the city, she found that her "debt" to the recruiting agency had more than doubled, and she, along with 25 or so other women, were convinced to work in a massage parlour to make more money more quickly. At first, she believed that it really was massage work, but quickly discovered that she was expected to perform sexual favours for her clients. After her first client, she felt so ashamed, and trapped. The proprietor of her massage parlour told her that with her history of working as a sex worker, no one would hire her as a seamstress. Hoa, alongside the other women, has become made to believe that there is no other option than to continue work in the parlour as she would not find a job elsewhere.

One day, the massage parlour was raided and Hoa and the other women and girls were rescued from their predicament. The police and detectives involved in the raid were almost certain that these women were trafficking victims. A detective is interviewing the women, and it is not going well. Hoa is the third woman the detective has talked to and she, like all the others, insists that she has not been enslaved. Here is the conversation that took place between Hoa and the police officer who believes he identified a victim of TIP:

Hoa: The money is good. I can earn money for myself and my family. That's why I stay. I am free to come and free to go. It's my choice.

Detective: But we have very reliable information that tells us that you were probably brought here under false pretenses. Didn't you think you were coming here to do something different? Hoa: Yes, I thought I would be a seamstress. But then I found out the money is better in this business.

Detective: And no one forced you to do this? No one said it was the only way to pay back your debt?

Hoa: Maybe I could get more help if I told you that I am chained to my bed every night and that they beat me and force me to do this thing. But that is not the truth.

Detective: Well, I only want the truth, but I worry that you are saying these things because you are scared. You know, if things are as you say, you may need to go back to your family back home. Is that what you want?

Hoa: No...no... Please, you will not tell my family? Please do not tell my family how you have found me...

Instructions for facilitators:

Divide the training participants into small groups of around 4-6 people. In small groups, ask participants to read and discuss the following questions relating to the case study above:

- The detective and his team are sure that Hoa is a trafficking victim. Why Hoa presenting herself as "free to come and free to go"?
- What are the gender-sensitive issues in this case scenario?
- If you were the detective in this case, what approaches that you will do to get the cooperation from the victims?

Allow each group around 20 to 30 minutes to discuss the questions above. After the allotted time, bring all the participants back together, and ask each group to make a presentation to the larger group about what they discussed among themselves. You should invite other participants to share their own thoughts, reactions and comments where possible, as well as offer your own inputs as appropriate.



Summary of Key Points

- Women, girls, men and boys all have distinctive needs and struggle in different ways in trafficking situations.
- A gendered approach is one of the layers that need to be integrated in the engagement of potential and/or actual victims.
- The gender sensitive engagement of victims needs to consider a variety of situations that are consistent with areas of exploitation.
- Understanding that some victims are only children and should be treated under the law as such is important.
- There are national and international frameworks that provide guidance on how to approach victim identification with a gender lens.

Module 6:

Police-Public Partnership in Preventing and Combating TIP

About this Module	
	<p>While adopting a community-oriented approach can greatly enhance the ability of police to respond to TIP cases by identifying and getting victims to security, it also can support the prevention of TIP in the first place.</p> <p>Prevention is often overlooked but is the optimal scenario to fight TIP. It addresses the opportunity angle of TIP which is a significant factor in its success. The less vulnerable people in a community fall prey to TIP, the more the police has helped to avert victimization, the stronger the confidence in police will be and the more secure and resilient a community will be. Over the longer term, the confidence in police that comes from helping communities avert the exploitation, trauma and despair that comes with TIP, the more partnerships will be mutually beneficial and thrive and the safer they will be. Prevention strategies revolve around education, information sharing and through awareness-raising that target groups of vulnerable community members that are at risk of becoming victims of trafficking.</p> <p>In order to be able to have the capacity to effectively raise awareness, educate and share information about general threats and trends, frontline officers need to have good communication skills. This section offers insights on how to build partnerships to create mechanisms for the prevention of trafficking of vulnerable individuals. Then, it provides guidance on how to leverage those partnerships to solve problems that can help prevent individuals from getting caught in trafficking schemes. Both partnership development and problem solving depend on the ability of police to establish trust and confidence of communities.</p> <p>Developing partnerships and solving problems are difficult to do and police face many obstacles that are both in and out of their control. However, the single most important tool for frontline officers is active listening. This section shares active listening as a concept that empowers officers to become community oriented. Active listening paves the way to developing mutually beneficial partnerships with various members of communities and is the pathway to build confidence and trust between police and communities.</p>

Learning Objectives	<p>The purpose of this module is to:</p> <ul style="list-style-type: none"> ● Demonstrate the opportunities for police-public cooperation in preventing and combatting trafficking in persons ● Illustrate community-based problem solving to tackle TIP ● Explain how to integrate community policing tools to police counter TIP activities
Learning Outcomes	<p>By the end of this Module, participants should be able to:</p> <ul style="list-style-type: none"> ● Incorporate a prevention lens to policing TIP ● Develop communication channels with communities to identify problems that threaten their security as it relates to TIP ● Incorporate a mindset of mutual respect and long-term partnership with communities
Supporting Documents / Recommended Reading	<ul style="list-style-type: none"> ● ASEAN Gender Sensitive Guideline for Handling Women Victims of Trafficking in Persons ● UNODC Toolkit for Mainstreaming Gender Equality into Criminal Justice Interventions to Address Trafficking in Persons and Smuggling of Migrants

1. Building Partnerships

1.1. Community-oriented policing means that officers routinely interact with the specific intent to send a few different signals that underpin COP partnerships:

1. Police officers are positioned to help with TIP threats;
2. Police have the capacity to listen and learn about concerns AND the ability to refer those threatened to reliable services;¹⁰⁰
3. The police will work with communities to address threats according to solutions seen viable by communities.

¹⁰⁰ This is a key component of professional policing and needs to be established by police institutions for their officers to have the ability through training and policies.



Note to instructor:

It should be reiterated at this point that this section is about prevention and therefore police is operating in a non (or pre) criminalized phase.

- 1.2. Community partnership is the primary goal of community-oriented policing. It involves sharing power and responsibilities with communities to keep communities safe, secure, and resistant to all types of crimes.¹⁰¹ Police officers are well positioned to build effective local partnerships. Police typically have a difficult time addressing issues that arise in a community without understanding what an acceptable solution looks like from the standpoint of the community. Police solutions are around law enforcement and can quickly lead to the use of force or authority which alienates those that are vulnerable. Police can more effectively address community issues in cooperation with partners such as community leaders, social service providers, and other non-police actors.¹⁰²
- 1.3. Communication is crucial to building partnerships. Because it is the role of police to protect the public, it is for the police to initiate reaching out to members of the community and this must be done understanding that many community members are likely to be distrustful of the police, especially those in positions of vulnerability. Partnership requires that officers demonstrate not only strong tactical capabilities but also interpersonal skills that illustrate a respectful demeanour and encourage others to approach them. For example, a patrol officer needs to talk to local business owners to help identify their problem areas and concerns and participate in regular community meetings. And because police work can require activities and tactics that communities do not understand – and fear or become angry as a result, officers need to explain and discuss controversial police tactics so that community members understand the necessity of or decision process behind such tactics for the community and police officer safety.
- 1.4. Communication in the context of COP can take two forms:
 1. Building awareness about TIP threats by sharing information;
 2. Being available for individuals and groups to share TIP-related concerns.

A. Sharing Useful Information to Keep People Safe

- 1.5. The following are the opportunities that police may have or need to create to build partnership to prevent and/or respond to TIP:

¹⁰¹ International Association of Chiefs of Police, Using Community Policing to Counter Violent Extremism: 5 Key Principles for Law Enforcement, Office of Community Oriented Policing Services, U.S. Department of Justice, 2014.

¹⁰² S. M. Weine, B. H. Ellis, R. Haddad, A. B. Miller, R. Lowenhaupt, & C. Polutnik, Lessons Learned from Mental Health and Education: Identifying Best Practices for Addressing Violent Extremism, Final Report to the Office of University Programs, Science and Technology Directorate, U.S. Department of Homeland Security, College Park, MD: START, 2015.

1. Build the awareness of community members to the threats that exist in their environment and any latest modus operandi by contributing to community events such as school meetings, public fora that may be organized by the municipality, or religious organizations who serve as community centres;
 2. Share general information on trends of recruitment, tendencies of what happens to those who are recruited;
 3. Showcase that a victim-centred approach and a prevention lens informs the way the police engages with communities;
 4. Share the impacts on victims once they have been trafficked;
 5. Invite community members to encourage vulnerable individuals to seek out police assistance in order to be referred to social, health, employment, educational services, as an alternative to falling prey to the benefits promised by traffickers.
- 1.6.** The sharing of general information that is typically perceived as “confidential” by police and communities builds confidence in the capacity and willingness of the police to prevent TIP. General information in the shape of trends, tendencies, threats and risks which does not threaten the integrity of an investigation and/or prosecution can go a long way toward establish trusting partnerships of mutual assistance.
- 1.7.** Police may be wary of sharing this information as it is not in their culture but it will contribute so much more to their ability to help communities build their resilience to TIP, which will have great payoffs in the investigation and prosecution phase. This general information about threats, trends and risk can come from the TIP activities that police are aware about given their traditional police work that includes intelligence gathering, investigations and prosecutions.

B. Going Out and Seeking to Identify Problems

- 1.8.** Once the awareness raising opportunities are established and police have established opportunities to have regular contact with various members of communities, adopting a community orientation requires that police officers go out to patrol communities, on foot whenever it is safe for them to do so. To build confidence of communities, police need to seek out contact with communities rather than remaining in the police station and waiting for victims to complain and calls for help. The less police reach out to communities, the less these will come. However, it is important for police to understand that their mere presence in community centres, schools, town square, visiting businesses will, at least initially, raise alarm bells. This is especially true if there is a legacy of alienation between police and the people they are tasked to protect.

C. Active Listening to Support Communication and Partnership Building

1.9. Active listening is the foundation of communication with a view of developing a trusting and mutually beneficial partnership between police and vulnerable communities. It is possible to build confidence and trust, but it must be a deliberate process. Trust and confidence are earned. Some police institutions have come to call community policing as gaining the consent to be policed by communities. This shows the notion of the deliberate earning of trust and confidence. Active listening is about seeking to fully understand what is being said and encouraging sharing of information through asking powerful questions.

Active listening provides the foundation for really understanding community concerns in the following ways:

- It demonstrates empathy and the interest in understanding a threat that an individual is facing from their perspective;
- It empowers officers to learn about the issues that arise and need to be addressed for the vulnerable person;
- It empowers officers to validate what is being said and that he/she was listening and understanding what was being said.
- It encourages and facilitates a conversation in which vulnerabilities, decisions and sensitive information can be shared.

1.10. Active listening is a tactic that allows the officers to create a safe space for community members to share concerns and calls for assistance or guidance. It is a tactic unlike the use of force that brings police and communities closer as it sends signals that rights and dignities are respected. Active listening means not merely hearing what is said and gathering information, but also ensuring that the necessary and appropriate actors are engaged and participating in the conversation. Strategic listening is a way for officers to build trust and show respect to establish a professional relationship with the community. An officer who demonstrates strategic listening gives an individual full attention and focus, thereby indicating the officer's involvement and concern for what the person has to say.

1.11. Here are some key points that officers need to integrate in how they communicate with communities to build trust and develop partnerships:

- Ask open-ended questions that may start with
 - How...;
 - What...;
 - Can you please describe...;
 - Can you please explain.
- Ask for descriptions, stories, examples or illustrations to get as much detail as possible to gauge a given situation.

- Stay away from questions that can be understood as threatening, blaming, shaming, looking for responsibility or specific information. These may start with why, where or who or any like wording.

1.12. While active listening is particularly useful to identify victims and understand the conditions of their exploitation, it can also represent opportunities to identify existing opportunities that exist in a community that may be tempting some populations. It can also help to convince various community groups such as a community centre, a school, a religious organization, or any relevant group of organized citizens, to integrate an awareness and/or information sharing session into their events. These are priceless partnerships that will help to prevent future trafficking but also will be useful in victim identification and protection, as we will discuss in the next section of this module.

1.13. Asking open ended questions will send the signal that officers are taking a learning stance so that they may better understand the circumstances in which some individuals may find themselves. It shows that they are trying to adapt to the context and provide assistance that addresses the specific threat(s) a community faces. This will in turn allow the community to start sharing concerns with police, and even share their own trends about individuals who have left the community and have not been able to return home or who have suffered various types of exploitation as a result of accepting employment. Police should target the communities in which vulnerabilities (poverty and discrimination) are highest and where TIP activities tend to thrive.

1.14. A few examples:

Understanding that a lot of trafficking takes place on fishing boats in Thailand, asking business owners relevant to fishing/parents/community or cultural centres: Can you please explain to me how long a trip on a fishing boat takes? This is trying to understand if people who leave come back. It starts a conversation that may raise the awareness of interlocutors on the fact that some opportunities are dangerous and lead to exploitation.

Understanding that young women especially that are vulnerable due to poverty and/or discrimination in employment tend to fall prey to the opportunities offered by TIP, asking schools, families, community centres, religious organizations: To what extent are there opportunities to work in neighbouring countries presenting themselves? What types of opportunities are individuals finding online or through any third party service?

1.15. These questions can go a long way to beginning a conversation with well-meaning community members about the threats that loom and begin discussions about the risks they may represent to individuals and help to inform communities on which factors to consider and what questions to ask when such opportunities arise. And of course, police should have the knowledge of social, health and other services that can provide alternatives to refer individuals so they may remain in their communities and get assistance vis-à-vis their vulnerabilities.

1.16. Beyond asking questions that provide insights on threats and risks, and once information becomes shared, it is crucial to ensure that communication has been effective and that the police understands what is being shared. This is key as the perspective and worldview of a police officer and of a member of a community can be quite different and the semblance of communication is very common. In order to ensure that both problems and opportunities for addressing those problems rest on a real common understanding, police need to use the following key techniques of active listening.

Q Encourage: Find areas of interest that will encourage the speaker to keep talking. Further and deeper discussion may expose root causes of a problem.

Q Elicit: Ask open-ended questions to clarify the needs of the other person and prevent misinformation from spreading. This allows the officer the opportunity to clarify ambiguous or unfamiliar language, thereby gaining more information about the problems at hand. The use of open-ended questions (i.e., avoiding asking questions that can be answered with just a “no” or a “yes”) and avoiding leading questions that result in specific answers will increase the level of communication between police officer and the individual.

Q Restate: Restate what has been communicated to show the individual that the officer is paying attention to what is being said and is trying to understand. This also creates an opportunity to determine if intended messages are in fact being received.

Q Clarify: Ask clarifying questions to illustrate the officer’s desire to accurately capture the information relayed and to test his or her interpretation of that information.

Q Empathize: Listen to understand how the other person feels, listening not only with one’s ears but also with one’s eyes and heart to gain a better understanding of and feeling for the meaning of the speaker’s words without judgment.

Q Summarize: Formulate a concise overview of the key points made by the speaker in order to check that the message that is understood is consistent with the one that is intended.

Q Reframe: Restate negative or adversarial statements in more neutral or potentially positive ways that make it possible for the officer and the speaker to find common ground.

1.17. Because of the nature of police work which can often take place in high stress situations, it is important for police officers to understand that having difficult conversations leads to trust and partnership building. As a result, police officers should not walk away from community members who disagree with them or who don’t want to share all information about a situation. Instead, they should quickly get into active listening mode to ensure that all voices are heard and feed into the understanding of a situation. When members of community who share information about problems feel heard, they will offer information that is valuable and empowers police to decide on the best course of action to help. This will often be to remove anyone from immediate harm and then refer them to the appropriate services, outside of the criminal justice system, given that this is in the prevention phase.

- 1.18. Regardless of their assignment, be it in patrol or investigation, police normally want to do things quickly because they have so much to do on a given day. Some officers get into the habit of talking very fast and not always listening to replies. Officers should remember that when people deal with police, they are often in crisis, so officers should listen to them and make sure to speak slowly, accurately, sometimes repetitively, and always in a respectful way. Officers may believe that an individual is not cooperating with an order when in fact the person is unable to comply because of stress, illness, or disability. Officers need to take the time to listen to those with whom they are interacting to better respond to their potential resistance or anger.

Case Study Exercise

CASE STUDY

Three 20-year old girlfriends from a poverty stricken neighbourhood in Metro Manila decided to look for employment in order to leave their home, each struggling to make ends meet and two of them where verbal abuse take place on a daily basis. The economy in their community has offered them neither hope nor opportunity to be able to get an apartment and live together, as they have planned since they were little girls. As they seek opportunities online, they come across night clubs downtown which advertise jobs. When they arrive to meet the club owner, he doesn't ask them many questions and offers them hostess jobs. Thrilled, all three accept and begin to report to work the next week. Soon after they start and after they have been paid a meager salary, the owner tells them that he owns a bigger club in Bangkok which is really popular with Western tourists and the pay is better, especially the tips. All they have to do is find the owner's fee to handle the paperwork necessary for travelling to Thailand and someone will welcome them there to take them to the club once they arrive.

Without asking about the duties, housing opportunities and pay that will come with this offer, the girls accept, eager to move forward in their life and maybe even help their mothers make ends meet. On their way home, they make plans for their new life, envisioning the apartment they will share and how they will decorate it. Each girl tells their families about the opportunities and promise to help when they can by sending money home. And they promise to come back and visit regularly. When they receive the call from a travel agency to come to take pictures for passports, they report when their respective appointments are set. The agency tells them that they will board a boat and will have to remain out of sight for their protection as the boat doubles as a fishing boat and it can be dangerous to be on deck. It all sounds like an exciting adventure for the girls who agree to arrive at the port early at 5 am in 3 weeks' time.

Instructions for Facilitators

In order to practice asking questions to build partnerships and adopt a victim-centered approach in seeking to understand threats and risks, the following case study and tasks should be given to participants to work together in small groups (4-5) and report out in plenary after 45 minutes or more.

In small groups, participants should establish commonly established answers to the questions below and prepare to share their work with the larger group.

In plenary, each group presents their work and the instructor provides feedback in the debrief.

- What trends can you identify from this case?
- What individuals in the community can be approached with questions about this case?
- What are the questions you may want to ask community members to get at the information that is in this case?
- What problems seem to exist in the community that leads to the vulnerability of the three girls?
- What human-rights based arguments can be made to the three girlfriends to help them make an informed decision about this opportunity?
- What gender-based questions can be asked of the girls to understand the root causes of their vulnerabilities and to what services could police officers refer them.



Summary of Key Points

Adopting a community-orientation requires that police develop mutually beneficial, trusting partnerships with communities, especially vulnerable individuals and subgroups.’

Partnership development activities start with the sharing of trends, tendencies, threats that represent a risk of TIP to a community by police to help build awareness and make informed decisions about opportunities to address vulnerabilities’.

Community policing has a significant role to play in helping communities prevent TIP.

A partnership allows for collaborative problem solving and nurtures trust and further sharing of information, concerns, problems, issues.

Community policing for frontline officers is about developing partnerships in order to have channels to solve problems, insecurities and vulnerabilities related to TIP’.

Module 7:

National and Regional Referral Mechanisms

About this Module	<p>Community policing requires a consistent and broad development of confidence of communities in the capacity of the police to both identify victims and process perpetrators with respect to the rule of law. The confidence that communities gradually grant to police officers depends on both the experience of being processed by police but also all the experiences after that first response situation. Community policing remains policing work which means that they provide safety and security for victims they have identified. Then, they need to refer victims to help them past the process of being rescued from exploitation.</p> <p>A whole of society referral system is required in order to avoid criminalizing victims of trafficking. This system can be informal if necessary and stem from officers reaching out to social, economic, health and other services. This module discusses the referral system approach for victims and understand its importance to community policing.</p>
Learning Objectives	<p>The purpose of this module is to:</p> <ul style="list-style-type: none">● Understand the concept of safe referrals and basic principles of protection of victims● Analyse the role of non-police service providers● Appreciate the role of police in a national referral mechanism● Reflect on transnational referral mechanisms and international cooperation
Learning Outcomes	<p>By the end of this Module, participants should be able to:</p> <ul style="list-style-type: none">● Contribute to existing referral systems without criminalization of victims● Establish mechanisms to adapt policing to the culture established by referral mechanisms● Leverage international cooperation and contribute to it to address the cross-border nature of TIP
Supporting Documents / Recommended Reading	-

1. The Concept of Referral Mechanisms

- 1.1. Beyond safety from their traffickers/exploiters, victims of TIP have needs as a result of the trafficking experience. These needs are, among others, physical health, psychosocial well-being, economic security, legal protection, including repatriation and witness protection. Police surely are neither equipped nor responsible providing all these services. But community policing means solving problems and the best way to do that is to make use of referral systems where they exist. Meeting these needs requires the collective effort of various groups in society at the international, national and local levels.¹⁰³
- 1.2. A referral system is both a support network and a process to ensure disparate actors can coordinate to support the victims with the multi-faceted needs mentioned above.
 - A support network that includes agencies and individuals specifically developed to provide support and services and share information and data about trafficking, trends, needs and challenges.¹⁰⁴
 - Referral is the process by which the immediate needs of a trafficked person are assessed and are helped to gain access to a comprehensive and supportive services provided by various agencies/organizations which are not provided by the referring agency/social service provider.¹⁰⁵

2. Structure of a Referral System

- 2.2. A national referral mechanism is a co-operative framework through which state actors fulfil their obligations to protect and promote the human rights of trafficked persons, coordinating their efforts in a strategic partnership with civil society.
- 2.3. The main purpose is to ensure the human rights of trafficked persons are respected and to provide an effective way to refer victims of trafficking to services.
- 2.4. The advantages of a referral system include:
 - Obtain the highest of quality care and treatment, assistance and protection to trafficked persons;
 - Facilitate the provision of services to meet the various needs of trafficked persons and ensure their recovery and reintegration;
 - Establish a feedback mechanism between and among concerned agencies to ensure that requested services are provided;

¹⁰³ Referral System for the Recovery and Reintegration for the trafficked person, International Labor Organization.

¹⁰⁴ Asian Development Bank. 2009. The Significance of Referral Systems as a Response to Human Trafficking and Unsafe Migration. © Asian Development Bank. <http://hdl.handle.net/11540/176>. License: CC BY 3.0 IGO.

¹⁰⁵ Referral System for the Recovery and Reintegration for the trafficked person, International Labor Organization

- Make possible the exchange of knowledge, skills, practices and experiences geared towards enhancing capacities of service providers;
- Achieve a more rational use of financial and human resources for more efficient and effective delivery of services.

2.5. A referral system entails a process of coordinating service delivery which results in the following:

- Access to needed services is expedited;
- Confidentiality is maintained;
- Referral pathways between and among agencies/organizations of the network are established and easily tracked;
- Referrals between the agencies/organizations of the network are tracked;
- Referrals and their outcomes are documented;
- A feedback loop informs the agencies/organization initiating the referring agency/ organization that the requested service has been delivered and has met the needs of the client; and
- Gaps in services can be identified and steps taken by the agencies/organizations in the network to bridge them.¹⁰⁶

2.6. There are essential elements of a referral system that are important for police to build their problem-solving reputation and be seen as providers of assistance and long-term safety, rather than only removal from a dangerous and exploitative situation in the short term.

2.7. There are certain essential elements to optimize the referral system's operational effectiveness and outcomes for the trafficked persons. These essential elements include:

- A group of agencies/organizations, called a referral network, that, in the aggregate, provide comprehensive services to meet the needs of the trafficked persons and their families; and
- The needs of trafficked persons span the continuum of care, encompassing the medical/ health, psychosocial, economic, legal and spiritual domains.

2.8. To effectively address these needs, the network must include a broad range of services and organizations as possible. Their main function is to provide access to essential service delivery, and remove barriers to access so that trafficked persons can have their needs be met.

¹⁰⁶ OSCE Office for Democratic Institutions and Human Rights (2004). National Referral Mechanisms: Joining Efforts to Protect the Rights of Trafficked Persons. Warsaw, Poland II.

2.9. Referrals can go both directions among agencies/organizations in the network; i.e., they can both refer and receive referrals. Here are the key components of referral systems:

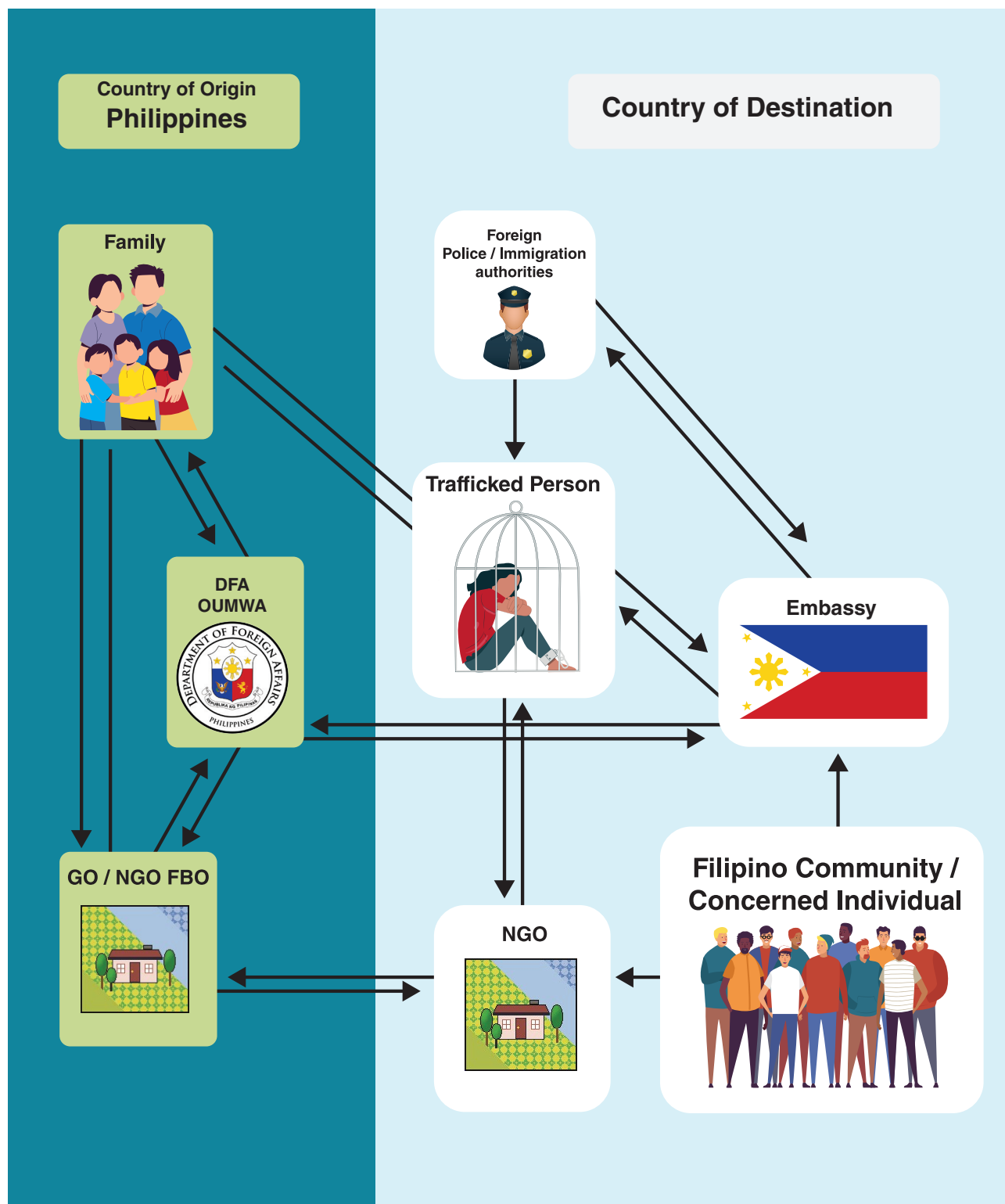
- A body that coordinates and oversees the referral network. (Coordinating agency, organization, committee)
- A specific agency/organization in the network serves as the locus of responsibility for the network and its performance (in addition to its regular duties) at the international, national, regional and city/municipal levels. It is responsible in convening regular meetings of social service providers, working with them to address gaps and other challenges in the system, updating the service network directory, providing standardized tools and forms and performing quality assurance for the referral system. Such regular meetings and other activities are aimed to promote collaboration and commitment to the referral process.
- A specific unit/focal person is designated to fulfil the tasks of the coordinating agency/organization.
- A designated focal person at each agency/organization. This designated person/focal person is responsible for the processing of referrals efficiently and expeditiously such as tracking and documenting referrals and attending network meetings. He/she may also be the provider of services in his/her own agency/organization and serve as the case manager.
- A directory of services and agencies/organizations at the international, national, regional and city/municipal levels.
- A directory provides an inventory of services available within a geographical area, including the name, location and contact numbers of the organization, type of services provided and name of designated focal person(s). Individual specialists or experts or volunteers maybe included in the directory.
- A directory of services facilitates referrals by making it easy to get information on available services within and outside the geographical area.
- The directory is managed by the coordinating agency and the members of the referral network and each member organization must update its information periodically. e. A standardized referral form
- A standardized referral form to be used by the members of the network ensures that the same essential information is provided whenever a referral is initiated and that this information is received by the agency/organization fulfilling the referral. It specifically states the services needed by the trafficked person.
- The referring agency/organization should follow up with the receiving agency/organization and with the trafficked person on the service/s provided. The receiving agency/organization must also give feedback to the referring agency/organization.
- A system to track a referral is needed to ensure that the trafficked person used the service/s needed.

- Written feedback must be done by the receiving agency/organization on the status of service delivery and other pertinent information. The feedback from the trafficked person must be sought whether he/she is satisfied with the service received and whether his/her need/s was/were met.

3. Referral System Actors

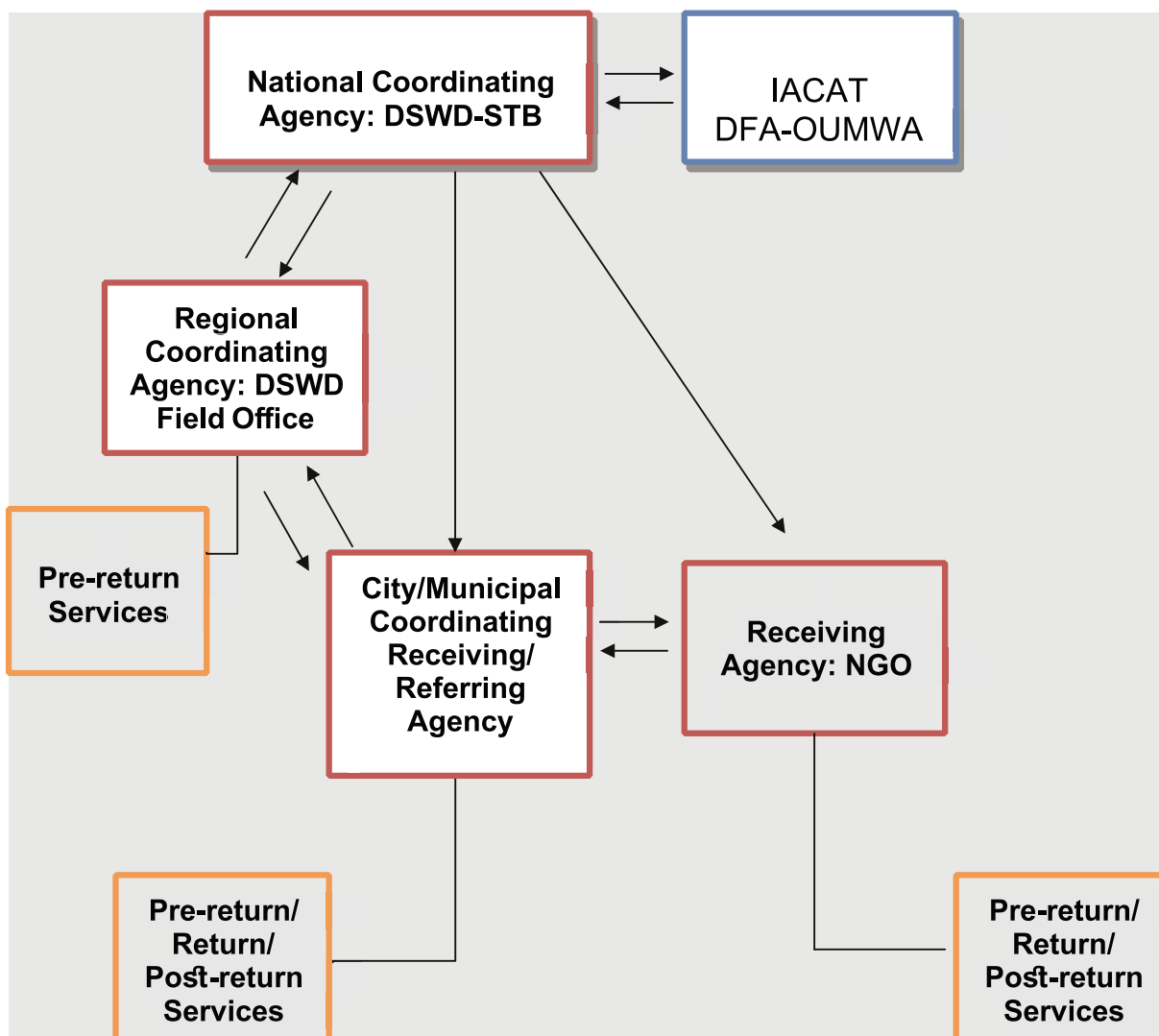
- 3.1. Frontline officials may include a variety of actors that need to call police when they suspect a case of TIP and have identified a possible victim. The following officials can be notifying police in case they suspect a TIP case. These individuals and organizations also need to have the confidence that police officers will not victimize these individuals further. This is also a component of community policing. Police needs to be a trusted partner in the chain of response to assisting a victim of TIP.
- 3.2. While not an exhaustive list, the following individuals may call police with information about a possible TIP case:
 - Immigration officers;
 - Social welfare officers;
 - Prison officers;
 - CSOs/ NGOs/ IGOs personnel;
 - Embassies/ Consular services;
 - Private individuals from travel agencies or transport agencies;
 - Any person with knowledge or information about a possible TIP case.

The following figure outlines an example of a referral system which demonstrates the role of police in a larger network:¹⁰⁷



¹⁰⁷ Referral System for Recovery and Reintegration of Trafficked Person, International Labor Organization, p. 21.

The following figure outlines a national referral system:¹⁰⁸



¹⁰⁸ Referral System for the Recovery and Reintegration of Trafficked Persons, International Labor Organization, p.35.

Plenary Discussion Exercise

In plenary, invite participants to share their thoughts, feedback and comments in response to the following discussion prompts:

- What is the role that police play in a referral mechanism for victims of TIP?
- What are some situations in which police may decide to not be involved or be excluded from referral mechanisms beyond the initial sharing of information with victims about services provided by various organizations positioned to help them?
- What is the impact on victims if police opt for more involvement than is desirable by other actors that make up the referral system?



Summary of Key Points

- Referral networks and processes are key to police being able to provide problem solving that ensures victims are safe long term, not criminalized or victimized over and over.
- Components of referral mechanisms include identification, case-type determination to identify specific needs and vulnerabilities, case management to assess, plan, implement, coordinate and monitor
- Services provided by referral mechanisms include protection & assistance services that include shelter, food and nutrition, safety and security, health care (physical and psychosocial, education and training, livelihood, employment and income generation, family tracing and reunification, return and reintegration, access to justice
- Given the nature of TIP both national and regional referrals are important for police to have so they may safely refer victims to provide them the necessary assistance.

Module 8

Reflection, Evaluation, Ways Forward

Putting it all together

In this last module, the facilitation of the key take-aways will be useful for participants to inventory the tools that they acquired throughout the program. The following facilitation questions will assist participants to reflect on the course, identify a path to integrate the lessons in their daily work and to share with others so that the collective group achieves a greater level of reflection than each individual alone.

- In your own words, what are the three key points that define community policing?
- How can CoP contribute to countering TIP?
- To what extent is CoP useful in prevention of TIP? What can CoP achieve in countering TIP?
- How can CoP contribute to the respect of human rights in countering TIP? And how does a rights-based approach help police be community oriented?
- What are the merits of adopting a gendered perspective in policing TIP? How does it help the adoption of community policing?
- How is a victim-sensitive approach part of adopting community policing?
- How can police officers use international instruments and guidelines to adopt community policing?
- What is the relationship of the police in a whole-of-society referral system? Where does it start and where does it stop?
- What are the lessons/take-aways that you will integrate in your work? Why and how?

Sample Evaluation Form

Name/dates of course attended:

Evaluation questions:

- How would you rate the user experience of the course?
 - Scale 1 to 10 (10 being highest score)
- To what extent do you understand community policing upon completion of this course?
- What are the three concepts presented that were the most useful for your work?
- To what extent is adopting community policing contributing to countering TIP?
- What were the three main strengths of the course?
- What were the three improvements that you would suggest?
- What is/are the remaining questions you have about community policing?

Additional Resources on Community Policing

DCAF, Institutionalizing community policing in Timor-Leste: Police Development in Asia's Youngest Country. <https://issat.dcaf.ch/Learn/Resource-Library/Policy-and-Research-Papers/Institutionalising-Community-Policing-in-Timor-Leste-Police-Development-in-Asia-s-Youngest-Country>

Johan Rebert and Santha Deepalal, Five Things that Make Community Policing Work. The Asia Foundation, October 21, 2015. <https://asiafoundation.org/2015/10/21/five-things-that-make-community-policing-work/>

IC4COP, <https://www.communitypolicing.eu/ehandbook/country-specific-information/south-asia/>

Singapore police force, Community Policing Through the Years. <https://www.police.gov.sg/media-room/features/community-policing-through-the-years>.

Pelser, E., 2000, 'An Overview of Community Policing in South Africa', Annex C in Policy Guidance on Support to Policing in Developing Countries, Clegg, I., Hunt, R. and Whetton J., University of Wales, Swansea. <https://gsdrc.org/document-library/an-overview-of-community-policing-in-south-africa/>

Myhill, A. 2006.2017, Community engagement in policing: Lessons from the literature, UK Home Office. https://whatworks.college.police.uk/Research/Documents/Community_engagement_lessons.pdf

Bayley, D., Skolnick, J., 1988, Theme and Variation in Community Policing, Crime and Justice, Vol. 10. <https://www.journals.uchicago.edu/doi/abs/10.1086/449142?journalCode=cj>

OSCE, 2008. Good Practices in Building Police-Public Partnerships by the Senior Police Adviser to the OSCE Secretary General, Vienna, Austria. <https://www.osce.org/files/f/documents/8/4/32547.pdf>

Partners Global, Community Policing, <https://www.partnersglobal.org/our-expertise/security-sector/community-policing/>



**Community Policing Approach to
Counter Trafficking in Persons in
ASEAN Member States**