

# **GENDER AUDIT REPORT:**

**ASSESSMENT OF PROTECTION SERVICES &  
SHELTERS FOR TRAFFICKED VICTIMS AND  
RETURNEES IN EDO AND LAGOS STATE**

**RECOMMENDATIONS OF A GENDER AUDIT RESEARCH  
Facilitated**

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Web of hearts foundation has four flats arrangement, two flats for accommodation while the other two flats is used for skill training, clinic, reception, and psychosocial assistance .....	33
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## FOREWORD

The problem of trafficking in persons (TiP) and forced migration has in recent years become more sophisticated and involving layers of complex issues. It is a form of modern slavery that continues to evolve through the years. Human trafficking is fraught with negative long-term effects on the victims, their communities and the society at large. The trafficking of girls and women from Nigeria, especially from Benin City, capital of Edo State, to Italy, other European and African countries, is a serious phenomenon, as the volume of Nigerian young prostitutes keeps growing steadily and rising to levels that call for concern. Traffickers and their agents in the communities who benefit immensely from the profits of human trafficking constitute major challenges to addressing this problem in the states where the crime is prevalent, particularly Edo and Lagos State. The current Covid-19 pandemic ravaging most parts of the world has further worsened the economic and financial situation of Nigerians, especially the youths. Although the triggers of human trafficking are largely economic-related and due to poor livelihood options, the criminal practice is further sustained by other secondary but equally important root causes, including cultural orientation, poor government policies that do not address the socioeconomic conditions of the youth, the rising rate of international currencies against the Naira and the problem of the lucrative sex market in Europe. In 2015, as a result of the new trends in the crime of trafficking in persons and the need to further strengthen the institutional framework, the Trafficking in Persons (Prohibition), Enforcement and Administration Act, was re-enacted with the aim of further strengthening the National Agency for the Prohibition of Trafficking in Persons (NAPTIP). The Agency was established by the Federal Government of Nigeria as an integral part of efforts to address the scourge of trafficking in persons in Nigeria and its attendant human rights abuses in its entire ramifications. It is also a fulfilment of Nigeria's international obligation under the Trafficking in Persons Protocol supplementing the United Nation's Transnational Organized Crime (TOC).

Despite steps taken by government at both policy and operational levels to address trafficking in persons and forced migration, mainstream interventions have often been gender blind and have not necessarily taken into consideration the differences in the migration and trafficking experiences and impacts on men, women, boys and girls. Women and girls, however, remain most trafficked victims and are disproportionately impacted by the negative consequences of the crime. Interventions targeted at preventing human trafficking and forced migration therefore requires an integrated and evidence-based approach including critically assessing the current interventions provided for the protection of victims of trafficking, with a view to underscoring the effectiveness of services offered. The protection of victims of trafficking through gender-sensitive responses is paramount to the prevention of forced migration and trafficking of women and girls. From the findings of the Gender Audit, more collaborative actions among stakeholders and the capacities of primary responders need to be enhanced through specialised trainings to provide more gender sensitive protection services.

This Gender Audit Report which details the findings of a gender assessment of protection services offered to victims of trafficking in Edo and Lagos State thus serves to present stakeholders and major frontline actors with evidence-based findings on gender related issues responders and frontliners face

in the process of combating trafficking and forced migration and practical solutions to resolving those issues.

The Gender Audit was conceived under a project implemented by CLEEN Foundation in partnership with UN Women and the Government of Italy. The project is focused on “Preventing forced migration and trafficking of women and girls in Nigeria: Build resilience, promote sustainable development.” It is essentially aimed at identifying a range of gaps, challenges, and priorities for future policy and programming towards increasing gender sensitive information and awareness-raising in Nigeria on trafficking and migration working closely with the National Agency for the Prohibition of Trafficking in Persons (NAPTIP). The project also seeks to support and strengthen the gender-responsiveness of interventions by the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) and other relevant government agencies. The project’s focal states are Edo and Lagos States which both record the highest rates of these crimes respectively, in Nigeria. Since inception, the project has been engaging actively with relevant stakeholders including CSOs, CBOs, Law enforcement agencies including National Agency for the Prohibition of Trafficking in Persons (NAPTIP), Nigeria Police Force (NPF), Nigeria Immigration Service (NIS) to foster more gender responsive law enforcement interventions and policy responsive frameworks.

This publication presents the data analysis and findings from a pioneer Gender Audit on protection services offered to victims of trafficking and forced migration in trafficking shelters, safe homes and by law enforcement officers in Edo and Lagos States. The publication is sectioned into two major parts. Section One focuses on thematic findings from CSOs, CBOs and Trafficking shelters providing protection services, while Section Two is devoted to data and findings from law enforcement agencies.

It is without doubt that this Gender Audit Report will contribute richly as a useful resource to enhance stakeholders and citizens’ gender perspectives of the trends and challenges faced in the provision of protection services to victims of trafficking in Edo and Lagos State. It will also support policy actions and interventions by frontline service providers towards creating a more gender sensitive environment within the context of a victim centred preventive strategies for survivors of human trafficking and forced migration.

**Dr. Benson Olugbajo**  
**Executive Director**  
**CLEEN Foundation**

## ACKNOWLEDGEMENT

This Gender Audit report is intended to serve as a resource to strengthen gender-responsive interventions and services by frontline service providers including the National Agency for the Prohibition of Trafficking in Persons (NAPTIP), other law enforcement agencies, civil society and faith based organisations running shelters and safe homes for trafficked survivors and returnees as they concern trafficked women and girls in Nigeria. This pioneer qualitative research is considered imperative for the purpose of unveiling the lacuna in the protective services offered to Victims of Trafficking (VoTs) and relevant for the development of tools and tailor-made trainings targeted at enhancing the capacity of frontline service providers (The NPF, NIS, NAPTIP, CSOs, CBOs e.t.c) including security, health and justice sector agencies. The gender audit report contributes substantially to the growing body of evidence-based research on human trafficking and useful to inform policy and program interventions that support and upscale the replication of interventions that target 'Enablers' (recruiters) of sex trafficking and empower local communities against them. We owe the resources and data used in producing this document to the efforts of all key stakeholders involved in intercepting forced migration and trafficking of women and girls in Edo and Lagos State, particularly the National Agency for the Prohibition of Trafficking in Persons (NAPTIP).

CLEEN Foundation wishes to first express profound gratitude to the funding institutions behind this intervention, the Italian Government through the United Nations Entity for Gender Equality (UN Women), for the timely and immense support provided on the project: Preventing the trafficking and forced migration of Women and girls in Nigeria: Build resilience and sustainable development.

The gender audit of protection services and shelters for trafficked victims and returnees which is an activity at the heart of the project was successfully conducted in Lagos and Edo States of Nigeria with the support of critical actors including but not limited to NAPTIP, Nigerian Police Force Gender Unit, National Human Rights Commission, Nigerian Immigration Service, Federal Ministry of Women Affairs and Social Development, Ministry of Women Affairs and Poverty Alleviation in Lagos, Commission for Social Development and Gender Issues in Edo, International Organisation for Migration (IOM), National Commission for Refugees, Migrants and IDPs (NCFRMI), CBOs and CSOs.

We appreciate the professional expertise and contributions of the Project researchers, Barr. Ivy Basil-Ofili and Barr. Emmanuela Azu who painstakingly developed the first draft of the research instruments with support of the CLEEN staff, conducted the field research and developed the final draft of the Gender Audit reports for Edo and Lagos states, respectively. We particularly appreciate the efforts put into the field work to gather relevant data and assess the several thematic areas of the research; this includes: organizational capacity in gender mainstreaming and programming, staff's capacity and understanding of gender perceptions on trafficking, integration, adequacy of policies/laws and funds for preventing forced migration and trafficking in person, e.tc.

Deep appreciation to the UN Women project team: Fulvia Clerici, Semiha Abdulmelik, and Aminat Abdulraman for their huge support throughout the process. We thank the Executive Director of CLEEN Foundation Dr. Benson Olugbajo for his immense leadership support and for key roles

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Finally, we wish to extend our deepest gratitude to the Edo State Task Force Against Human Trafficking (“ETAHT”), Lagos state Human Anti-trafficking Taskforce team, National Agency for the Prohibition of Trafficking in Persons (“NAPTIP”) Edo and Lagos Commands, the Gender and Anti-Trafficking Units of the Nigeria Police Force Edo and Lagos commands, Edo and Lagos State Government Ministries of Education, Sports and Youth Development, the CBOs and CSOs who participated actively as respondents during the field work for this research, in particular: COSUDOW, Girls Power Initiative, FULIFE, Genius Hub, Idia Renaissance, RARDUJA, Project Alert, CeCe Yara Foundation, WARIF, BAKHITA ST Louis Empowerment network, Salvation Army, Child protection Network, Real women Foundation, WOCON, African women Lawyers Web of Hearts Foundation, Sought after Women and Children Foundation to mention a few.

## DEDICATION

**I**n memory of Mr. Innocent Chukwuma, Founder, CLEEN Foundation for his selfless service to humanity and improving public safety, security, and access to justice in Nigeria and Africa.

**Gone but not Forgotten.**

## ACRONYMS

<b>AWLA</b>	African Women Lawyers' Association
<b>BAKHITA</b>	Bakhita: St. Louis Empowerment Network
<b>CBO</b>	Community Based Organisations
<b>COVID 19</b>	Corona Virus Disease
<b>CPN</b>	Child Protection Network
<b>CSO</b>	Civil Society Organisations
<b>COSUDOW</b>	Committed Support for the Dignity of Women
<b>CPN</b>	Child Protection Network
<b>DPO</b>	Divisional Police Officer
<b>ECOWAS</b>	Economic Community of West African States
<b>GBV</b>	Gender Based Violence
<b>GPI</b>	Girl's Power Initiative
<b>IDIR</b>	IDIA Renaissance
<b>ILO</b>	International Labour Organization
<b>IOM</b>	International Organization for Migration
<b>MDA</b>	Ministries Department and Agencies
<b>NACTAL</b>	Network Against Child Trafficking, Abuse and Labour
<b>NAPTIP</b>	National Agency for the Prohibition of Trafficking in Persons and
<b>NCFRMI</b>	Other Related Matters
<b>NGO</b>	National Commission for Refugees Migrants and Internally displaced person
<b>NIS</b>	Non-Governmental Organisation
<b>NOA</b>	Nigerian Immigration Service
<b>NHRC</b>	National Orientation Agency
<b>NPF</b>	National Human Rights Commission
<b>PCI</b>	Nigerian Police Force
<b>RARDUJA</b>	Patriotic Citizens Initiative
<b>SEYP</b>	RARDUJA International
<b>SOP</b>	Society for Empowerment of Young People
<b>UNDP</b>	Smuggling of Migrants, Standard of Operation
<b>UN</b>	United Nations Development Programme
<b>UNODC</b>	United Nations
<b>WARDC</b>	United Nations Office on Drugs and Crime
<b>WRAHP</b>	Women Advocates Research and Documentation Centre
<b>WOCON</b>	Women's Rights and Health Project
<b>AWLA</b>	Women's Consortium of Nigeria
<b>BAKHITA</b>	African Women Lawyers' Association
<b>CBO</b>	Bakhita: St. Louis Empowerment Network
<b>COVID 19</b>	Community Based Organisations

## EXECUTIVE SUMMARY

The project, “Preventing Forced Migration and Trafficking of Women and Girls in Nigeria: Build Resilience, Promote Sustainable Development, funded by the Italian Government, has the overall goal of the project is to support and strengthen the gender-responsiveness of interventions by the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) to facilitate prevention, protection, prosecution and partnerships in relation to human trafficking & migration matters. The report present findings and context specific insights from the mapping of protection issues and services in Edo and Lagos State.

The project is specifically poised at enabling a gender sensitive policy environment that addresses forced migration and trafficking and increasing gender sensitive information and awareness raising in source migration trafficking sites. The intervention is framed within the context of a gender audit of protection services within existing shelters and safe homes and other front-line services and providers. The gender audit was concluded in Lagos and Edo State.

A summary of findings from Edo State indicates there is lack of coordination and collaboration amongst all service frontline providers, duplications of roles, no central disaggregated data statistics on trafficking and forced migration, limited knowledge and technical expertise on gender norms, gender mainstreaming and applicability of relevant laws and policies on trafficking in person in Edo State. The key stakeholders that needs strengthening apart from CSOs are the Ministries of Social Development and Gender issues, Youths and Sport, Justice, and the Edo State Task Force (ETAHT).

While for Lagos State, the summary of findings indicated that Sexual exploitation and forced labour are the most prevalent forms of trafficking in person and forced migration. All the frontline services providers both CSOs, safe homes/shelters and security agencies have a fair theoretical knowledge of gender equality and the concept of trafficking and forced migration of women and girls in their programming and operations. It can also be seen that Most government and security agencies have dedicated gender units that deals on issues of GBV and trafficking in persons

From the findings, all organisations and agencies reported that they collate data but do not feed into the National Monitoring Center of the State. Responses from the in-depth interview (questionnaire) showed the need for specific gender focused training on trafficking and forced migration for all frontline service providers, the need for a better coordinated action (improved referral mechanism), improved funding and a more effective implementation of the existing laws and or policies.

Both reports will however form the basis for the development of tools and training modules to enhance a gender-responsive service delivery by frontline service providers including the social welfare, security, health, and justice sector agencies in Lagos and Edo State.

## INTRODUCTION

### Background

The UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, provides in Article 3 that “trafficking in persons” means “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.”

Human trafficking can best be described as a global problem and a modern form of slavery. Women and children are the key target groups because of their unequal socio-economic status and the lack of awareness of their legal rights<sup>1</sup>. In 2008, ILO estimated that 98% of women and girls are trafficked for sexual exploitation.

Nigeria in addition to the Trafficking in Persons Protocol, has ratified many international instruments that support the elimination and punishment of trafficking. These includes the UN Convention on the Rights of the Child of 1989, the ILO Forced Labour Convention of 1930 (No. 29) the ILO Worst Forms of Child Labour Convention of 1999 (No. 182), International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, and the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) of 1979.

Nigeria is a source, transit and destination country for women and children subjected to trafficking in persons including forced labour and forced prostitution. Trafficked Nigerian women and children are recruited from rural areas within the country’s borders – women and girls for involuntary domestic servitude and sexual exploitation, and boys for forced labour in street vending, domestic servitude, mining, and begging. In order to curb this menace, Nigeria established the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) in 2003, the National Labour Migration Policy, 2014 and the National Policy on Migration, 2015, the Violence against persons (prohibition) Act, (VAPP) 2015, amongst other laws to tackle all forms of trafficking in persons and to protect victims of human trafficking.

Although trafficking is a major national challenge in the country, however, recent experiences and documented accounts have shown that Edo State has become an endemic hotspot for the menace of external trafficking for sexual exploitation.

### Human Trafficking and Forced Migration in Edo State

Edo State is one of the states in Nigeria with widespread cases of trafficking especially exploitative sex-work migration. Odorige (2016) claims that 85% of Nigerian sex-workers in Europe originated or migrated from Edo State. IOM (2018) puts the figure at over 60%.<sup>2</sup> It would seem that the same percentages are also applicable to forced migration. In Edo State, Orhionmwon, Esan North

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1 Gender Issues in Human trafficking in Edo State, Nigeria by Clementina O. Osezua

2 Why the high figures of sex work migrants in Edo State, Nigeria? Considerations for social work practice

East and Ikpoba Okha local government areas constitute some of the main recruiting centres for traffickers, while also being the main areas of departure of irregular migrants seeking to reach Europe.<sup>3</sup>

The experience of 'unsuccessful' migrants particularly those who have returned to Edo State without wealth, does little to undermine peoples' dreams of success. Shamed by their apparent failure, their voices are silenced. In this context, frontline service providers are expected to provide the required support services to survivors of forced migration and trafficking to help overcome the shame and silence. Such services include health, policing, justice, and social services.<sup>4</sup>

### **Human Trafficking and Forced Migration in Lagos State**

Lagos State on the other hand is central to governance in Nigeria. The city accounts for 60% of industrial and commercial activities in Nigeria and by recent count, Lagos state's GDP was \$136bn, which is more than a third of Nigeria's gross domestic product<sup>5</sup>. Beyond that, the city is home to a network of banking conglomerates as well as a thriving music, fashion and film industry that reverberates around Africa. It is estimated that the city's population ranges from 17 – 24million and remains the highest recipient of internal migration in Nigeria and remains a critical node in operations of traffickers.

However, to ensure frontline service providers who are playing crucial role to survivors of forced migration and trafficking in women and girls are well equipped and coordinated; and the available legislations and policies in place respond to gender issues in Edo State; there is need to conduct a gender audit to review some of the laws, policies and support services provided by the frontline service providers which includes shelters/safe homes, civil society organisation (CSOs), relevant government agencies and security institutions.

### **WHY A GENDER AUDIT?**

Nigeria experiences a huge number of cases of trafficking annually. Women and children constitute the majority of those trafficked. A large proportion of poor women migrants and women trafficked to Europe, especially Italy, are from Nigeria (UNODC/UNICRI, 2003). Most movement of Nigerian women and girls is facilitated either formally through agents, or informally through family and acquaintances. Trafficking of women is part of both the continuum of labour exploitation and Violence Against Women (VAW), as many of the women who migrate or are trafficked are subjected to serve as domestic or plantation workers or for sex exploitation. For survivors of VAW and trafficking in persons, the following questions comes to mind:

1. Are the required support services (health, policing/justice, and social services) adequate and well equipped? What are the support services provided and what class of victims receives such services?
2. Do service providers have technical expertise, skills, and knowledge on issues of Trafficking and forced migration?
3. Is there a centralise disaggregated data statistics on trafficking in person in Edo State and

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3 Challenge fund strategy document by SoTiN

4 Why the high figures of sex work migrants in Edo State, Nigeria? Considerations for social work practice

5 <https://www.ft.com/content/ff0595e4-26de-11e8-b27e-cc62a39d57a0>

4. Are there referral mechanical or SOPs as well as knowledge and adequate awareness of available laws, polices and the National Referral Mechanism
5. What is the level of coordination of all service providers in the State?

To address some of the challenges and strengthen the institutional framework to tackle the issues of human trafficking and migration, the Nigerian government has enacted a number of legislations-the Trafficking in Persons (Prohibition), Enforcement and Administration Act, the National Labour Migration Policy, 2014 and the National Policy on Migration, 2015, the Violence against persons (prohibition) Act, (VAPP) 2015, amongst others. These legislations and policies have been made in response to address gender and non-gender related crimes in Nigeria. However, a cursory review of some of the laws, policies and protection services on trafficking and migration indicate that they are devoid of gender sensitivity required to achieve the prevention of women's irregular migration and trafficking and responsiveness to their needs. Hence, the need for gender audit of protection services within existing shelters, safe homes and other front-line services by providers.

The report present findings and context specific insights from the mapping of protection issues and services in Edo and Lagos States.

## OBJECTIVES

1. To develop a gender audit tool for the assessment of existing protection services for victims of trafficking in Edo state from a gender perspective.
2. Undertake the assessment of the protection services in the state using the gender audit tool developed.
3. Analyse the findings and produce two (2) reports on the gender audits (gap-analysis) of the protection service centres for victims of trafficking in the state with highlights of gap areas that can be addressed by government policy. One report will focus on services and shelters provided by frontline government agencies and civil society-inclusive of faith-based organizations while the other report will focus specifically on security sector institutions:- Nigeria Police, Nigeria Immigration Service etc with mandates around trafficking and migration. There should be consideration for coordination/linkages between the two groups (Group 1-frontline government agencies and CSOs and Group 2-Security institutions) in the reports.

## METHODOLOGY FRAMEWORK OF THE GENDER AUDIT PROCESS

The data collection method used for the baseline study involved among others a perception survey, where a structured questionnaire with pre-coded responses was used to collect qualitative data samples. The data collection process also involved key informant interviews, In-depth Interviews, observations and an extensive desk review.

The study adapted to the realities of the COVID-19 restrictions, leaving a bulk of interactions to virtual engagements. The study engaged with around forty (40) organizations (Government Agencies, CSOs and Security Actors) working in protection space in Edo and Lagos States of which fifteen (15) key informant interviews were conducted with heads of frontline service providers in Edo State. The study was undertaken between August and September 2020.

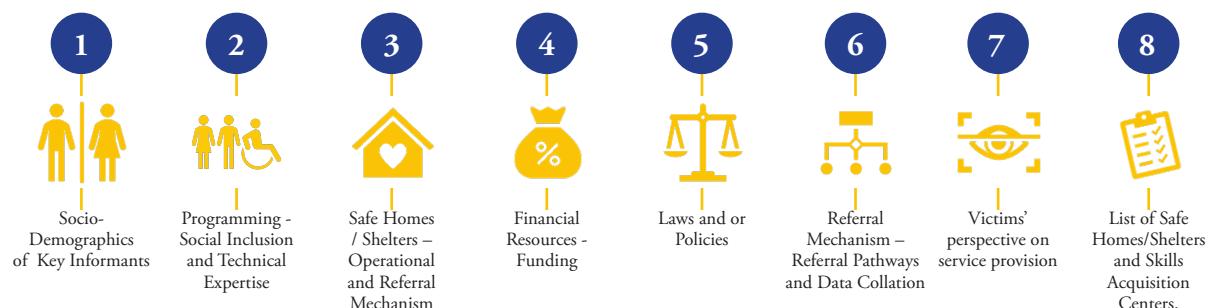
The primary tool for the exercise in both states were structured questionnaires. The tool was designed to assess the level of intervention from program planning and design, operational processes, technical expertise, monitoring and evaluation, financial resources, data statistics, coordination, referral mechanisms and knowledge, gaps of existing laws and policies in the State. Also, interview guides were used for key informant interviews and in-depth interviews.

The study tools were divided into the following components: socio-demographics of key informants; programming - social inclusion and technical expertise; safe homes/ shelters – operational and referral mechanism; financial resources – funding; laws and or policies; referral mechanism – referral pathways and data collation; victims' perspective on service provision and list of safe homes/shelters and skills acquisition centres.

### **The Gender Audit Tool (Questionnaire)**

In a bid to properly assess the service provision from frontline service providers through a Gender Audit in Lagos and Edo State, there became a need for a gender audit tool (Questionnaire). The tool was designed to assess the level of intervention from programme planning and design, operational processes, technical expertise, monitoring and evaluation, financial resources, data statistics, coordination, referral mechanisms and knowledge, gaps of existing laws and policies in the State. Due to restrictions of COVID-19, it was agreed that the tool should be qualitative and should focus on the following areas:

**Figure 1: Questionnaire focus areas**



1. Socio-Demographics of Key Informants
2. Programming - Social Inclusion and Technical Expertise
3. Safe Homes / Shelters – Operational and Referral Mechanism
4. Financial Resources - Funding
5. Laws and or Policies
6. Referral Mechanism – Referral Pathways and Data Collation
7. Victims' perspective on service provision
8. List of Safe Homes/Shelters and Skills Acquisition Centres.

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6 See Annex 2

## INTERPRETATION OF FINDINGS

The following interpretation of findings is based on the qualitative data collated during the gender audit assessment. The data collected from participating organizations (CSOs) was analysed in line with the objectives of the project and the report was formatted in line with the thematic areas of the project.

The findings are divided into 2 segments:

Segment 1: Findings from Edo State

Segment 2: Findings from Lagos State.

## SEGMENT 1 – FINDINGS FROM EDO STATE

### PART A: FINDINGS FROM MDAs AND CSOs SERVICE PROVIDERS

#### INTERPRETATION OF FINDINGS

The following interpretation of findings is based on the qualitative data collated during the gender audit assessment. The data collected from participating organizations (CSOs) was analysed in line with the objective of the project and the report was formatted in line with the thematic areas of the project.

#### 1. Socio-Demographics of Key Informants

The gender audit tool was completed by key frontline service providers who are heads of different units and departments in key government ministries and civil society organisations. 7 key ministries and 8 CSOs<sup>7</sup> and shelters were accessed. They comprised of 4 males and 11 females who are the first point of call in providing services to victims of forced migration and trafficking particularly women and girls in Edo State.

**Figure 2: Demographics of Key Informants**



#### 2. Programming - Social Inclusion and Technical Expertise

The concept of social inclusion refers to actions or activities aimed at promoting equal opportunity and resources between excluded groups or people. To understand the concept of social inclusion as it relates to forced migration and trafficking of women and girls in Edo State, it was necessary to investigate the processes that promote equal opportunity and resources for all victims who seek protection services including victims from marginalized communities. Also, to identify knowledge gap with regards to gender terminologies and review the inclusion of gender in programme planning and design.

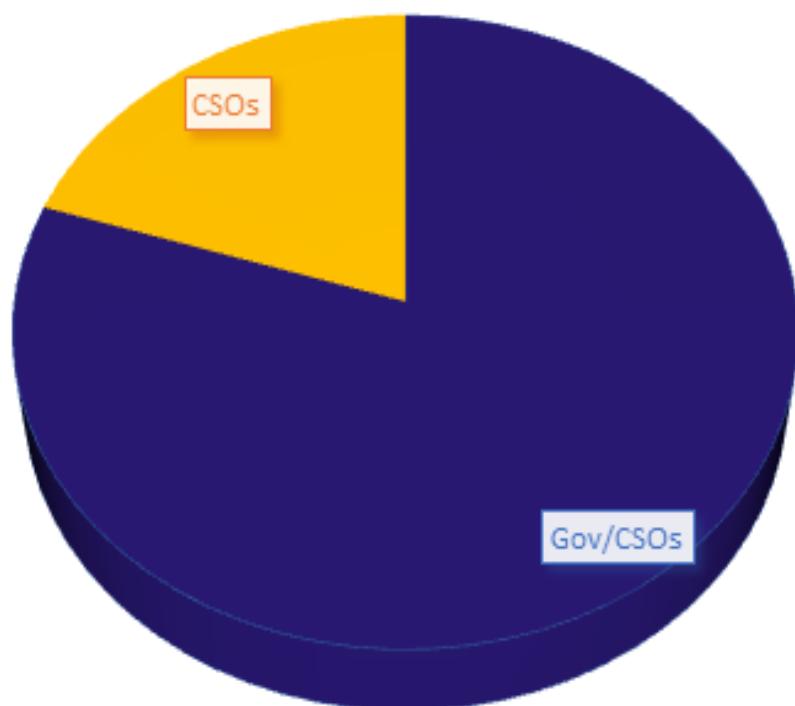
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<sup>7</sup> See Annex 3

From the findings, it was observed that most of the organisations particularly the CSOs and shelter service providers have a *fair theoretical* knowledge of social inclusion and what it meant to mainstream gender in their programme planning, design, and operations. **Gender mainstreaming** is the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination.<sup>8</sup> In the day-to-day operations of the organisations, the finding shows that gender mainstreaming forms an integral part of the operations as service providers. Most government agencies particularly the Ministry of Social Development and Gender have dedicated gender units while some have focal persons that deals with issues and reports of GBV and trafficking in persons. There is also a special adviser on Gender within the government cabinet. It was also observed that there is a basic understanding of the concepts of trafficking and forced migration and their root causes and effects. However, ten (10) out of fifteen (15) responses are of the opinion that trafficked victims are mostly females between the ages of thirteen – twenty-five (13-25) while male victims are often initially returned as a result of forced migration who end up becoming victims of trafficking.

**On technical expertise** with regards to gender statistics on training and capacity enhancement of staff, 80% reported they have had one form of training on forced migration and trafficking in person with equal gender representation by different international agencies like the IOM and ILO, while others who are mostly CSOs have had some specific training but there is need for specific, tailor-made training with regards to their different mandates on trafficking and forced migration.

## BASIC TRAINING ON TIP



<sup>8</sup> <https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>

***On the issue of the most prevalent form of trafficking and forced migration of women and girls,*** sexual exploitation and child labour was observed to be the most prevalent amongst trafficking and forced migration of victims, just as gender-based violence is more prevalent in the Domestic spheres.

***Gender specific services*** cuts across medicals (such as forensic medical examination, laboratory examination for sexually transmitted diseases etc). Shelter is mostly provided for victims at risk or threat from traffickers while trauma counselling, vocational skills and business start-up, capacity building, financial support, rehabilitation/reintegration, and referrals to relevant agencies are also provided to victims when applicable. Some organisations like Idia Renaissance and COSUDOW provides support services mostly to the girl child because of their vulnerability.

***Protection of identity of victims*** from threats of drivers of trafficking. It was discovered that government agencies like the Edo State Task Force, NHRC and NAPTIP keep victims, male and particularly females and children in shelters until they are stable and out of threat. Some report threats of victims from traffickers to security agencies like the Police and the State Security Agency (SSA) while others have monitoring teams who carry out family assessment and environmental checks to ascertain the enabling predisposal factors of trafficking before providing alternative safe spaces. NHRC specifically emphasized on protecting the identity of the victims by not using their real names and when accessing justice for survivors, they do not to use the open court in all cases to avoid stigmatization and discrimination. It was discovered that CSOs endeavour to protect the identity of the victim by not sharing their information. The information may only be shared with the consent of the victims or by an order of court. This therefore shows that confidentiality of victim's information is paramount and sacred in the course of their work. Most referrals are made to the relevant government agencies like NAPTIP, Edo Task Force and Ministry of Social Development and Gender Issues with due consideration in ensuring non- disclosure of victim's location when necessary. This helps to curb stigmatization and threats from traffickers.

- ***On issues of challenges with gender intervention*** on forced migration and trafficking of women and girls particularly returnees, the findings from the audit exercise indicated that girls and women suffer most of the negative impact of rigid gender norms and roles. They are more likely to experience inadequate human, technical and financial investments, weak coordination and monitoring mechanisms, insufficient data, and research. Conventional skills acquisition is becoming saturated and there is need for diversification that encourages digital skills.

On ***monitoring and evaluation*** (M&E), the report could not ascertain established records and data statistics which could aid monitoring and evaluation as well as standard referral mechanism within the State. Each organisation or facility alluded to the fact that they have internal records and referral processes such as documentation and disaggregated data statistic for victims of trafficking who access their support, contacts of CSOs, Safe homes and government agencies which they refer cases or seek support on services they do not provide. The most referred organisations from the findings includes NAPTIP, Edo Task Force and Ministry of Social Development and Gender Issues, NACTAL, COSUDOW, and IDRC. However, most of the organisations are ***not conversant with the Guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria.***

### 3. Safe Homes / Shelters – Operational and Referral Mechanism

The most important steps taken by victims of forced migration and trafficking of women and girls attempting to escape from traffickers is to seek refuge in a safe home or shelter. However, due to stigmatization, discrimination, and continuous threat from the trafficker even while in safe homes, most victims prefer to stay behind or return to their abusers after an initial escape. This part of the gender audit endeavoured to analyse respondents' insight with regards to services provision for victims particularly females at Safe homes and shelters. It also focused on the level of gender sensitivity in the processes of which service providers treat male or female clients in service delivery facilities. The section also made attempt to find out the number of safe homes/shelters available for victims of forced migration and trafficking in Edo State.

Currently, there are two (2) key government **safe homes or shelters** which are operated by the Edo State Task Force Against Human Trafficking and NAPTIP, and four (4) CSOs shelters managed by the Committed Support for the Dignity of Women (COSUDOW), Society for empowerment of young People (SEYP) and Pathfinder Justice initiative (PJI) as at the time of the assessment. While there are established organisation that provides different forms of skills acquisitions and do referrals for victims of forced migration and trafficking of women and girls, the ministry of social Development and gender issues also have key (2) key skills acquisition centres.

Government Agencies	CSO	Skill Aqucition Centres
<ul style="list-style-type: none"> <li>•ETAHT</li> <li>•NAPTIP</li> </ul>	<ul style="list-style-type: none"> <li>•COSUDOW</li> <li>•SEYP</li> <li>•Pathfinders and Justice Initiative (PJI)</li> </ul>	<ul style="list-style-type: none"> <li>•Ministry of Social Development and Gender Issues</li> <li>•Idia Renaissance</li> <li>•Geniue Hub</li> <li>•Pathfinders and Justice Initiative (PJI)</li> <li>•GPI</li> </ul>

The **caregivers** and personnel at the various organisation are between 10 and 25 which include the shelter managers, counsellors, cleaners, drivers, security personnel and account officers. The findings show that the personnel have had one form of basic training on trafficking and forced migration such as effect of trafficking in Person. None, however, could ascertain if they have had any specific training with regards to their mandates as the few trainings are basically on trafficking and migration in Nigeria and the processes.

As at the time of the research, NAPTIP had three (3) female survivors and no (0) male, COSUDOW had fourteen (14) women and girls and no (0) male while the Task Force had Twenty (20) young female who just returned from Libya and no (0) male. They have been trafficked for a period of two weeks – ten years (2 weeks to 10 years) depending on the nature of the case. Access to these victims were restricted due to the COVID-19 pandemic.

NAPTIP

COSUDOW

ETAHT

- Female - 3
- Male - 0

- Female - 14
- Male - 0

- Female - 20
- Male - 0

The findings also observed that safe homes and shelters are well structured with adequate bed spaces and the length of stay is between two weeks – six months (2 weeks to 6 months). Each safe home has different procedures and processes in handling cases of forced migration and human trafficking. Services such as identification of victims, registration, provision of basic needs and health care, counselling, empowerment, follow up/monitoring and evaluation and referrals are provided in an ad-hoc manner as there are no uniform procedure that cuts across all organisation and agencies. There is a general mandate with regards to obtaining informed consent from victims and assuring confidentiality of information of the victim. However, it was not possible to establish the effectiveness of these procedures.

Depending on the ***needs of a victim***, services like counselling, skills acquisition, medical examination, empowerment, legal and referrals are provided to both male and female victims at the safe homes and shelters. With regards to ***accessibility of all classes of victims***, it was discovered that government shelters are open to all victims (Male and Female) while the private or CSO-driven safe homes are limited to specific victims such as single women depending on their mandate and the vulnerability of the class of victims while some do not have adequate space for separate victims.

***Women, underage girls, and boys*** are treated separately in the shelter procedure and services that are provided. Pregnant survivors are given priority and support for reintegration. For underage girls, were necessary, organisations ensure enrolment for formal education in regular schools or skills acquisition depending on the need. However, attention is always given based on victims' specific needs and the report established that most of the safe homes provides basic vocational skills such as hair dressing, soap making, fashion designing etc. as basic services provided to victims.

***Persons with disability*** are referred to special schools while persons living with mental disability are cared for in specialised facilities equipped to deal with their specific needs. For victims that required some form of medical support, there are special arrangement between the safe homes/ shelters with different public and private hospitals across the State.

Different ***challenges*** were also identified in the management and procedures of safe homes and shelters. Most shelters and homes do not have adequate skills and expertise in managing unstable behaviours of survivors of trafficking and unsafe migration, such as slow response to counselling requests from victims, devastating psychological effects, post-traumatic stress disorder, depression, memory loss, anxiety, fear, guilt, shame, and other severe forms of mental trauma and family tracing. However, poor funding stands as a huge challenge in militating between the support to victims as well as their empowerment.

**The following are the identified list of safe homes/shelters where cases are usually referred to in Edo State.**

S/N	SAFE HOME/ SHELTER	BACKGROUND
	<b>The National Agency for the Prohibition of Trafficking in Persons (NAPTIP)</b>	NAPTIP is a law enforcement agency of the Federal Government of Nigeria founded in 2003. The Benin Zonal Command was established in 2004 with the mandate of combating the menace of trafficking in persons, child labour/abuse, organ harvesting, etc. In Edo and Delta States. They provide the following services such as Investigation and prosecution, counselling and psychosocial support, and rehabilitation, economic empowerment, family mediation, family tracing, legal support, medical support, shelter, referrals, awareness raising and sensitization, development of policies.
	<b>Edo State Taskforce Against Human Trafficking (ETAHT)</b>	The taskforce was set up by the Edo State Government to stem the trend of human trafficking and irregular migration in the state and eliminate the associated stigma. Their mission is to eradicate the menace of Human Trafficking and Modern-Day Slavery and the Re-integration of returnees into society. They provide the following services such as rehabilitation of victims of trafficking, livelihood support and skills acquisition, counselling and psychosocial support, medical support, returnee packs, referrals, community outreach and sensitisation, family tracing, prosecution of traffickers, returnee stipends and data capture.
	<b>Committee for the Support of the Dignity of Woman (COSUDOW)</b>	COSUDOW is a Non-governmental organization in Benin City, Edo-State, Nigeria which strives to uplift the lives of young girls and women irrespective of tribe, race, and religious affiliation. The name COSUSOW officially came to limelight in 1999 and they provide the following services such as shelter, awareness creation and sensitisation, family tracing, reintegration, and rehabilitation of victims of trafficking, counselling and livelihood support and skills acquisition.
	<b>Society for Empowerment of Young People (SEYP)</b>	SEYP is a Non-governmental organization in Benin City, Edo-State, Nigeria that is committed to freeing women and young persons from ignorance and underdevelopment, providing hope to the hopeless and succour to the downtrodden. SEYP is a beacon of light to children and women, through positive consistent and focused programme and empowerment schemes with a view to extracting from them their contribution to societal growth and development to make the world a better place. They provide Shelter, counselling and psychosocial support, referral, awareness, and sensitisation to victims of forced migration and trafficking.
	<b>Pathfinders and Justice Initiative (PJI)</b>	PJI is an international social justice initiative in Benin City, Edo-State, Nigeria. They seek justice and provide rehabilitation for female survivors of sex trafficking and sexual violence and liberate enslaved women and girls through the direct eradication of root causes and they provide the following service such as counselling and psychosocial support, referrals, awareness and sensitisation. Our core project prevents sex-trafficking, liberates trapped women and girls and provides a new path forward for at-risk women and girls. We provide alternative paths to livelihood, education, awareness of the dangers and risks of sex-trafficking as well as the core resources needed to reduce the exposure to risk.

SKILLS ACQUISITION CENTRES	
<b>Ministry of Social Development and Gender Issues</b>	<p>Ministry of Social Development and Gender Issues is a government agency and part of its mandate is to promote the development of women and children in Edo State. Its functions include advocacy and sensitization on trafficking and irregular migration and their mandates cuts across reception of trafficked victims and victims of irregular migration, rehabilitation, reintegration and provision of psycho-social support to victims of trafficking and irregular migration and other Gender Based Violence victims. The ministry also has the mandate to provide livelihood and skills acquisition for vulnerable people, individuals, families, and communities. They also do active follow-up.</p> <p>One of the key mandates of the Ministry is to grant approvals for the establishment of shelters and safe homes, monitoring and supervision of such shelters and safe homes in the Edo State.</p>
<b>Pathfinders and Justice Initiative (PJI)</b>	<p>An international social justice initiative in Benin City, Edo-State, Nigeria. They seek justice and provides rehabilitation for female survivors of sex trafficking and sexual violence and liberate enslaved women and girls through the direct eradication of root causes and they provide the following service such as counselling and psychosocial support, referrals, awareness and sensitisation.</p>
<b>IDIA RENAISSANCE</b>	<p>IDIA RENAISSANCE is a Non-governmental, non-political, non-religious and non-profit organization working through Research, Education and Enlightenment towards the restoration of the dignity of women, youths, and children in Nigeria. They provide the following services such as livelihood support and economic empowerment, family tracing, referrals, and community outreach</p>
<b>Genius Hub Global Initiative</b>	<p>Genius Hub Global is a Non-Governmental Organization based in Edo State, Nigeria with a fast-growing community that houses achievers through a success-driven program organized to continually improve lives. Their approach to reducing social vices, such as human trafficking and irregular migration, awareness on livelihood opportunities, skills acquisition, entrepreneurship development and access to market, women and girls empowerment, re-integration of returned irregular migrants, providing psychosocial support to victims of human trafficking and irregular migration, and business support through facilitating loans and grants</p>
<b>Society for Empowerment of Young People (SEYP)</b>	<p>SEYP is a Non-governmental organization in Benin City, Edo-State, Nigeria that is committed to freeing women and young persons from ignorance and underdevelopment, providing hope to the hopeless and succour to the downtrodden. SEYP is a beacon of light to children and women, through positive consistent and focused programme and empowerment schemes with a view to extracting from them their contribution to societal growth and development to make the world a better place. They provide Shelter, counselling and psychosocial support, referral, awareness, and sensitisation to victims of forced migration and trafficking.</p>
<b>Fullness of Life Counselling and Development Initiative (FULIFE).</b>	<p>FULIFE is a Non-Governmental Organization based in Edo State, Nigeria that work with victims of human trafficking providing them with counselling and psychosocial support, rehabilitation, family tracing, reintegration and monitoring and evaluation of those who have been empowered. They collaborate with Agencies and organizations for sheltering of victims.</p>

## Services provided by Safe Homes/ Shelters

	Services provided by the shelter	For male	For Female	For Both Male and Female	Not provided at all
The National Agency for the Prohibition of Trafficking in Persons (NAPTIP)	Accommodation				
	Food				
	Clothing				
	Counselling				
	Psycho-social support				
	Skill acquisition				Red
	Empowerment support				Red
	Shared bathroom/toilet for all				
	Separate bathroom/toilet for male and female				
	Provision of sanitary pads				
Edo State Taskforce Against Human Trafficking (ETAHT)	Provision of stipends/allowance to victims				Red
	Accommodation				
	Food				
	Clothing				
	Counselling				
	Psycho-social support				
	Skill acquisition				Red
	Empowerment support				
	Shared bathroom/toilet for all				
	Separate bathroom/toilet for male and female				
	Provision of sanitary pads				
	Provision of stipends/allowance to victims				

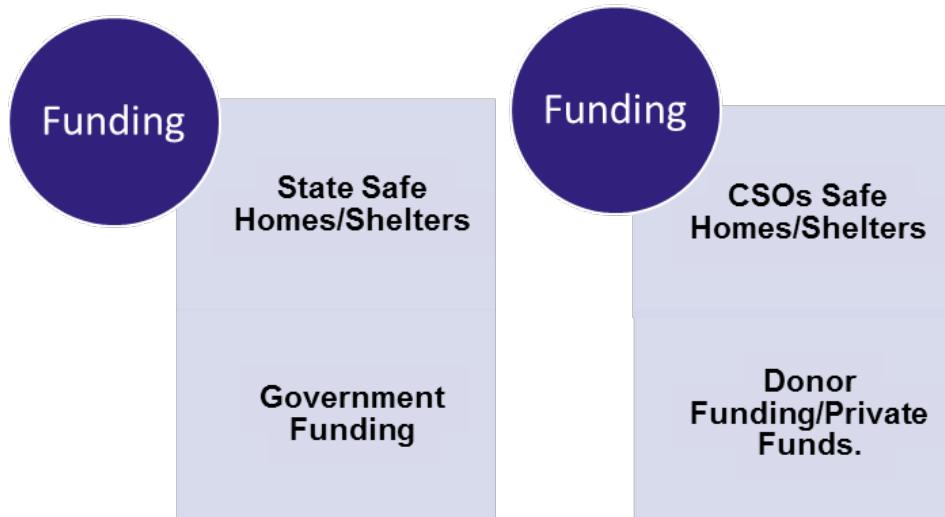
<b>Committee for the Support of the Dignity of Woman (COSUDOW)</b>	<b>Services provided by the shelter</b>	<b>For male</b>	<b>For Female</b>	<b>For Both Male and Female</b>	<b>Not provided at all</b>
	Accommodation				
	Food				
	Clothing				
	Counselling				
	Psycho-social support				
	Skill acquisition				Red
	Empowerment support				
	Shared bathroom/toilet for all				
	Separate bathroom/toilet for male and female				
<b>Society for Empowerment of Young People (SEYP)</b>	<b>Services provided by the shelter</b>	<b>For male</b>	<b>For Female</b>	<b>For Both Male and Female</b>	<b>Not provided at all</b>
	Accommodation	Green			
	Food	Green			
	Clothing	Green			
	Counselling	Green			
	Psycho-social support	Green			
	Skill acquisition	Green			
	Empowerment support	Green			
	Shared bathroom/toilet for all	Green			
	Separate bathroom/toilet for male and female	Green			

Pathfinders and Justice Initiative (PJI)	Services provided by the shelter	For male	For Female	For Both Male and Female	Not provided at all
	Accommodation				
	Food				
	Clothing				
	Counselling				
	Psycho-social support				
	Skill acquisition				
	Empowerment support				
	Shared bathroom/toilet for all				
	Separate bathroom/toilet for male and female				
	Provision of sanitary pads				
	Provision of stipends/allowance to victims				

#### 4. Financial Resources - Funding

Funding is an important resource when it comes to an effective intervention on providing support services to victims/survivors of forced migration and trafficking. It was therefore crucial to understand the processes and amount of resources budgeted for gender specific services and the existence of dedicated budget for victim support.

From the findings, state/ government owned safe homes/shelters are funded by the government while CSOs managed shelters are solely funded by private funds which are mostly from donor agencies such as the UN and EU. The government agencies such as Edo State Taskforce and NAPTIP are aware of the Victims' support funds as provided by the revised 2015 trafficking in persons (prohibition), Enforcement and Administration Act. However, they do not have access to the funds. For the private safe homes/shelters, partners who refer victims/survivors are occasionally requested to make some form of payment for service provision.



## 5. Laws and or Policies

With regards to laws and policies on forced migration and trafficking of women and girls in Edo State, and efficacy of the expertise and competence of the various organisation in the delivery of their services, the findings observed that service providers make recourse to some of the laws were necessary particularly on the rights of victims and access to justice. Most safe homes claimed they have some gender policies e.g. child protection policy, domestic violence policy, victim's protection policy and media protection policy.

Service providers indicated that they are aware of some of the laws and policies such as the Trafficking in Persons (Prohibition) Enforcement and Administration Act, The National Labour Migration Policy 2014 and 2015 and the Violence Against Persons (Prohibition) Act, (VAPP) 2015, while few such as NAPTIP, Ministry of Social Development and Gender Issues have heard about National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria. 2014. It was observed that most organisations lack adequate knowledge of the applicability of these laws and policies with regards to their specific mandate as service providers for victims/survivals of forced migration and trafficking in women and girls.

On ***the issue of effectiveness and implementation of the available laws and policies for*** victims/ survivals of forced migration and trafficking, all service providers agree the laws are adequate but there is need for effective implementation of the laws on trafficking and forced migration.

Some of ***the challenges of the laws and policies*** identified by service providers includes the section on seizure of asses from traffickers under the Trafficking in Persons Act. They indicated that this should be amended to read all assets of the trafficker; the jail term should be life imprisonment and not 14 years; permits from victims before prosecution of traffickers should be amended and trafficking should be taken as an offence against the state and one should not require consent from victims; lack of public awareness of the laws; lack of access to justice and implementation of the laws and policies.

## 6. Referral Mechanism – Referral Pathways and Data Collation

Effective referral systems are essential for collaboration and coordination if victims of trafficking and forced migration are going to access the services they need. Referral and linkage systems are key

components of improved service demand and accessibility. Such system which includes structure, monitoring systems and referral tools requires collaboration between all partners and key service delivery partners. They must agree on the management structure and procedures, timeline, key responsibilities, monitoring system and referral tools for the protection of the rights of victims. It was also essential to confirm if there was in existence a framework for the coordination of safe homes/shelters referrals, particularly between public and private service providers in providing the needed care and support for victims.

In analysing the different referral mechanism between agencies who refer survivors of trafficking and forced migration particularly on services not provided for, it was observed that ***procedure for reception of victims (both male and female) into safe homes /shelter*** varies from one agency to the other. Some requires the signing of MOU or ToRs to properly analyze the support that is needed before admission into the safe home/shelter. Like COSUDO, the period to finalise an MOU ranges from two – four months (2-4 Months) particularly with IOM while others have some basic Terms of Reference which runs within days to finalise.

It was also observed from the findings that safe homes and shelters mostly refer victims to the Ministry of Social Development and Gender Issues, Edo State Task Force and NAPTIP which are government agencies while COSUDOW, PATHFINDERS Justice Initiatives, NACTAL, IDRC, GPI, RARDUJA, Genius Hub are CSOs where survivors are also referred. For survivors that need medical care, such referrals go to government hospitals and most times, ST. Philomena hospital which is a private hospital. Survivors living with mental health issues are referred to the Benin psychiatric hospital while persons living with disability are referred to the schools for special needs. All agencies are effective in their response to support services for survivors, but their support is limited to the availability of funds.

### Most Referred Government Agency

- MINISTRY OF SOCIAL DEVELOPMENT AND GENDER ISSUES
- EDO STATE TASK FORCE
- NAPTIP

### Most Referred CSOs

- IDRC,
- COSUDOW
- PATHFINDER INITIATIVES
- NACTAL,
- GPI,
- RARDUJA
- GENIUS HUB

However, most safe homes and shelters work closely with the Ministry of Social Development and Gender Issues and NAPTIP who are the primary agencies in charge of human trafficking and forced migration in the state. They all have cordial working relationship by referring of services they do not provide and ensuring follow up of such referrals. But one glaring challenge is the duplication of roles and conflicting internal processes amongst agencies and organisation such as provision of psychosocial support, counselling, access to justice and skills acquisition. There is no structured procedure or referral mechanism/SOP and the need to strengthen the framework for coordination of safe homes and shelters with the Ministry of Social Development and Gender Issues and the Taskforce.

With regards to *a central disaggregated data collation system of* survivors in the Edo State, the report findings show that the State does not have a central collation system. However, each agency like NAPTIP, ETAHT, Ministry of Social Development and Gender Issues has internal data collating system, and this has led to duplication of data statistics in the State particularly when survivors are referred to other agencies and safe homes/shelter. The findings also ascertained that CSOs, are not aware of any central disaggregated data collating system as they do not feed into any data owned by the State. They however have within their organisations and shelters, internal information, and data for survivors of trafficking and forced migration. Some of the responses alluded to the fact that there is a coordinating system within the Edo State Taskforce of which other CSOs are members. This coordination system was set up by IOM known as the State Management Expertise Team (SMET) which serves as a platform for capacity building and technical expertise for stakeholders in the State. According to one of the responses, “*IOM, NAPTIP, ETAHT and some CSOs record the same data from the same source. The data entry in the state is from one source recorded by different Agencies and organizations*”. However, there is a need to further strengthen the mandate of each government agencies who are members of the task force within the State with an oversight Ministry like the Ministry of Social Development and Gender Issues whose mandate cuts across safe homes / shelters and trafficking and forced migration.

## **7. Survivors in Shelters**

A victim of human trafficking is a person that is subjected to force, fraud, or coercion for the purpose of commercial sex, debt bondage, or involuntary labour. Victims of human trafficking can be young children, teenagers, men, and women that moves from one location to another under the influence of another person and ends up being exploited. Such victims when rescued usually need necessary support to help rehabilitate and reintegrate back into the society and it is the role of safe homes and shelters to ensure effective and efficient processes of rehabilitation and reintegration of victims.

A survivor that was willing to share her story was interviewed at the COSUDOW’s shelter. She was a 16-year-old who ran away from home in Ebonyi State where her parents were residing. She stated that her parents were maltreating her, although she was learning some vocational skills like hair dressing. She later ran away from home and started staying with a friend. While at her friend’s

place, a lady approached her and convinced her to travel to Europe. The trip led her to Mali instead where the UN found her and other trafficked persons. The UN eventually referred them to IOM who brought her to the shelter. IOM and the shelter are making plans to reunite her with her family, but she is unwilling to reunite with her parents because of fear of continuous maltreatment. Instead, she only wants to go home and take her junior sister away from her parents.

When she was asked further about the services provided at the shelter, she confirmed that the services were good and that they take good care of the residents.

## **PART B: REPORT OF THE GENDER AUDIT EXERCISE FROM SECURITY INSTITUTIONS WITH MANDATES ON HUMAN TRAFFICKING AND FORCED MIGRATION**

### **1. Socio-Demographics of Key Informants**

The gender audit tool for security institutions was meant to be completed by the relevant security agencies such as the Nigerian Police Force and the Immigration service of Edo State. However, due to the COVID-19 pandemic, the assessment team could only reach out to the Gender unit of the Nigerian Police Force and the focal person for forced migration and trafficking in persons of Immigration Service in Edo State.

#### **SECURITY AGENCIES**

**1**

**Nigerian Police Force - Gender Unit**

**2**

**Nigerian Immigration Service- Focal Person on TIP**

### **2. Programming - Social Inclusion and Technical Expertise**

The understanding of the concept of social inclusion within the Nigerian Police and immigration services in Edo State as it refers to forced migration and trafficking of women and girls, the findings observed that there is a general understanding of key concepts of gender equality, the processes that promote equal opportunities and resources for survivors who seek protection services particularly disadvantaged victims from security agencies.

This section also made attempts to identify the knowledge gap in relation to the understanding of gender terminologies and gender inclusivity in the operations of the security institutions.

The findings demonstrated that there is a theoretical knowledge of social inclusion and Gender mainstreaming just like government agencies and CSOs. They understand the concept of trafficking and forced migration and its root causes. According to the gender unit of the Police force, “*gender equality refers to inferiority between the genders and that women are always victims because they are not equal to men. This showed the deep patriarchal beliefs that contribute as root causes for trafficking and forced migration in Edo State but also the gender bias female survivors of trafficking endure in their engagement with security agents*”. Both units are headed by Female officers. The assessment

findings show the gender unit and focal person have had some form of training from international organisations such as IOM and UNDP but not necessarily on specific trainings in line with their mandate on Trafficking in Persons.

On service delivery for support of victims/survivors, victims are first referred for medical examination after which interrogation and investigation processes are conducted. Most times, psychosocial support is given to the victims/survivors especially those who are suicidal. Reintegration with family members and tracing with periodic follow up are also part of their procedures whenever the need arises.

The gender unit of the Nigerian Police in Edo State handling the cases of human trafficking and forced migration have disaggregated data and statistics as well as Immigration Service. They are also gender sensitive by giving priority to survivors who are more vulnerable particularly women and girls. With regards to protection of the identity of the victims, they first contact caregivers and carryout investigation to ensure the environment is free from threats. In some cases, where the environment is unsafe, they refer victims to a safer home/shelter.

### **3. Financial Resources - Funding**

Funding remains an important resource in the effective provision of support services to victims of trafficking and forced migration. Under this section, the audit was able to observe the level of resources budgeted for gender equity and existence of dedicated budget for support to victim.

The response from the unit and focal person showed that all funds are from the government and most times they refer victims to government safe homes/shelters which are also funded by the government. However, there are challenges in accessing the said funds as personal funds are mostly used during investigation and reintegration of victims.

### **4. Laws and or Policies**

On laws and policies on forced migration and trafficking of women and girls in Edo State, the findings from the audit made attempts to ascertain the knowledge gaps amongst service providers. The Police gender unit stated that they have the relevant laws which is mostly referred to during the prosecution of child labour and other cases of forced migration and trafficking in persons while the Immigration Service is conversant with both Federal and State policies and laws but there is need to review some of the laws that do not provide for trafficking outside the country and Labour protection of victims within and outside the country. Some of the laws which both agencies are familiar with includes Trafficking in Persons (Prohibition) Enforcement and Administration Act, The National Labour Migration Policy 2014 and 2015 and the Violence Against Persons (Prohibition) Act, (VAPP) 2015. Both respondents agreed they have heard about National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, 2014 but lack in-depth understanding of the applicability of most of the laws. However, the laws are sufficient but lacks implementation.

### **5. Referral Mechanism – Referral Pathways and Data Collation**

Effective referral systems are essential for high-quality and effective linkages between all agencies providing support services to victims of forced migration and trafficking of women and girls. Referral and linkage systems are key components of improved service demand and accessibility. Such system which includes structure, monitoring systems and referral tools requires collaboration between

all partners and key service delivery partner. Security agencies must agree on the management structure and procedures, timelines, key responsibilities, monitoring system and referral tools for the protection of the rights of victims. Security agencies make referrals to safe homes/shelters however, it was not clear how they coordinated the various referrals pathways at every stage to secure needed care and support for accessing justice for victims.

In analysing the findings from the agencies, victims of forced migration and trafficking are referred to the Ministry of Women Affairs and Gender Issues, Edo State Task Force and NAPTIP which are government agencies and such referral are based on the needs of the victims. They also have good collaboration and coordination working relationship with all relevant agencies however, challenges with NAPTIP on feedback with regards to victims referred was identified. On the issue of data collation, they are not aware of any central data system and currently do not feed information into any system apart from their own internal data processes.

## **COORDINATION/LINKAGES OF ALL FRONTLINE PROVIDERS**

The coordination/linkages of all frontline providers in Edo State shows there is a cordial working relationship between government agencies, CSOs and security agencies which needs further strengthening as SOPs and framework between agencies and CSOs could not be ascertained. Referrals are made where the needed services within the organisation or agencies are not available. Each agency and organisations have some level of understanding of their role and how to seek the necessary referrals within the limited support provided in the state. They all understand the root causes of forced migration and trafficking in women and girls and the necessary support needed by survivors. However, there is need for holistic coordination and mechanism to further enhance the quality of services provided at state level particularly between the Ministry of Social Development and Gender Issues, Ministry of Youth and ETATH who are the major agencies when it comes to trafficking and forced migration.

## **SUMMARY OF KEY FINDINGS FROM THE GENDER AUDIT**

- ◆ Frontline service providers particularly government agencies have a theoretical knowledge of gender and social inclusion and gender mainstreaming in their programming and operations and fair knowledge of the processes of trafficking and forced migration.
- ◆ The State has a Gender Adviser while some of the agencies like Ministry of Social Development and Gender Issues, Ministry of Youth and ETATH have dedicated Focal persons/units who are first point of contact on issues of GBV and trafficking in persons. However, there is need to enhance the gender technical expertise with regards to knowledge and skills on their different mandates and to enhance synergy within the various agencies.
- ◆ From the findings, there is duplication of data statistics in the State particularly when survivors are referred to other agencies and safe homes/shelter. All organisations and agencies have data statistics of survivors of trafficking and unsafe migration but do not feed into a central disaggregated data system in the State. However, there is a data system process within ETATH with support from IOM which needs to be strengthened to further feed into a central data system in the State. The State data can be domiciled within the relevant ministries like Ministry of Social Development and Gender issues that covers wider issues

including GBV and Trafficking in Persons, Ministry of Youth or the Ministry of Budget and Planning.

- ◆ There is limited-service provision for men and boys particularly safe homes/shelter which put them at a disadvantage.
- ◆ Gender impact of service providers could not be ascertained. The organisations and agencies do not have adequate mechanisms in place for Monitoring and Evaluation (M&E) on specific cases, support services and referral mechanism.
- ◆ There are no uniform referral mechanisms, SOPs, or guidelines within the State and responses from services providers shows most organisations are not conversant with the Guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria. However, there is uniform SOS developed by NAPTIP that needs to be enhanced.
- ◆ There are no known uniform procedure or State operational guidelines/ SOP for handling cases of trafficking in persons in the state as there is poor synergy amongst the various target agencies particularly Ministries of Social Development and Gender Issues, Youth and Sports Development and Ministry of Justice
- ◆ Sexual exploitation and child labour are the most prevalent form of trafficking than GBV in the homes. Limited knowledge and implementation of the revised 2015 Trafficking in Persons (Prohibition), Enforcement and Administration Act
- ◆ Lack of public awareness of the laws, access to justice and implementation of the laws and policies particularly National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, Trafficking in Persons (Prohibition) Enforcement and Administration Act, The National Labour Migration Policy 2014 and 2015 and the Violence Against Persons (Prohibition) Act, (VAPP) 2015.
- ◆ All agencies have cordial working relationship, but some do experience duplication of roles and conflicting internal processes such as counselling and medical support as well as skills acquisition.

## RECOMMENDATIONS

### SHORT TERM

1. Facilitate specialised training on the general concept of gender, social inclusion, and gender mainstreaming for frontline services providers in Edo State particularly Ministries of Social Development, Youth and Sport, Justice, and the Task force (ETATH)
2. Conduct specific, tailor-made training with regards to the different mandates of all service providers (CSOs, Government Ministries and Security agencies) on human trafficking and forced migration. This will ensure each service providers clearly understands their role to meet the needs of survivors
3. Public sensitization and more awareness raising particularly at the grassroot and amongst religious leaders on laws, polices and different mandates on trafficking and forced migration in Edo State.

### MEDIUM TERM

1. Strengthen the framework for coordination and collaboration of safe homes and shelters and further build the capacity of member of staff within the Ministry of Social Development and Gender Issues.
2. Develop a State SOP and or guidelines on procedures and protocols established to facilitate exchange of information, confidentiality throughout the process and security of data by frontline services providers in the State.
3. Agencies who are members of the Tasks Force (ETATH) should be mandated and encouraged to carry out their functions while monitoring and evaluation (M&E) process within the taskforce should be enhanced. This will further strengthen the core mandate of the task force (ETATH) towards effective service delivery.
4. Enhance the data statistics collation within the task force (ETATH) (which is currently supported by IOM) to further feed into a central disaggregated data system in the State. The State data can be domiciled within the relevant ministries like Ministry of Social Development and Gender issues that covers wider issues including GBV and Trafficking in Persons, or Ministry of Youth and Sport, Ministry of Budget and Planning or Ministry of Justice.
5. Facilitate capacity building for frontline services providers on the applicability of the various laws particularly the National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, Trafficking in Persons (Prohibition) Enforcement and Administration Act, The National Labour Migration Policy 2014 and 2015 and the Violence Against Persons (Prohibition) Act, (VAPP) 2015. This will further aid effective implementation of the laws and policies.

## **LONG TERM**

1. Strengthen regular meetings between Ministries of Justice, Social Development and Gender Issues, as well as Youth and Sports Development, CSOs and Security Agencies in trafficking issues as this meeting will further encourage synergy, coordination and collaboration with different partners and stakeholders in combatting trafficking in the State.
2. Ministry of Justice and Ministry of Gender Development and Social Issues should facilitate the accessibility of the Victims' support funds as provided by the revised 2015 trafficking in persons (prohibition), Enforcement and Administration Act.

## **Conclusion**

The Gender Audit has brought several issues to light. First, it has shown that all service providers provide some form of support services to survivors of human trafficking and forced migration in Edo State. However, the effectiveness of such services lacks some level of professionalism that needs to be enhanced and improved upon. Those who do not have the required skills and technical know-how should not be allowed to provide such service but can complement others who have the mandate and technical skills.

Secondly, it showed that there is a strong disconnect in understanding of roles and responsibilities as well as mandates of various agencies and organisations. Trafficking victims need to be properly rehabilitated and this function from our findings is one of the core mandates of the Ministry of Social Development and Gender Issues who is also a member of the Task Force (ETATH). The Ministry has relevant professionals such as sociologists and psychologists and should be properly utilised for the optimal benefit of victims and the society at large. The mandate of Ministry of Youth and Sport and Ministry of Orientation should be strengthened while CSOs helping to bridge the gap should have clear mandate and SOPs with government agencies.

Finally, the findings have shown that the mandate of the task force is crucial in issues of human trafficking and forced migration and therefore needs to be strengthened and capacity of professional staff be built to further aid efficiency in service delivery.

**SEGMENT 2- FINDINGS FROM LAGOS STATE**  
**REPORT OF GENDER AUDIT OF PROTECTION SERVICES AND**  
**SHELTERS IN LAGOS STATE FOR PREVENTING FORCED MIGRATION**  
**AND TRAFFICKING OF WOMEN AND**  
**GIRLS' IN NIGERIA.**

## Introduction



**N**igeria is one of the countries in Africa with a rise in cases of human trafficking of both women and girls and the rate at which the trafficking is done is indeed very alarming. Nigerian women and girls in search of greener pasture are mostly trafficked to Europe especially Italy and this calls for great concern. In fact, this menace is part of both the gamut of labour exploitation and Violence Against Women (VAW). Those who migrate or are trafficked are exploited and these exploitations come in different forms and packages as sex exploitation and often times, victims are sometimes subjected to serve as domestic or plantation workers.

It is said that yearly, thousands of innocent men, women and children fall into the hands of traffickers who use them as an avenue to make money, hence trafficking is believed to be a form of modern-day slavery. Consequently, trafficking of persons is said to be a serious crime against humanity and a grave violation of human rights<sup>1</sup>. Women have been the biggest victims of this crime and for several reasons as societal perception of rights over a woman's body for sexual gratification, economic deprivations of women and cultural belief of the place of women amongst others. As such, women are being perceived as the "weaker sex" and can be easily subdued with violence hence the target for traffickers.

Human trafficking is the trade of humans for the purpose of forced labour, sexual slavery, or commercial sexual exploitation for traffickers or others. This may also include providing a spouse in the context of forced marriage, or the extraction of organs or tissues of victims, including for surrogacy and ovary removal. This crime is commonly committed through an act of recruiting, transporting, transferring, harbouring or receiving a person through the use of deception, coercion, abduction, or violence. Research has shown that Trafficking in Person and smuggling of migrants (TIP/SOM) are global phenomenon<sup>2</sup>, thus Nigeria is not the only country perpetrating human trafficking or illegal migration; nor the only country suffering from its effects. It is estimated that one to two million people are trafficked around the world every year mostly women and children, but increasingly men and boys as well generally for forced prostitution, agricultural bondage, or other forms of indentured servitude (IOM 2000).

The manifestation of human trafficking became visible to policy makers in the 1990s and this



1 <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html>

2 Legal and Resource Referral Hub Assistance under the IOM/NAPTIP Counter Trafficking Initiative (CTI) hereinafter referred to as CTI Project

led to the adoption of the UN Convention in December 2000 of the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons. This protocol provides an expanded and clear definition of trafficking in persons as 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.

Other international convention also addressed the scourge of trafficking, among these are the UN Convention on the Rights of the Child of 1989 (UN CRC), the ILO Worst Forms of Child Labour Convention of 1999 (No. 182),<sup>3</sup> the ILO Forced Labour Convention of 1930 (No. 29) and the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) of 1979. Additional international frameworks that can be used to supplement the Trafficking Protocol include the General Agreement on Trade in Services (GATS) and the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (also called the UN Migrant Rights Convention). Using ILO Convention 182 as a reference point, Article 3 of the convention clearly indicates the inclusion of trafficking of children in the areas of concern.

With a more precarious situation in Lagos, the commercial nerve center of Nigeria, has become a source for internal and international migration both legal and illegal. With the huge population in Lagos, coupled with the fact that the city serves as the international port for most destinations, its advantaged proximity to most African countries makes the city vulnerable to trafficking in persons and forced migration.

It appears that service providers such as security agencies, health workers and social workers may not be well-equipped with the necessarily knowledge and most often not well coordinated to meet the needs of victims/survivors even though there are various institutional frameworks to tackle the menace of human trafficking in the country. Some of such frameworks in place include the National Policy on Labour Migration 2014, the Violence Against Persons (Prohibition) Act (VAPP) 2015 amongst others, even though it is yet to be ascertained whether protection services on trafficking and migration are devoid of gender sensitivity issues that are required to achieve the prevention of women's irregular migration and trafficking and responsiveness to their needs.

Against this background, the need to undertake a gender audit of protection services and shelters offered by front-line service providers in Lagos, Nigeria became imperative.

## **Need for a Gender Audit**

The purpose of the gender audit is to catalyse changes in public perception and policy that will ultimately support the institutionalisation of gender sensitive policies and programs geared towards increased gender equality which will invariably facilitate the implementation of the conclusions of the audits. This audit was particularly aimed at strengthening the existing laws, policies and protection services by frontline service providers on forced migration and trafficking of women and girls that are devoid of gender sensitivity required to achieve the prevention of women's

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<sup>3</sup> [https://www.ohchr.org/Documents/Issues/Women/WRGS/OnePagers/IntInstrumentsconcerningTraffickingpersons\\_Aug2014.pdf](https://www.ohchr.org/Documents/Issues/Women/WRGS/OnePagers/IntInstrumentsconcerningTraffickingpersons_Aug2014.pdf)

irregular migration and trafficking and responsiveness to their needs. Hence, the need to audit the protection services within existing shelters, safe homes and other front-line services providers.

## **Project Goal**

The goal of this project is to support and strengthen the gender-responsiveness of interventions by the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) to facilitate policy, prevention, protection, prosecution, and partnerships in relation to trafficking & migration matters.

## **Intervention Objective**

- To support improved gender equity and equality in services rendered in protection homes for survivors of trafficking in persons.

## **Project Outcomes linked to Intervention**

- Outcome 1: An enabling gender sensitive policy environment that addresses forced migration and trafficking is in place, whose design and implementation is influenced by women and girl's rights organizations in source migration trafficking sites.

## **Methodology**

This Audit employed purposive sampling method in choosing its respondents that is (the organisations who participated in the study). Organizations working in the protection space in Lagos State relating to human trafficking and are service providers were selected for this study.

The methodology employed for this research were:

- i. A desk review of relevant literature on human trafficking and forced migration.
- ii. Instrument development and validation through two (2) methodology workshops
- iii. Field Research
- iv. Interview guide (questionnaire): Questionnaires were administered to obtain data for the study. For report one, 13 CSOs participated in the survey and for the second report, 6 security agencies participated. The questionnaires for both groups were similar with additional specific questions for law enforcement agencies.
- v. Reporting development
- vi. Validation of Report
- vii. Public Dissemination

## **Limitation and Scope of the Assessment**



This Gender Audit was planned to primarily focus on the key CSOs, Security agencies and government agencies in Lagos State who are service providers for victims of forced migration and trafficking. Consequently, only 7 relevant security and government agencies with 13 CSOs and shelters across Lagos State were able to complete the Gender Audit questionnaire due to restrictions of movement by government agencies, some CSOs and most key partners that were yet to fully resume work due to COVID 19 and lockdown restrictions .

Nevertheless, the assessment team believe that the report of the Gender Audit represents the key

findings from major services providers who are the front-line responders with respect to combating trafficking and forced migration in Lagos State.

Generally, due to the COVID-19 outbreak and government restrictions on movement particularly with government agencies, the planned focus group discussions and most site visits could not hold as most service providers opted for online assessment. This also restricted the assessment team from verifying some of the claims made by respondents and site policies and guidelines discussed.

## **INTERPRETATION OF FINDINGS**

The following interpretation of findings is based on the qualitative data collated on the field during the Gender Audit assessment.

## **REPORT 1: DATA ANALYSIS FROM CSO SERVICE PROVIDERS**

The data collected from participating organizations (CSOs) was analysed in line with the objective of the project and the report was formatted in line with the thematic areas of the project. These areas include demographics, social inclusion, safe homes / shelter, funding, laws and/or policies, referral mechanism.

### **1. Socio-Demographics of Respondents**



Characteristics of the respondents was analysed in the section. 13 organizations participated in the study. All the shelter/organizations are located in Lagos and scattered all over different local government areas and communities in the urban areas while one of the facilities, Web of Hearts Foundation is located in a rural area of the state. Regarding the gender composition of the participating organisations who provide support to survivors, only two organisations National Human Rights Commission (NHRC) and Patriotic Citizens Initiative (PCI) out of 13 organizations have their activities coordinated by men. In terms of ownership of shelter/organization, 7 organisations indicated ownership as NGO, 1 as private and another 1 as both NGO and FBO. Out of the 7 shelters, 6 of them are located here in Lagos while one is located in Abeokuta although their operational/administrative office is here in Lagos. The other 6 organizations did not indicate ownership which therefore means they do not run or own a shelter/safe home.

### **2. Programming - Social Inclusion and Technical Expertise**

Social Inclusion is the process of improving the terms of participation in society, particularly for people who are disadvantaged, through enhancing opportunities, access to resources, voice and respect for rights. It is one thematic area that is paramount to assessing gender audit in organisations that provides protection services to survivors. This construct was assessed by asking the participating organisations some few questions. The questions revolved around the concept of gender equality, trafficking, and forced migration. Eleven (11) questions were asked to collect data in this regard. The concept of social inclusion as it relates to this audit is aimed at improving the ability, equal opportunities, resources and dignity of people disadvantaged especially women and girls on the basis of their identity to take part in the society. This section of the questionnaire helped to access the capacity and capability of the service providers in relation to the protection service rendered under the concept of social inclusion which includes knowledge of gender equality, gender mainstreaming process in programmes, organisational mandate on gender amongst others

as it relates to forced migration and trafficking of women and girls in Lagos State.

The findings showed that most of the organisations particularly the CSOs and shelter protection service providers have good working knowledge of the concept of forced migration and trafficking of women and girls as their various definition comprised of relevant trafficking terminologies such as: coerced, transported, movement, exploited, commercial gain, luring, illegal trading, financial gains, recruitment, transfer, deception, force, or threat, while Forced migration was further defined as displacement or movement of people from their homes or country of residence or country of origin and may be due to conflict or crisis. This shows that they understand their protective role and see those rescued are victims and not criminals. In a nutshell, Table 2 summaries the definitions provided by the respondents.

Majority of the respondents showed very good working knowledge in their definition of gender equality as the emphasis on the term resources and opportunities resonated in all the various definitions given which showed they understood the underlining issue in equality with the repeated use of the term equal access in all spheres regardless of how the dynamics affect women and girls in particular.

In the area of training on forced migration and trafficking, majority of the respondents have acquired trainings on trafficking and force migration from IOM, UNODC, NAPTIP. However, we can infer that out of the 13 organizations that participated in this study, only 4 organizations (BAKHITA, WOCON, Web of Hearts & NHRC) reported to have received specific gender trainings on trafficking and forced migration. The implication of this is that though there are several trainings on trafficking and forced migration, majority of these trainings are not focused on gender. Although other organizations may be involved one way or the other in providing support for victims / survivors of trafficking, their organizational core mandate may not focus on human trafficking and forced migration per se. On the issue of the most prevalent form of trafficking and forced migration, it was unanimously agreed that sexual exploitation is the most prevalent form while other forms such as forced labour, domestic servitude and child labour is also prevalent. The respondents narrated several cases of trafficking and forced migration they have handled in the past, which showed that there are different forms of trafficking ongoing both internally and externally across all age range particularly targeting women and girls, most recent of which is the case of internal trafficking being handled by Cece Yara Foundation.

An 18-year old -girl alleged that her guardian in the process of helping her get a job and a shelter while she was pregnant last year September 2019 (she was 17 years- old at that time) took her to Imo state for the job. The girl stated that while she was in Imo state, she delivered her child. Immediately she delivered the baby she was injected and lost consciousness, when she woke up, she didn't see her child she asked her guardian who told her the baby died and threatened her that if she told anyone they would kill her. While in the house she was severally defiled by a man who after a week gave her twenty thousand and asked her to return to Lagos. When she returned to Lagos, she noticed her guardian spending money lavishly, but she couldn't ask her how she came about the money. In order to chase her away, they accused her of stealing thirty thousand naira and threw her out of the house, but she insisted that she won't leave without her child. Her guardian and brother beat her mercilessly. Case was documented immediately at the police station on the 22nd of July 2020. The woman was arrested, investigation revealed that the 10 months old child was sold

to a family in Imo state for two million naira. With the Foundation providing logistic support the child was retrieved and subsequently brought back to Lagos. The Police are currently in the process of ensuring the matter is charged to court. The girl is presently in our shelter, a risk assessment is being conducted to ensure that the girl is adequately equipped to take care of her son (Cece Yara).

Almost all the participating organizations except Project Alert, Web of Hearts Foundation and WARDC reported that they do not have disaggregated data in the form of age range, sex, ethnicity and economic status. Most of the respondent organisations could not interpret how gender is perceived by their organisations only 4 respondent organisations WOCON, WARDC, WRAHP and Web of Hearts Foundation could situate how gender equality is perceived in their organisation.

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*“Economic empowerment, enrolment of out of school girls (and children) to school, linking women and girls to income-generation ventures and trade (such as hairdressing, bead-making, make-over, etc.) that will help them become more financially independent, furnishing them with Life skills application to help them face life again, equipping women and girls with skills for decision-making skills that will help them participate in politics now and in the future”.*

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From the data collected, all the respondent organisations demonstrated that they are gender focused organisations that promote and protect the rights of women and girls and their programmes and objectives aim to end all forms of violence against women, including trafficking and forced migration. WOCON has a child protection policy, while Cece Yara, WARDC, WRAHP have both the gender and child protection policies that make it mandatory to mainstream gender in their projects, services and interventions for victims. The other organisations did not indicate same. However, one of the respondent organisations, PCI focuses on male victims of trafficking and forced migration. Of all the respondent organisations, only WOCON mentioned specific gender support, others mentioned general supports such as counselling, rehabilitation, reintegration, medical, legal, shelter and skill acquisition while WOCON offers “Economic empowerment, enrolment of out of school girls (and children) to school, linking women and girls to income-generation ventures and trade (such as hairdressing, bead-making, make-over, etc.) that will help them become more financially independent, furnishing them with Life skills application to help them face life again, equipping women and girls with skills for decision-making skills that will help them participate in politics now and in the future”.



On the question of protection of identity, the respondent organisations reported that they use various methods such as code, non-disclosure, confidentiality to protect the identity of the victims from their traffickers.

Consequently, gender challenges persist because only two organisations provided their perspectives to addressing gender challenges in the implementation, monitoring and evaluation of initiatives. This may be due to lack of an institutionalised gender assessment and evaluation plan.

### 3. Safe Homes / Shelters – Operational and Referral Mechanism

This is another thematic area that is imperative in this study. Safe homes and shelters as its name imply is a secret place for sanctuary or suitable to hide a person from hostile actors or actions or from retribution, threat or perceived danger. This section assessed the nature, extent of care and services provided by safe homes /shelters in protecting women and girls who are victims of trafficking and forced migration by asking the participating organisations a few questions. Sixteen (16) questions were asked in all to collect data in relation to this thematic area. The findings from the respondent's responses showed that there is no structured coordinated operational guide as every safe home /shelter developed its own standards.



This gender Audit accessed six (6) CSOs (Bakitha, Real Women Foundation, Sought After Women and Children Foundation, Project Alert, Web of hearts and Cece Yara) safe homes/ shelters in Lagos state for women and girls who are victims of trafficking, amongst them, WARDC has its own shelter located in Abeokuta and 1 CSO (PCI) also has

a shelter for men and boys who are victims. Others provide different forms of protection services such as legal service, counselling and do referrals.

The participating respondent organisations handling cases of GBV, trafficking and forced migration have sufficient experience in the subject matter. For instance, the organization with the least duration in handling the subject matter is Cece Yara (4 years) and BAKHITA is the respondent organisation with highest duration spanning over 23 years.

The **caregivers** in the various organisations range between 2 and 13 personnel which includes shelter managers, counsellors, nurses, master trainers and had received one form of training on trafficking and forced migration. None could ascertain if they have had any specific training with regards to their mandates.

As at the time of responding, BAKHITA had nine (9): {6 young women, 2 underaged girls and 1 infant (boy)}, Real Women Foundation had five (5): {2 women and 3 underaged girls}, WARDC had five (5): {2 women, 2 underage and 1 disabled} while Project Alert was accommodating a family of four who are victims of GBV, Web of Hearts Foundation had 30 women. Access to these victims were restricted due to COVID 19 pandemic.

The findings from the respondents showed that the safe homes and shelters are adequate and well equipped. Cece Yara can accommodate up to 20 children at a time, BAKHITA can comfortably accommodate up to 30 victims at once while Web of Hearts can accommodate between 60 – 90 victims.

The accommodation arrangements are double bunk bed space, family room, sitting rooms, dining room, and kitchen and Web of Hearts Foundation has 6/6ft wooden bed as well. The length of stay varies from one month to maximum of 2 years continuous stay. The respondent organisations showed that the victims were trafficked for a minimum of 1 month to 5 years; the step-by-step procedure differs by organization in handling

cases of trafficking and forced migration. The procedures cut across airport reception, shelter reception identification of victims, registration, provision of basic needs, routine health check, counselling, rehabilitation and reintegration, follow up/monitoring and evaluation and referrals. However, there are no known uniform referral guideline and step by step procedures or operational guidelines for handling cases of trafficking and forced migration in the state.

The audit showed that the respondent organisations' protective service is based on the consent obtained from the victims. Victims are made to sign consent and confidentiality form. Based on the needs of the victim, services like counselling, skills acquisition, school placement, medical and legal are provided for victims at the safe home and shelter. In addition to

their support, organisations like BAKHITA supplies victims with basic needs such as toiletries, and sanitary pads. Web of Hearts Foundation has an equipped medical unit for minor diagnoses and treatment for basic conditions and refer to more qualified medical personnel for critical cases. Some are invited to assess the victim in the shelter and treatment proffered. The shelter also has a qualified psychologist who is in charge of the psychosocial unit.

The respondent organisation response showed similarity in the categories of victims that usually have access to their safe homes/shelters which are mostly women and girl unlike Cece Yara who limits access to 18 year and below. Web of Hearts offer service to females under the age of 35 and their infant children while PCI shelter is accessible to men and boys only. The findings showed that women and underaged girls are treated equally in the same way, except for pregnant women who are given more attention and treated separately from other victims because of their peculiar need. The differences may be in the skill acquired as most underaged girls go to school.

The safe homes and shelters have special arrangements with private hospitals around their vicinity where victims access care and pregnant women access ante natal service. Cece Yara access Mirabel center and WARIF for medical support, while the mentally challenged are taken to hospital for psychiatric and trauma care. The respondent organisations equally have arrangements with some government hospitals.

The findings showed that the respondent organisations provide specific life/vocational skills such as bead making, sewing, soap making, and so on for victims while some work with partner organisations to provide such services.

The safe homes/shelters are faced with many challenges such as anger managements, use of strong and offensive and abusive language which is perceived to be born out of their experience as trafficked victims, some of the victims also have huge trust and disclosure issues as most of them were trafficked by their close relatives. Web of Hearts identified family tracing as their main challenge and funding resonated as a challenge from all the respondents.

*Web of hearts foundation has four flats arrangement, two flats for accommodation while the other two flats is used for skill training, clinic, reception, and psychosocial assistance*

**The following are the identified list of safe homes/shelters where cases are usually referred in Lagos State.**

1. NAPTIP
2. Real Women Foundation
3. Sought After Women and Children Home
4. Web of Heart Foundation
5. Patriotic Citizens Initiative (for men only)
6. Project Alert
7. Cece Yara
8. PBO, Genesis Home and Grace Home
9. Mirabel Center, Project ALERT
10. Echoes of Mercy and Hope Foundation
11. Women helping hands Initiative Shelter
12. Genesis House
13. Ministry of Youth and Social Development

**Skills Acquisition Centres**

1. Real Women Foundation
2. Bakitha
3. Rehoboth Homes and Skill Acquisition Centre
4. Web of Heart Foundation

**4. Financial Resources - Funding**

**Funding** is another thematic area that is imperative in this gender audit. Finance is an important resource when it comes to providing support services to forced migrants and trafficked women and girls. This section of the audit interrogated how frontline service providers generate funds for the protection services they provide. The report from the findings showed that safe homes/shelters managed by CSOs are funded through various means such as private individuals, donor funds and churches. There was no mention of the adequacy and sustainability of these funds. The funding is stated to cover the protective services provided to women and girls victims of trafficking e.g. provision of health services, shelter, skill acquisition.

Of all the respondents (CSOs and safe homes/shelters) only 3 organizations are aware of the Victim of Trafficking Trust Funds provided by the Revised 2015 Trafficking in Persons (Prohibition), Enforcement and Administration Act. These organizations are: Cece Yara, PCI and WOCON. However, none of the three (3) organizations has ever accessed the fund nor know how to access the fund. Their complete lack of available information was the sole reason given as to why they were yet to subscribe to the funds provided in the Revised 2015 Act. This showed that most of the respondent organisations providing protective services are not familiar with the provision of the

Revised 2015 Act guiding their operations.

## 5. Laws and or Policies

The section of the questionnaire relating to Laws and policies on trafficking and forced migration in Lagos State made attempts to find out the expertise and competence of the respondent organisation with the tools needed in the delivery of their protective service. All the CSOs, safe home/shelters indicated that they have policies guiding the handling of reported cases in place but WARDC, WOCON, Cece Yara and CPN specifically indicated they have the essential gender policies such as Child Protection Policy, Gender Inclusion Policy, and Safeguarding and Child protection policy.

The finding from the questionnaire showed that all the respondents are aware of the Trafficking in Persons (Prohibition) Enforcement and Administration Act and the VAPP Act. Web of Hearts Foundation has been trained on The National Policy on Labour Migration 2014, WOCON is also aware of the existence of the National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria 2014 and the National Policy on Labour Migration 2014. The other respondents were not aware of the National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria 2014. The finding further showed that they were merely aware of the existence of the trafficking Act, but not conversant with its provisions.

PCI stated that they were part of those who developed the National Policy on Labour Migration and National Referral Mechanism

On *the issue of how sufficient and effective the laws and policies* are, although the respondents are not familiar with the provisions of all the Laws on trafficking and forced migration, they responded that the laws are sufficient for victims of TIP especially for women and girls except for BAKHITA and CPN that provided a contrary notion although there was a general consensus that there is need for effective implementation.

The findings showed a number of challenges with the effectiveness of the law, such as the law not being the problem but its enforcement by the relevant authorities, the need to adequately fund

(shelter, medical, rehabilitation etc) centres, stress on important issues of anti-trafficking, court unwillingness to confiscate assets of traffickers were some of such challenges stated that affects the effectiveness of the law. The report mentioned the slow investigation and prosecution of cases and bottlenecks that occur with court proceedings which cause delay to conclusion of cases, lack of gender sensitivity of security agencies, lack of awareness of the existence and provisions of the Trafficking Acts

and weak sentencing for traffickers.

## 6. Referral Mechanism – Referral Pathways and Data Collation

To ensure an efficient protection service for victims of TIP especially women and girls, a well-coordinated, uniformed and effective referral mechanism should be put in place to enhance the services provided as they are essential for effective service delivery. Referrals are done to augment for services the service provider is not able to offer such as shelter, medical, counselling, rehabilitation, empowerment and legal aid.



The findings showed that trafficking and forced migration frontline protection service providers have their individual institutional referral pathways with built in follow-up and monitoring systems. The most common form of referral method observed to be practiced is the two-way method where services are exchanged between the protection service providers; in the sense that

NAPTIP will refer victims to Real Woman Foundation for skill acquisition and Real Woman Foundation will refer to NAPTIP for investigation and reintegration.

Among the existing front-line protection service providers, there is a unanimous consensus that NAPTIP is the most effective in responding to protective service rendered. Web of Hearts Foundation mentioned National Commission for Refugees, Migrants and Internally Displaced Persons (NCFRMI) and International Organization for Migration (IOM) as also

very effective and no organisation was identified as least ineffective which shows that there is improved service delivery from all relevant stakeholders. NAPTIP and Ministry of Youth and Social Development are said to be the government agencies where service providers refer victims to mostly. Regarding the existence of a state central data system, only CPN stated that they use the interagency referral pathway development by UNICEF and MYSD and also submit report of activity to the state monthly. The other respondent organisations are not aware if a central data system for victims existed as individual CSO and safe homes/shelters generates its own data internally and the data generated are not shared with other frontline protection service providers.

# **REPORT 2: REPORT ANALYSIS FOR SECURITY AGENCIES**

The data collected from participating security agencies was analysed in line with the objective of the project and the report was formatted in line with the thematic areas of the project. These areas include demographics, social inclusion, safe homes / shelter for NAPTIP and NIS, funding, laws and/or policies, referral mechanism.

## 1. Socio-Demographics of Key Informants

The demographic information of participating organisations is presented in Table 3. It shows that 6 agencies participated in the survey. Table 3 shows that all the agencies are located in Lagos and cuts across different local government areas and communities in the urban areas of the state. Regarding the gender composition of the officer in charge who provides protective support to survivors, they are equal numbers as the Nigeria Immigration Service (NIS) both the Seme border and Ikoyi anti human trafficking unit are coordinated by men, the National Orientation Agency (NOA) and the National Human Right Commission (NHRC) as well are coordinated by men. While the Gender unit and the Anti- Trafficking Unit of the Nigeria Police Force (NPF), the counselling and rehabilitation unit and the programme unit of NAPTIP are coordinated by women, the Investigation unit respondent of NAPTIP is again coordinated by a man. All the agencies are federal Institutions. The demographic information on location of shelter showed that NAPTIP owns a safe



home/shelter while the NIS interrogation room at Seme border serves as a temporary shelter.

## 2. Programming - Social Inclusion and Technical Expertise

This section examined a fundamental component of the gender audit which is social inclusion. It attempted to identify the knowledge, capacity and capability of the agencies on gender mainstreaming in the protection service they render to women and girls who are victims of trafficking and forced migration. The questions are 11 in all and the same as the ones the CSOs and safe homes/shelters responded to.

The concept of social inclusion as it relates to this audit is aimed at improving the ability, opportunities, resources and dignity of people disadvantaged on the basis of their identity to take part in the society.



The findings show that most of the agencies particularly NAPTIP have working knowledge of the concept of trafficking and forced migration of women and girls, they explained the concept as '*the commodification of the human persons. It involves the exploitation of the human persons by another through deception, force, coercion ..... While migration is the movement of human persons as one of the Fundamental Rights becomes a problem when a person(s) does this through irregular means that results to issues of violation of laws of a country and exposing them to conditions that are dehumanising while seeking for greener pasture*

(NAPTIP). The other definitions related trafficking and forced migration of women and girls as a criminal act in which they are mostly sourced as the victims. These definitions had a more robust dimension to the definition generated from the CSOs and safe homes /shelters. It reflected the field expertise of these agencies and most importantly the women and girls are not seen as criminals but as victims.

Although the responses from NAPTIP and NIS showed they have fair knowledge of the concept of gender equality as it was generally defined as equal opportunities between men and women to access resources, rights and privileges without discrimination.

However, from the other definitions provided, it showed that other security agencies in Nigeria are not fully knowledgeable of the concept of trafficking and force migration as it relates to women and girls. In fact, National Orientation Agency could not provide an answer to the question as they claimed they do not render direct service to victims of TIP but rather only raise awareness through campaigns. This calls for concern because these agencies are meant to provide frontline services to the victims of trafficking.

It was clear from the findings that the front-line protection service officers from the different agencies except NOA being a campaign agency, have at various times been trained on trafficking and forced migration within and outside Nigeria through agencies such as IOM, Terres de Hommes, UN Refugees council, Salvation Army, ECOWAS, Interpol, etc even though most of the trainings were not gender specific. NIS stated that training on Anti human trafficking and forced migration is incorporated in their training school curriculum but also not gender specific.

It was identified from the questionnaire that sex exploitation, forced labour and internal trafficking

for domestic labour are the most prevalent forms of trafficking and forced migration of women and girls.

The findings described some of the cases of trafficking they have handled:

- *A woman who trafficked victims from Nigeria to Libya in a pair of two-a man and woman, she usually demands that the victims be recruited in a pair of a man and a woman, she is currently in police custody (NPF, State CID Panti). A case of a man who gathered 29 children from Ikorodu under the guise of going to play football in Cotonou and none of the children had international passport nor jersey uniform, they did not even know the club they were going to play with they were all males, Yoruba ranging from 6 to 23 years, were intercepted and reunited them with their parents.*
- *A case of trafficking where the agent was arrested and we got the contact of the manager at Burkina Faso, the victims were drugged while being transported across the border (NPF, Gender unit State Command).*
- *Cases involving labour exploitation of children both Nigerians and Foreigners, Baby factory, sexual exploitation (NAPTIP).*
- *Most of the cases involved the interception of vehicles conveying such victims of trafficking to the border area for onward trafficking into Benin Republic. The syndicate either moves them in large numbers in a single vehicle or have them scattered in different vehicles. At the office during interview, most of the rescued victims confessed to the fact that they were recruited and cajoled to go and work in a foreign country, with the intention of paying back to the person sponsoring their journey. Sadly, some women and girls also confessed to having an idea of what they were being trafficked for but without knowledge of the reality as they are promised a greener pasture within a short period of work (NIS, Seme).*

The respondent of the security agencies stated that they generate and store disaggregated data according to age, sex, form, ethnicity, economic status, religion and education. They responded

that although there are still gaps, they perceive that gender equality within the institution is improving as all the agencies have created gender units and women are now DPOs of many stations within Lagos and a historic system is broken as a female officer currently leads/heads the State CID Panti. There was a general affirmation by the respondents that compared to years back; there is a deliberate effort by the agencies to factor in gender in the programmes and projects executed.



The specific support or service recorded from the finding being offered to victims particularly women and girls are investigation, prosecution, rehabilitation, reintegration, skills acquisition, medical and psychosocial support as most victims come back depressed and traumatised. NAPTIP further provides accommodation for victims and the NIS also use the interrogation room to provide temporary accommodation for victims rescued at the Seme border.

From the findings, the respondents further stated that the identity of the victims particularly women and girls are protected as confidential information, adding that even the interview sheets

are ably secured within the screening centres and in most instances the information is coded.

The respondents stated that although there are improvements in mainstreaming gender in programmes there are still challenges in the implementation, monitoring and evaluation of these initiatives as most of the agencies do not have appropriate safe homes/ shelter especially the NPF for the protective service they render, there are no guidelines or SOP for handling mentally challenged and other vulnerable groups, no adequate financial resource to aid logistics and provide specific care such as feeding, sanitary pads and so on for victims.

### **3. Financial Resources – Funding**

This section is critical to the services rendered by front line protection service providers as all programmes and activity hinge on financial resources. In this regards the findings showed that the security agencies are still struggling with funds to carry out their duties due to low budgetary allocation specially for Trafficking in Person related activities.

This in-adequate funds affect logistics such as transport for investigation and movement of victims, provision of specific gender needs for women and girls, feeding, medical care, accommodation and rehabilitation/empowerment of VoT. Although an agency (NAPTIP) indicated that they are aware of the victims of trafficking trust fund provided in the Trafficking Act 2015 but they could not indicate if the agency has accessed the trust fund as the respondent stated that the question will be best answered by the headquarters as funds generally for the zonal offices operations are accessed/ received and disbursed by the headquarters.

To cure the above, Victim of Trafficking Trust Fund (VVTTF) to provide humanitarian and financial aid for victims of trafficking was set up, funding for the VVTTF is obtained through direct grant from the Nigerian Government, voluntary contribution of NAPTIP partners and confiscated assets of traffickers yet funding gaps still exist.

### **4. Laws and or Policies**

The finding showed that all the frontline protection service providers are aware of the existence of the Trafficking in Persons (Prohibition) Enforcement and Administration Act 2015, The National Policy on labour Migration 2014, the Violence Against Persons (Prohibition) Act, (VAPP) 2015 and the National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, 2014 but have limited knowledge of the provisions of the laws except for NAPTIP. According to the respondent, all operations of NAPTIP are based on the provisions of these and other policy text which they are conversant with. The NPF for instance indicated that they are not bound by the provisions of any of the laws in the discharge of its protective service to women and girls who are victims of trafficking and forced migration. This showed limited knowledge of the provision of the Trafficking Act in particular as the respondent went further to say that the legal unit who prosecute cases are the only ones bound by the Act during prosecution. Although the respondents stated that their various agency have in place policy/ SOP guiding their activities, these policies/SOPs are not gender specific. However, NOA does not have a policy/SOP on trafficking and forced migration because they do not offer direct service to victims.



## 5. Referral Mechanism – Referral Pathways and Data Collation



This is an important component of the audit as service providers at some point rely on the other to provide service for the victims. The National Referral Mechanism was first and foremost created to ensure uniformity of services provided as specified by the National Policy on Protection and Assistance and other policy text to avoid duplication of service and to collaborate in the best interest of the victims most especially based on the strength of each partner.

From the responses by the frontline protection service providers, the findings showed that the security agencies NAPTIP, Police and NIS, seems to have a well-structured and systemic internal and external referral mechanism documented and functional across all the sister agencies and they also seem to be upholding the provisions of the National policy on protection and assistance to victims of Human Trafficking.

It is pertinent to state here that there is the National Monitoring Centre domiciled within the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) aimed at creating a centralized database on investigation and prosecution of trafficking cases. Officers of NAPTIP were trained on how to use the SIDDA Software database in gathering, storing and analyzing both victims and trafficker's data. Nine other agencies can as well access the database. However, there is limited knowledge of this information to frontline protection service providers.



## OVERVIEW OF THE FINDINGS RELATING TO REPORT 1 AND 2

1. Sexual exploitation and forced labour are the most prevalent forms of trafficking in person and forced migration.
2. All the frontline service providers both CSOs, safe homes/shelters and security agencies have a fair theoretical knowledge of gender equality and the concept of trafficking and forced migration of women and girls in their programming and operations.
3. Most government and security agencies have dedicated gender units that deals on issues of GBV and trafficking in persons
4. From the findings, all organisations and agencies reported that they collate data but do not feed into the national monitoring center of the state.
5. There is no known *uniform referral mechanisms or guidelines or uniformed data collation template within the State* as the responses showed that most organisations are not conversant with the Guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria, but the security agencies are better coordinated in this regard.
6. The National Monitoring Center domiciled with NAPTIP exist, awareness and access of its existence is limited especially to the CSOs safe homes and shelters.
7. The Interagency referral pathway development by UNICEF and MYSD domiciled with MYSD exist but awareness is also limited.
8. The responses show that some organisations (CSOs) in particular are not conversant with the guidelines on National Referral Mechanism for Protection and Assistance to Trafficked Persons in Nigeria and the National Labour Migration Policy 2014, but the security agencies are better informed in this regard.
9. Some organisations have limited knowledge of the provisions and implementation of the revised 2015 Trafficking in Persons (Prohibition), Enforcement and Administration Act
10. All the frontline protection service providers all have cordial working relationship.
11. Most organisations provide support services to only female victims only while others to both men and women who are victims; PCI is the only organisation on record providing service to male victims only, and some to both male and female such as NAPTIP

From the definitions provided by the CSOs, we can deduce that the organizations are abreast with what gender equality is all about. However, relating the knowledge of gender equality to the subject matter of trafficking in persons seemed problematic. In fact, most organizations reported to have acquired general trainings on gender equality but only four organizations (BAKHITA, NHRC, PCI and WOCON) reported to have acquired specific gender tailored training relating to human trafficking and forced migration.

In addition, every organisation and agency reported to mainstream gender in all their activities

and programmes, although only few organisations could provide their perspectives as to how they address gender challenges in the implementation, monitoring and evaluation of initiatives.

Of great concern is that majority of the organizations reported to handle cases of women and girls who are victims of human trafficking and force migration, do not have the requisite training, as these organisations render general service for victims of gender based violence and not specialised on human trafficking and forced migration alone.

Furthermore, on gender equality, security agencies are knowledgeable about gender equality but not within the concept of trafficking and forced migration as it relates to women and girls adequately. Only NPF (state CID) and NIS (Seme border) reported to have acquired specific gender trainings on the subject matter but not recently.

Virtually all the CSOs except those operating safe homes/ shelters reported that they do not have disaggregated data in the form of age / age range, sex, ethnicity, disability, and economic status.

In both reports none of the organizations or security agencies has received funds from the Victims of Trafficking Trust Fund, only four CSOs (Cece Yara, PCI, WOCON and NHRC) are aware of the act and only NAPTIP from the Security Agencies reported that they are aware of the fund, however none of the participating respondent have accessed the Trust fund.

Very few of the organisations reported to be conversant with the National Policy on Labour Migration, 2014 and the National Referral Mechanism 2014, however all the organisation and agencies are aware of the Trafficking in Persons (Prohibition), Enforcement and Administration Act 2015 and the Violence Against Persons Prohibition Act, (VAPP) 2015.

However, in the week after this study (the 2<sup>nd</sup> week of September) the State Anti-Human Trafficking Task Force was inaugurated. Prior to this, the state has the Anti-Human Trafficking Network in existence. Operations of this network and the newly inaugurated Taskforce are meant to ensure proper implementation of the National Referral Mechanisms amongst others in the fight against TIP.

There exists a huge instrument gap as most organisations seem not to have a specific gender policy/ SOP on trafficking and forced migration; also, from the responses, it is evident that there is no coordinated uniformed working modality amongst all organisations.

According to the respondents, some of the **challenges** inherent in the Laws/Policies guiding the protection of victims of TIP particularly women and girls are:

- The low awareness of the provisions and weak implementation of the legislation on human trafficking.
- Slow investigation and prosecution of cases.
- The law did not take into account the bottlenecks that occur with investigation and other logistic support before stipulating the 24 hours referral rule.
- Sanctions should be reviewed periodically as it is perceived not to be stiff enough.
- Victims of trafficking trust Fund does not appear accessible to all. It is embedded in the Laws and that is all. There is low awareness of how to access it and the criteria

of potential beneficiaries.

The Trafficking in Persons (Prohibition) Enforcement and Administration Act, 2015 in Part X, section 67 (1) (a-e) & (2) provided for the “***Establishment of Victims of Trafficking Trust Fund***” and how it will be funded. Section 3 stipulated that the Minister shall make regulations and issue guidelines for the management of the funds. Section 4 stipulates that the Trust Fund shall be utilised to pay compensation, restitution and damages to trafficked victims and to fund victim support services for trafficked victims. While section 68 provided for the “***Establishment of the Victims of Trafficking Trust Fund Committee***” but the Act failed to provide the criteria on how the funds can be accessed. Also, there is low level of awareness of the activities of the Trust Fund Committee.

## RECOMMENDATIONS

- It is imperative for **UN Women and CLEEN FOUNDATION** to strengthen the technical capacity of all frontline protection service providers and provide specific gender training on trafficking and forced migration.
- More emphasis should be placed on gender trainings and also there is need to consider training for safe homes and shelters for boys and men as well
- There is need for **NAPTIP** to monitor and ensure the safe homes and/ shelters are more accessible for people with disability
- **NAPTIP** should popularise the existing National Monitoring Center and expand its use to accommodate data entry by other frontline protection service providers such as CSOs.
- **NAPTIP** needs to create broad awareness on the Established criteria for accessing the Victims of Trafficking Trust Fund so as to allow relevant stakeholders to access the funds for their intervention.
- It is fundamental to advocate for increased budgetary allocation / funding to Frontline protection service providers
- **NAPTIP and UN Women** should conduct training programs for all frontline protection service providers' especially safe homes / shelters on the use of the national referral mechanism and develop a victim referral guideline to avoid duplication.
- **NAPTIP** should develop a uniformed template/guideline for data collation with built in periodic submission method of data collated by all frontline protection service providers.
- Although the **National Orientation Agency** is an awareness and campaign organisation, there is a need for holistic training on Gender equality, and trafficking for her officers so as to sharpen their campaign messages using the gender lens.
- **NAPTIP** should provide training support to all field officers of National Orientation Agency in the 20 Local Government and 37 Local Council Development Areas of the state.
- The state Ministry of Education also plays preventive role in the fight against Trafficking and Forced Migration through their counsellors, therefore there is need for **NAPTIP, UN Women and CLEEN Foundation** to build their capacity in this regard.
- **NAPTIP** as the agency responsible for the administration of the Trafficking Act should carry out quarterly monitoring of all safe homes and/ shelter to ensure compliance with stipulated guidelines.
- **NAPTIP** should ensure that every frontline protection service provider has a gender policy or SOP on trafficking and forced migration, hence there is need for capacity building in this regard to help develop the policy.
- **NAPTIP** should monitor the existing safe homes/shelters services and ensure care givers and other service providers take a victim-centred approach to victim care.
- There is need to emphasis on **psycho-social support** for victims in safe homes/shelters

- That there is a need to re-activate the interagency coordination meeting by **NAPTIP**.
- That **UN Women and CLEEN Foundation** should conduct interagency refresher training to ensure that all relevant ministries and security agencies understand their anti-trafficking role and how it complements that of NAPTIP as the lead agency.
- That **NAPTIP** should facilitate periodic trainings with all frontline protection service providers with both the CSOs, and safe homes / shelters
- That **NAPTIP** should facilitate quarterly coordination meeting with all frontline protection service providers with both the CSOs, safe homes / shelters and security agencies in attendance.

## CONCLUSION

There is an urgent need to strengthen the gender specific protection service rendered to women and girls who are victims of Trafficking and Forced Migration. The coordination and linkages of all frontline protection service providers in Lagos State showed that there is a cordial working relationship amongst them. They all understand the root causes of trafficking and forced migration. Each agency and organisations have some level of understanding of their role and how to seek the necessary referrals within the limited support provided in the state.

Unarguably there is limited financial resource available to service providers, therefore there is need for holistic coordination mechanism and guidelines for service providers at state level to further enhance the quality of services provided for victims of trafficking and forced migration. There is a clear understanding that, to meet the different needs of victims particularly women and girls for justice, safety, medicals, psychosocial support, safe home/shelter, skills acquisition etc, there should be specialized skills, therefore security agencies and CSOs providing frontline protection services should have some level of capability and expertise to provide the support as required.

Trafficking operates as a cabal, hence the need for continuous capacity development for all frontline protection service providers to strengthen their response mechanism and also develop a uniformed SOP/guideline to help combat the menace.

## ANNEXES

### **Annex 1 : Gender Audit Questionnaire -Security Institutions**

### **Annex 2 : Gender Audit Questionnaire – CSOs and MDAs**

## **GENDER AUDIT TOOL FOR THE ASSESSMENT OF PROTECTION SERVICES AND SHELTERS FOR TRAFFICKED VICTIMS AND RETURNEES IN EDO AND LAGOS STATES**

Generally, the research will focus on services and shelters provided by frontline service providers which include government agencies, civil society and security sector.

We will be looking at coordination/linkages of all frontline providers (government agencies, CSOs and Security institutions) in the reports.

### **Introduction**

Thank you for your interest to participate in this survey to assess gender audit of protection services and shelters offered by front-line service providers. The survey is being conducted by CLEEN Foundation with the support of the UNWOMEN to support improved gender equity and equality in the services rendered and in protection homes. The result of the audit will form the basis for the development of tools and training to enhance gender-responsive service delivery by frontline service providers including the security, health and justice sector agencies. The series of activities will culminate into a strategic **outcome that looks at ‘an enabling gender sensitive policy environment that addresses forced migration and trafficking is in place, whose design and implementation is influenced by women and girl’s rights organizations in source migration trafficking sites’**.

This component will support capacity-building interventions, including training and technical support services to government, UN and NGO partners, to implement gender-responsive, survivor-centred policies and services for women migrants and survivors of trafficking.

### **Section A: Demographics**

**Name of Shelter/Organisation:** .....

**Location of the Shelter/Organisation:** .....

**State..... LGA: .....** **Community:** .....

**Type of Community: Urban/ Rural:** .....

**Name of Person in charge of the Shelter/Organisation:** .....

**Gender: M/F**

**Shelter/organisation Contact Number:** .....

**Shelter/Organisation Ownership: Government (NAPTIP)/NGO/CBO/FBO**

## **Section B**

### **SOCIAL INCLUSION**

1. What is your understanding of the concept of trafficking and forced migration as it relates to women and girls in Nigeria?
2. In your opinion what do you understand as gender equality, with regards to women and girls?
3. Have you had any training on trafficking and forced migration in your official capacity? If yes, mention them please.
  - a. Was the training gender specific, and how regularly do you participate in such trainings?
4. Mention the most prevalent form of trafficking and forced migration reported to your office?
5. Please briefly describe some cases you have handled in the past
6. In the cause of your intervention (prevention and response) for victims of trafficking in person and migration particularly for women and girls, do you have disaggregated data? (age range, sex, form, ethnicity, economic status etc)
7. How is gender equality perceived in the organisation?
8. To what extent is gender included in the organisations' programmes, objectives, projects or services provided to victims of trafficking and forced migration?
9. What form of gender specific support or service provision do you offer to victims of TIP particularly women and girls?
10. How do you protect the identity of victims particularly women and underaged girls from drivers of trafficking and unsafe migration?
11. To what extent are gender challenges addressed in the implementation, monitoring and evaluation of initiatives?

## **Section C:**

### **SAFE HOMES / SHELTERS**

1. How long has your organization been handling GBV, trafficking and forced migration cases?
2. How many care givers do you have in your facility?
3. How many victims do you have? How many are men, women, underaged, disabled?
4. For how long each where they trafficked?
5. What kind of accommodation arrangements do you have in your shelters? (structure) and for how long can a victim stay in the safe home/ shelter (duration)

6. Could you describe regular step-by-step procedure for handling a case of trafficking and forced migration?
7. What is your operational mandate for victims of TIP especially women and girls? E.g. Consent and Confidentiality.
8. What form of services like medical examination and treatment, Counselling and legal services, sanitary provisions do you offer to victims?
9. Is your shelter accessible to all including women, girls and boys, people with disability and older people?
10. Are women and underage girls who are victims treated separately? Please explain.
11. How do you protect the identity of victims particularly women and underage girls from drivers of trafficking and unsafe migration?
12. Can you mention other shelters or safe homes providing protection services for victims?
13. Do you have any special support for pregnant women and underage girls, mentally unstable, physical challenged victims (such as health and counselling service)?
14. Do you have any form of arrangement/relationship with health service providers?
15. Are there any specific life/vocational skills offered here? Explain
16. What areas do you find challenging in your experiences with each of them?

#### **Section D:**

#### **FUNDING**

1. How is your organisation funded? (private or govt)
2. How is your organisation funding the services provided for VoTs and forced migration?
3. How do you offset the medical bill of victims when the need arises?
4. Are you aware of the victim support fund as provided by the Revised 2015 Trafficking in Persons (Prohibition), Enforcement and Administration Act?
5. Has your agency ever accessed the fund?
6. If yes how was it disbursed?
7. If No, why has it not been accessed?

#### **SECTION E:**

#### **LAWS AND OR POLICIES**

1. Do you have any gender specific policy framework or mechanism guiding the handling of reported cases of trafficking and forced migration? E.g. Child protection policy, gender and inclusion policy, domestic violence policy etc If yes, could you describe them please? If No

are there any specific reasons for its absence?

2. Is your organisation conversant with Trafficking in Persons (Prohibition), Enforcement and Administration Act, the National Labour Migration Policy, 2014 and the National Policy on Migration, 2015, the Violence against persons (prohibition) Act, (VAPP) 2015?
3. If Yes, do you think the provisions of the Laws/Policies are sufficient for the protection of victims of TIP particularly women and girls? (ask about the effective implementation
4. Name three challenges with the laws and possible recommendation.

#### **Section F:**

#### **REFERRAL MECHANISM**

1. Where do you refer victims for Services you are not able to offer?
2. What is your referral pathway and how do you follow up with victims that are referred?
3. Which agency is most effective? Which is most ineffective?
4. Do you work with other front-line service providers, etc. in handling cases of trafficking? If yes, could you describe your experience in working with each of them identified, please? (attitude, technical capacity in handling the cases, adequacy of documentation, gender sensitivity involved)
5. Do you work/collaborate with other government agencies on handling reported cases of trafficking and forced migration? If yes, could you describe your experience in working with them, please?
6. Does the state have a central data system and is it accessible? How does your organisation feed into the system?

### Annex 3: LIST OF ORGANISATIONS IN EDO STATE THAT HAVE SAFE HOMES/ AND SKILL ACQUISITION CENTERS

S/N	SAFE HOME/ SHELTER	
	<b>The National Agency for the Prohibition of Trafficking in Persons (NAPTIP)</b>	A law enforcement agency of the Federal Government of Nigeria founded in 2003. The Benin Zonal Command was established in 2004 with the mandate of combating the menace of Trafficking in Persons, Child Labour, Abuse, organ harvesting, etc. in Edo and Delta States and they provide the following services such as Investigation and prosecution, counselling and psychosocial support, and rehabilitation, economic empowerment, Family mediation, family tracing, legal support, medical support, shelter, referrals, awareness raising and sensitization, development of policies
	<b>Edo State Taskforce Against Human Trafficking (ETAHT)</b>	Set up by the Edo State Government to stem the trend of human trafficking and irregular migration in the state and eliminate the associated stigma. Their mission is to eradicate the menace of Human Trafficking and Modern-Day Slavery and the Re-integration of returnees into society. They provide the following services such as rehabilitation and rehabilitation of victims of trafficking, livelihood support and skills acquisition, counselling and psychosocial support, medical support, returnee packs, referrals, community outreach and sensitisation, family tracing, prosecution of traffickers, returnee stipends and data capture
	<b>Committee for the Support of the Dignity of Woman (COSUDOW)</b>	A Non-governmental organization in Benin City, Edo-State, Nigeria which strives to uplift the lives of young girls and women irrespective of tribe, race, and religious affiliation. The name COSUSOW officially came to limelight in 1999 and they provide the following services such as shelter, awareness creation and sensitisation, family tracing, reintegration, and rehabilitation of victims of trafficking, counselling and livelihood support and skills acquisition.
	<b>Society for Empowerment of Young People (SEYP)</b>	A Non-governmental organization in Benin City, Edo-State, Nigeria that is committed to freeing women and young persons from ignorance and underdevelopment, providing hope to the hopeless and succour to the downtrodden. SEYP is a beacon of light to children and women, through positive consistent and focused programme and empowerment schemes with a view to extracting from them their contribution to societal growth and development to make the world a better place. They provide Shelter, counselling and psychosocial support, referral, awareness, and sensitisation to victims of forced migration and trafficking.
	<b>Pathfinders and Justice Initiative (PJI)</b>	An international social justice initiative in Benin City, Edo-State, Nigeria. They seek justice and provides rehabilitation for female survivors of sex trafficking and sexual violence and liberate enslaved women and girls through the direct eradication of root causes and they provide the following service such as counselling and psychosocial support, referrals, awareness and sensitisation. Our core project prevents sex-trafficking, liberates trapped women and girls and provides a new path forward for at-risk women and girls. We provide alternative paths to livelihood, education, awareness of the dangers and risks of sex-trafficking as well as the core resources needed to reduce the exposure to risk.

SKILLS ACQUISITION CENTRES		
	<b>Ministry of Social Development and Gender Issues</b>	Ministry of Social Development and Gender Issues is a government agency and part of its mandate is to promote the development of women and children in Nigeria and to provide psycho-social support and skills acquisition for individuals, families, and communities.
	<b>Pathfinders and Justice Initiative (PJI)</b>	An international social justice initiative in Benin City, Edo-State, Nigeria. They seek justice and provides rehabilitation for female survivors of sex trafficking and sexual violence and liberate enslaved women and girls through the direct eradication of root causes and they provide the following service such as counselling and psychosocial support, referrals, awareness and sensitisation
	<b>IDIA RENAISSANCE</b>	A Non-governmental, non-political, non-religious and non-profit organization working through Research, Education and Enlightenment towards the restoration of the dignity of women, youths, and children in Nigeria. They provide the following services such as livelihood support and economic empowerment, family tracing, referrals, and community outreach
	<b>Genius Hub Global Initiative</b>	A Non-Governmental Organization based in Edo state, Nigeria with a fast-growing community that houses achievers through a success-driven program organized to continually improve lives. Their approach to reducing social vices, such as human trafficking and irregular migration, awareness on livelihood opportunities, skills acquisition, entrepreneurship development and access to market, women and girls empowerment, re-integration of returned irregular migrants, providing psychosocial support to victims of human trafficking and irregular migration, and business support through facilitating loans and grants
	<b>Fullness of Life Counselling and Development Initiative (FULIFE).</b>	A Non-Governmental Organization based in Edo state, Nigeria that work with victims of human trafficking providing them with counselling and psychosocial support, rehabilitation, family tracing, reintegration and monitoring and evaluation of those who have been empowered. They collaborate with Agencies and organizations for sheltering of victims.

**Annex 3: Key informant interview contacts in Edo State**

S/N	NAME	CONTACT	CATEGORY
	Prof. Yinka Omorogbe	Ministry of Justice Commissioner of justice yinka.omorogbe@gmail.com 08033042184 Edo	MDA
	Ijeoma Uduak	NAPTIP Zonal Commander infobenin@naptip.gov.ng 08033408057 Edo	MDA
	Momohdu Sanni	NHRC Coordinator, NHRC sanimomodu@yahoo.com 08035970230 Edo	MDA
	ASP Nora	Nigeria Police Force Gender desk unit osaghaenora@gmail.com 08121281785 Edo	Law Enforcement
	Sister Florence	COSUDOW Founder, COSUDOW sriheoma@gmail.com 08039617383 Edo	CSO
	Sister. Philomena Okwu	COSUDOW Staff, COSUDOW 0806082629	CSO
	Mrs. Lori	Girls Power Initiative Lorineworld@yahoo.com 07053315284 Edo	CSO
	Chigozie Okereke.	Edo Taskforce on Human Trafficking. gozieinform2005@gmail.com. 08050986494.	MDA

	Lawani Damian.	Commissioner Youths and Sports. damagzes@yahoo.com. 08035892581	MDA
	Mrs Roseline Okosun.	SA to the Governor on primary Education. 08079818537. etiti58@gmail.com.	MDA
	Mrs Maria Edeko.	Commissioner of social development and gender 0803 551 2148 0803551214	MDA
	Roland Nwoha	Idia Renaissance 08062932409	CSO
	Ehireme Evans	RARDUJA, National coordinator <a href="mailto:evans2us@yahoo.com">evans2us@yahoo.com</a> 08077168220	CSO
	Ayo Amen Edie	IOM aediae@iom 09012214474	INGO
	Obehi Okpiabhele	CEO, Genius Hub. <a href="mailto:ookpiabhele@gmail.com">ookpiabhele@gmail.com</a> 08058473747	CSO
	Sunny Duke Okosun	Staff, ITV Radio, Benin <a href="mailto:dukke4real@gmail.com">dukke4real@gmail.com</a> 08035788736	Media
	Stephen Selowo	Officer, NAPTIP. <a href="mailto:infobenin@naptip.gov.ng">infobenin@naptip.gov.ng</a> 0805 656 572 0805656572	MDA

ANNEX 4. Table 1: Demographics of the participating organizations in Lagos State

Name of Shelter/ org	Location of the Shelter/Org	State	LGA	Comm-Unity	Type of Community	Name of Person in charge of the Shelter	Gender	Shelter/Org Ownership
African Women Lawyers Association		Lagos				Mandy Asagba Peju Quadri	Female	Association
Bakhita: St. Louis Empowerment Network	11, Leye Omoniyi Close, c/o St. Ferdinand Catholic Church, Boys Town. Ipaja Lagos State	Lagos	Alimosho	Ipaja	Urban	Sr. Patricia Ebegbulem,	Female	NGO/FBO
Cece Yara Foundation's Shelter	Not disclosed	Lagos	Shomolu	Gbagada	Urban	Chioma Illeka	Female	NGO
Child Protection Network		Lagos	Surulere	Ijesha	Urban	Mrs. Ngozi Okoro	Female	NGO
National Human Rights Commission		Lagos	Ikeja	Ikeja	Urban	Lucas Koyejo	Male	Govt
Project Alert (SOPHIA'S PLACE)		Lagos	Ikeja	Ojodu Berger	Urban	Josephine Effah- Chukwuma	Female	NGO
Peace Villa (Real-WomanFoundation)	7b Jubilee/ cmd road magodo phase 2	Lagos	Kosofe	Magodo	Urban	Hephzibah Irimi	Female	Private
MAGARET HOME/WARDC		Lagos	Ikeja	Adeniyi Jones	Urban	Dr Abiola Akiyode Afolabi	Female	NGO
Women's Consortium of Nigeria (WOCON)		Lagos	Eti Osa	Lagos Island	Urban	Morenike Omaiboje	Female	NGO
Women's Rights and Health Project, WRAHP	The Penthouse, 196, Egbe-Ikotun road, Ilépo busstop,	Lagos	Ishodi-Isolo	Ejibo	Urban	Bose Ironsi	Female	NGO
Patriotic Citizens Initiative		Lagos	Amuwo	Festac	Urban	Ositadimma Oseme	Male	NGO
Sought After Women and Children Foundation		Lagos	Eti Osa	Lamibasa	Urban	Mrs Carol Silver-Oyaide	Female	NGO

**Table 2: Summary of the definitions of trafficking and forced migration in Lagos State**

	Need	Strategy	Reason	Purpose
Agency	recruitment, move, transfer, transport	Coerced, lured	Exploitation through jobs such as prostitution, domestic labour	Financial gains Commercial gains
Persons/victim	Greener pasture,	<i>Trade</i>	Exploration: Jobs	Better life Change of residence

**Table 3: Demographics of the participating security agencies in Lagos State**

Name of Security agency	Location of the Security agency	State	LGA	Community	Type of Community	Gender	Name of officer in charge of Trafficking and forced Migration	Security agency Ownership
Nigeria Immigration Service	Seme border	Lagos	Badagry	Seme	Urban	Male	Ibitoye Yemi	Federal
Nigeria Immigration Service	Passport Office Ikoyi	Lagos	Lagos Island	Obalende	Urban	Male	B S Yusuf	Federal
NAPTIP	Ikeja (Zonal command)	Lagos	Ikeja	GRA	Urban	Female	Comfort Sanni (programme unit) Elisabeth Ajeseni C&R unit	Federal
National Orientation Agency	Ikeja	Lagos	Ikeja	PWD	Urban	Male	Waheed Ishola Lekan	Federal
Nigerian Police Force	Gender Unit, State Command	Lagos	Ikeja	PWD	Urban	Female	Toyin Omomobi	Federal
Nigerian Police Force	State CID Panti	Lagos	Lagos Mainland	Sabo	Urban	Female	Margret Igahdalo	Federal
National Orientation Agency	Wemabod Estate	Lagos	Ikeja	Adeniyi Jones	Urban	Male	Lucas Koyejo	Federal

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