

Ministry of Home Affairs/ Grih Mantralaya
Government of India/ Bharat Sarkar
Centre-State Division
North Block, New Delhi

Subject: Comprehensive Scheme for Establishment of integrated Anti Human Trafficking Units and capacity building of responders, including Training of Trainers for strengthening the law enforcement response to human trafficking in India Plan

1. Background :

Trafficking in persons, particularly in women and children for various purposes such as commercial sexual exploitation (CSE), forced labour, forced marriages, domestic servitude, adoption, begging, public sport etc. is an organized crime that gravely violates basic human rights. Increasing reports of such a criminal activity taking place are a matter of deep concern to the Government, particularly as law enforcement response to the crime has not been very effective. As per the NHRC's Action Research Study Report on 'Trafficking in Women and Children in India' published in 2004, there is a very low level of awareness about the crime of trafficking amongst police personnel and also a very low priority is accorded to the crime due to the preoccupation of police with crimes such as murder, rape, arson as well as general law and order matters.

2. Anti Trafficking Project of MHA with UNODC – The experience gained

- A project on “**Strengthening the law enforcement response in India against trafficking in persons through training and capacity building**” has been taken up in the Ministry of Home Affairs as a joint initiative of the Government of India and the United Nations Office on Drugs and Crime. Over a three-year period w.e.f April 2006, through a series of training programmes, the project aimed at raising the awareness of law enforcement officers, (i.e., police and prosecutors) on the problem of human trafficking and build their capacity to better investigate and prosecute offenders perpetrating this crime. **The five states selected for the training are Maharashtra, Goa, West Bengal, Andhra Pradesh and Bihar** and represent source, destination and transit areas for human trafficking of differing types (e.g., trafficking of women and children for commercial sexual exploitation, child labour, bonded labour, etc.).
- **The project has had very positive outcomes in most of the States and the Anti-Human Trafficking Unit (AHTU) model has been particularly effective.** The project has contributed towards developing of 12 very important resource books about Protocols and Standard Operating Procedures (SOPs), and in setting up of Anti Human Trafficking Units (AHTUs) under the police department of the project States. The project has had very positive outcomes in some of the States especially in raising awareness. So far, 396 training programmes have been conducted and more than 13,670 persons (Police and prosecutors) have been trained. Besides, 9 Anti Human Trafficking Units involving government officials and NGOs have been set up in the states of Goa, West Bengal, Andhra Pradesh and Bihar and they are all functional. In addition,

the Governments of Tamil Nadu and Bihar on their own have set up 38 and 21 AHTUs, respectively.

3. Objectives of the Scheme and their Achievement:

Following are the objectives of the scheme and how to achieving these objectives:

OBJECTIVES	HOW TO ACHIEVING THESE OBJECTIVES
<ul style="list-style-type: none"> • Take up the crusade against all Criminal aspects of the crime of human trafficking particularly in women and children as a National Mission Mode Project by creating an institutional mechanism and working across all the stakeholders i.e. police, prosecution, NGOs etc. 	<ul style="list-style-type: none"> • Establish Anti-Human Trafficking Units in 50% districts (335) in the country • Physical building infrastructure by State Governments • Centre to provide funds for basic furniture, vehicle etc.
<ul style="list-style-type: none"> ○ Rescue of victims 	<ul style="list-style-type: none"> • Conducting actual raids along with the multi department teams and rescue the victims • Involve the NGOs and civil society wherever necessary.
<ul style="list-style-type: none"> ○ Post rescue care and attention of the rescued persons, with a view to empower them and also prevent re-trafficking (only to act as witness) 	<ul style="list-style-type: none"> • Protection homes run by Ministry of Women and Child Development (MWCD) • Victims support funds at the protection homes Level to be provided by the Ministry of Women and Child Development of Centre. • Involve the NGOs and civil society wherever necessary. • NGO support for post rescue care to be provided by the Ministry of Women and Child Development of Centre.
<ul style="list-style-type: none"> • Sensitizing, Capacity building and training of police & prosecution personnel, especially at the grass root level to improve law enforcement response to the organized crime of human trafficking, 	<ul style="list-style-type: none"> • Organize Training of Trainers at the National, State and District levels in law enforcement, legal, administrative and physiological aspect of the case. • Centre to provide funding for ToT programmes.
<ul style="list-style-type: none"> • Developing a detailed database on the criminal activity of trafficking in humans by effective use of Information & Communication Technology. 	<ul style="list-style-type: none"> • Create an Anti-Trafficking Portal to act as a knowledge repository as well as nodal point for all stakeholders
<ul style="list-style-type: none"> • Sharing of information across stakeholders, states and organizations for effective implementation of Anti-Human trafficking measures relating to its criminal aspect and promoting best practice in this area. 	<ul style="list-style-type: none"> • Internet based Web Portal/ Databases • E-mails • Mobile Phones • NGOs • Help Lines
<ul style="list-style-type: none"> • Enhancing cooperation between law enforcement agencies, concerned government departments and NGOs who have the expertise and capacity to assist trafficked victims, and to institutionalizing this cooperation. 	<ul style="list-style-type: none"> • Implement Standard Operating Procedure amongst SAARC members • Evolve and implement mutual protocols between two countries.
<ul style="list-style-type: none"> • Close Review and monitoring of the whole operation at the Government of India level. 	<ul style="list-style-type: none"> • A Central Program implementation Unit (CPMU) would be established in Ministry of Home Affairs. • This will also act as Interface with International agencies like UN, SAARC etc. and other countries,

4. Implementing mechanism

- The scheme would be primarily implemented by the State Governments who would be released funds for the purpose of implementing the scheme. The funds for the establishment of AHTU infrastructure would be released through the Police Modernisation Division whereas the funds for Training of Trainers would be release through the Bureau of Police Research and Development (BPR&D). **The State Government would bear all recurring costs other than the one expressly mentioned to be given by Government of India.**
- BPR&D will be the implementing agency on behalf of Ministry of Home Affairs, Government of India so far as the Training of Trainers component is concerned. BPR&D has already prepared a training manual for the TOT programme and would also use the resource materials and protocols produced as part of MHA-UONODC project and organize **three national level TOT workshops with at about three representatives from each State and one or two from each Union Territory.** Resource persons will be carefully selected to represent all stakeholders and from amongst those who have had hands-on experience in handling human trafficking issues.
- Thereafter, each State Government/UT Administration will organize State level workshop(s) with at least two representatives from each district who will be trained by the officers who have attended the national level workshop. BPR&D would provide the resource persons to the State Government in addition to State's own resource persons. After this district level training workshops will be organized by the State Governments in which these officers will impart training to the Station House officers of each police station in the district.
- This will ensure that there is ground level sensitization and awareness amongst law enforcement personnel in all districts. Funds to BPR&D and the State Governments and UT Administrations will be provided under the Scheme for organizing the workshops.
- **The AHTUs will be set up by the State Governments at the district headquarters level, with funds provided under the Scheme for infrastructure and equipment.** The State Governments would provide the police personnel and officials from other departments for managing the AHTU. The police officials posted at the AHTU will directly report to the Superintendent of Police of the district. The State Governments will also identify the personnel who will be associated with the AHTU.

5. Target Groups/ Beneficiaries Under the Training of Trainers (TOT)

Under the Training of Trainers (TOT) Component, **the ultimate target group is police & prosecution personnel under each police station of a district through a programme of Training of Trainers.** District level police officers will be trained under the scheme, who in turn will train police personnel at the police station level in their respective districts.

Under the AHTU Component, the target group is the district police headquarters which will be strengthened with equipment & tools, an institutional coordination mechanism and Standard Operating Procedure (SOPs) put in place for tackling all the

aspects of the crime of human trafficking, viz. prevention, rescue, rehabilitation and reintegration.

The end beneficiaries of this project will be:

- The vulnerable group of Women and children, especially in rural and tribal areas;
- Law enforcement agencies in all the districts as they will be substantially strengthened in the effective discharge of their duties.
- Prosecution agency would be greatly benefitted because of the improved prosecution because fool proof cases supported by better quality evidence.
- NGOs as they will get better support from the police and prosecution in achieving their objectives.

6. Description of the components of this Scheme:

(a) Training of Trainers programme

- Training is the process of acquiring the knowledge, skills, and attitude that are needed to fill the gaps between what people want to do, and what they are able to do now. The purpose of TOT, which can be described as 'cascade training', is to pass knowledge and skills to colleagues who work at different 'levels'.
- In order to teach a trainer how to train well, a '**learning by doing**' approach is expected to be followed. For example, participants in a workshop can learn skills in participatory monitoring and as soon as is practical can hold a similar training workshop for colleagues working at district/local level.
- As already mentioned above, BPR&D will prepare and provide the required training resources for the TOT programme and organize atleast three national level TOT workshops, depending on the number of Master Trainers trainees available from the States, with three to five representatives from the law enforcement agencies of each State and two from each Union Territory. Resource persons will be carefully selected to represent all stakeholders and from amongst those who have had hands-on experience in handling human trafficking issues. Thereafter, each State Government/ UT Administration will organize State level workshop(s) with at least two to three representatives from each district who will be trained by the officers who have attended the national level workshop. After this district level training workshops will be organized by the State Governments in which these officers will impart training to the Station House officers of each police station in the district.

(b) Setting up of Anti Human Trafficking Units

The AHTUs will be integrated task forces to prevent and combat trafficking in persons and will be constituted of a group of trained sensitive officials of the Police and the Women and Child welfare and department of the State, and also reputed local NGOs. They will function as coherent units.

1. Each AHTU will be provided with the following assets
 - a. Furnishing of the AHTUs
 - i. 1 Office Tables 10 Chairs

- ii. One computer table
 - iii. Almirah for books & records
 - b. Mobile phone instrument (2) @ Rs. 3000 per instrument
 - c. Digital Camera with memory stick for evidence collection & short video recordings
 - d. One Vehicle (Driver and POL to be provided by the State Government) and
 - e. One Motor Cycle
 - f. Landline phone installation with broadband connection
 - g. Desk-top Computer with latest configuration and accessories including internet connection
 - h. Relevant legal & other Books
2. One Counseling expert @8000 per month for 3 years would be provided to each AHTU
3. Funds for important activities and for post-rescue care and attention of victims of trafficking i.e. Victim Support fund and contingencies including food, clothes, medicines, psycho-legal support and welcome kit to victims and travelling expenses- lump sum (pre-rescue and rescue) @ Rs. 1 lac per year for three years.
4. The recurring expenditure would be borne by the State Governments.
5. The following manpower would be provided by the State Governments for the smooth functioning of the AHTUs:
- a. Police composition of AHTU**
 - i. One Inspector,
 - ii. 2 Sub-Inspectors
 - iii. 2 Head Constables
 - iv. 2 Constables
 - b. One representative to be associated from the following State Departments whenever it is required**
 - i. Women and Child Development
 - ii. Health and Family Welfare
 - iii. Labour and Employment
 - iv. Prosecution
6. The AHTU would be notified by the State Government as a Police Station for the entire district for registration and investigation of all cases relating to the crime of

Human Trafficking which would be in addition to the other Police Station in the District.

7. The AHTU will attend to all the three aspects of trafficking viz, prevention, protection and prosecution. They will also develop databases on traffickers, network with all concerned agencies as and when required. The AHTU will thus be the field level functional unit to address human trafficking in a holistic manner.
8. The AHTUs will, thus, address the existing gaps in the law enforcement response to trafficking and serve as the institutional mechanism for combating the crime, working across all the stakeholders i.e. police, prosecution, rescue, NGOs etc. They will help to enhancing cooperation between law enforcement agencies, concerned government departments and NGOs who have the expertise and capacity to assist trafficked victims by institutionalizing this cooperation.

AHTUs will be responsible for:

- Ensuring focused attention in dealing with offences of human trafficking and providing a multidisciplinary approach and a joint response by all stake holders.
- Ensuring an 'organized crime' perspective in dealing with trafficking crimes.
- Bringing about inter-departmental collaboration among the police and all other government agencies and departments, such as women and child, labour, health, etc.;
- Conducting rescue operations with the assistance of NGOs whenever they receive information about trafficking activities either from police sources, or NGOs or civil society,
- Ensuring a victim-centric approach which ensures the 'best interest of the victim/survivor' and prevents 'secondary victimization/ re-victimization' of the victim as well as ensuring a gender sensitive and child rights sensitive approach in dealing with trafficked victims;
- Functioning as the grass roots unit for collection and development of an exhaustive database on all law enforcement aspects of the crime, including information on traffickers and trafficking gangs, which they will convey to the District and State Crime Records Bureau for further transmission to the National Crime Records Bureau. Thus, AHTUs will facilitate availability of comprehensive national level data on this criminal activity.

7. Monitoring and Evaluation:

- The Scheme will be closely coordinated and monitored by the Ministry of Home Affairs (Centre-State Division) at the Government of India level. At the State level, the State Home Department will monitor the implementation of the Scheme. Guidelines (draft enclosed at Annexure- 11) will be issued by the Ministry of Home Affairs regarding conducting of TOT Programmes and setting up of AHTUs.
- **A web based Anti-Human Trafficking Portal for collection/ sharing of information, best practices and effective monitoring would also be launched by the Central Government where all concerned ministries and states would also participate.**
- Funds will be disbursed in **annual/ bi-annual installments** to the State Governments/UT Administration, with funds from the second year onwards

being disbursed only after receipt of utilisation certificates from the concerned State Governments/ UT Administration. All the recurring expenditure related to the AHTUs after the Scheme Period would be borne by the State Governments. **An undertaking would be taken from the State Governments to this effect before sanctioning and disbursing the first installment.**

- The State Governments will also periodically report the progress of the implementation of the Scheme to the Ministry of Home Affairs. There will be quarterly meetings convened by the Ministry of Home Affairs to review the progress and impact of the Scheme. After three years an independent third party evaluator will also evaluate the Scheme for proving the required inputs for any correctional action. This will be as per Ministry of Finance's guidelines and will be outsourced.

8. Funds Allocation:

The Scheme has been taken up to cover about 50% of the total police districts in each State/ UT which are most vulnerable to human trafficking. The districts will be identified by the State Government /UT Administrations concerned to ensure that all vulnerable districts are covered.

It is proposed that the Scheme be included in the Eleventh Five Year Plan and commence in 2010-11. Its duration will be for three years thereafter i.e. upto 2012-13. The total estimated fund requirement is Rs. 53.97 crore with the following break-up:

Sr. No.	Item	Proposed Outlay in Crore of Rs.
1.	AHTU Component	48.31
2.	TOT Component	4.16
3.	Setting up and maintaining PMU in MHA	0.45
4.	Web Based Portal on AHT(Lump Sum)	0.025
5.	Sub Total	52.92
6.	Monitoring, review, overheads and Evaluation @ 2% of the project cost	1.05
7.	Total	53.97

The details of the expenditure are below .:

A. DETAILS OF ESTIMATED FUND REQUIREMENT OF THE TOT COMPONENT

Break up of Training of Trainers (TOT) Costs:

Workshop	Details of expenditure items	Budget provision	No. of Persons Trained	Cost of Training Per master Trainer/ Person
1. National Level Workshop (3)	Hiring of halls in government offices/training institutes, preparation of Training module and manual, translation into local languages, printing copies, stationery and catering etc.	Rs.5,00,000		
	Resource Persons 60 -fees, lodging/boarding and travel costs	Rs.3,60,000 (@Rs.1000 + Rs.5000 per trainer x 50 Trainers)		
	Total	8,60,000	200	4300
2. State Level Workshops (29)	Hiring of halls in government offices/training institutes, training material(photocopies only) and catering costs	Rs.7,25,000 (@Rs.25,000 each)		
	Resource Persons-200 Fees, lodging/boarding and travel costs	7,00,000 (@Rs.1000 + Rs.2500 per trainer x 200 Trainers)		
	Total	14,25,000	1000	3,6001425
3. District Level Workshops (335)	Hiring of halls in government offices/training institutes, training material(photocopies only) and catering costs	Rs. 33,50,000 (@Rs. 10,000 each for 335 districts)		
	Resource Persons Fees, lodging/boarding and travel costs	Rs.25,00,000 (@Rs.1000 + Rs.1500 per trainer x 1000 Trainers)		
	Total	58,50,000	9500	616
	Provision of one Projector (approx. @ Rs.50,000) and one laptop(approx. @ Rs.50,000)for each district	Rs.3,35,00,000		
	Grand Total	Rs.4,16,35,000	10700	Rs.3891

i.e Rs.4.16 crore approx. from Police –I Division for Police Training

B. Number of Persons who will be trained

State/UT	Police Districts (50% of total police districts- rounded up)	Police Stations (50% of total police stations - rounded up)	No. of persons to be trained at National level *	No. of persons to be trained at State level : @ approx 3 per district (rounded up)	No. of persons to be trained at district level : @ 1 per police station +50% reserve
Andhra Pradesh	15	818	10	40	1230
Arunachal Pradesh	8	36	5	20	55
Assam	14	129	10	40	195
Bihar	20	425	10	60	640
Chattisgarh	11	169	5	35	255
Goa	2	13	3	10	20
Gujarat	15	235	10	45	355
Haryana	10	114	5	30	170
Himachal Pradesh	6	44	5	20	65
Jammu & Kashmir	11	89	5	30	135
Jharkhand	12	170	5	35	255
Karnataka	14	405	10	40	610
Kerala	9	223	5	25	335
Madhya Pradesh	24	467	15	70	700
Maharashtra	18	473	15	55	710
Manipur	5	28	3	15	45
Meghalaya	4	14	3	10	20
Mizoram	4	18	3	10	25
Nagaland	6	25	3	15	40
Orissa	17	232	10	50	350
Punjab	12	130	5	35	195
Rajasthan	19	356	15	55	535
Sikkim	2	14	3	5	20
Tamil Nadu	19	612	10	55	920
Tripura	2	28	3	5	40
Uttar Pradesh	35	720	15	105	1080
Uttaranchal	7	57	5	20	85
West Bengal	11	208	5	35	315
Delhi	10	65	5	30	100
Total	335	6309	206	1000	9498

*Above 30 police districts	15 Participants
Above 20 to 30 districts	10 Participants
10-20 districts	5 Participants
Below 10 districts	3 Participants

C. DETAILS OF THE FUND TO BE ALLOCATED FOR THE ESTABLISHMENT OF DISTRICT LEVEL AHTU COMPONENT

Sr. No	Items	Amount in Rs.	Source of funding	Grand Total for 335 AHTUs
1.	Capital Expenditure Items			
	<ul style="list-style-type: none"> • One Room Dormitory with toilets etc. • Furnishing of the AHTUs <ul style="list-style-type: none"> ○ 1 Office Tables 10 Chairs ○ One computer table ○ Almirah for books & records 	35,000	Building and civil infrastructure to be provided by State Government Police Modernization Scheme, GOI	
	Mobile phone instrument (2) @ Rs. 3000 per instrument	6000	Police Modernization Scheme, GOI	
	Digital Camera with memory stick for evidence collection & short video recordings	15,000	Police Modernization Scheme, GOI	
	One Vehicle (Driver and POL to be provided by the State Government) and one Motor Cycle	7,00,000	Police Modernization Scheme, GOI	
	Landline phone installation with broadband connection	2,000	Police Modernization Scheme, GOI	
	Desk-top Computer with latest configuration and accessories including internet connection	50,000	State Governments through CCTNS Project. To be spent out of CCTNS funds provided by GOI	
	Relevant legal & other Books	10,000	Police Training/ Capacity Building Scheme, GOI	
	Total (1)	8,18,000		27,40,30,000
2.	<p>Recurring Expenditure (other than the regular salary of the employees of State Government) for three years to be provided on annual basis.</p> <p>Police composition of AHTU</p> <ul style="list-style-type: none"> • One Inspector, • 2 Sub-Inspectors • 2 Head Constables • 4 Constables <p>One representative to be associated from State Department of</p> <ul style="list-style-type: none"> • MWCD/ • Health/ • Labour and Employment/ • Prosecution <p>whenever it is required.</p>		State Government to provide	
(i)	One Counseling expert . @8000 per month for 3 years	2,88,000	Government of India to consider providing funds	9,64,80,000

			only after the AHTU has been established by the State Government	
(ii)	Computer Stationery & other stationery @Rs. 1, 000/month for 3 years	36,000	To be spent out of CCTNS funds provided by GOI	1,20,60,000
(iii)	Victim Support fund and contingencies including food, clothes, medicines, psycho-legal support and welcome kit to victims and travelling expenses- lump sum (pre-rescue and rescue) @ Rs. 1 lac per year	3,00,000	Government of India to consider providing funds only after the AHTU has been established by the State Government	10,05,00,000
	Total (2)	6,24,000		20,90,40,000
	Total (1), and (2) above	14,42,000		48,30,70,000

D. Setting up the project Monitoring Unit (PMU) at MHA, Government of India

Sr. No	Items	Amount in Rs.	Source of funding	Total in Rs.
1.	Capital Expenditure Items			
	Furnished Office Space	To be identified by Administration Division		
	Digital still + movie Camera with memory stick for evidence collection & short video recordings with accessories	15,000	Police Modernization Scheme, GOI	15,000
	Landline phone installation with broadband connection Two cell phones, one with roaming facility and internet card.	20,000	Police Modernization Scheme, GOI	20,000
	Two Vehicles (Driver to be on contract)	14,00,000	Police Modernization Scheme, GOI	14,00,000
	Relevant legal & other Books & Misc items Journals	1,50,000	Police Training/ Capacity Building Scheme, GOI	1,50,000
	Two Desk-top Computer with latest configuration and accessories including internet connectivity Plasma Screen Display TV LCD Projector	1,00,000 50,000 35,000	To be provided by GOI out of CCTNS funds	1,85,000
	Subtotal (1)			17, 70,000
2.	Recurring Expenditure Items			
	Salary and allowances of <ul style="list-style-type: none"> • One D IG level police official/ DS Level in charge of the PMU • One Section Officer • One Assistant 	HM has already approved creation of these posts as a measure for strengthening MHA Anti	Regular budget of MHA	

	<ul style="list-style-type: none"> One Personal Assistant 	Trafficking Nodal Cell, but the staff is yet to be posted by administration		
	Hiring of the services of legal experts/ management consultants Other Experts as and when required lump sum for three years @ Rs. 1 lacs per month	10,00,000	MHA	10,00,000
	Support for associated NGOs -lump sum for three years @ Rs. 2,00,000 per year	6,00,000	MHA	6,00,000
	Monthly landline with internet broadband, Cable/ Dish TV and mobile phone bills of @ Rs. 15000/- p.m.	5,40,000	MHA	5,40,000
	Travelling expenses @ Rs. 2,00,000 per month	6,00,000	MHA	6,00,000
	Sub Total (2)			27,40,000
	Total (1) +(2)			45,10,000
	Web based portal on AHTU	25,000	To be provided by GOI out of CCTNS funds	25,000
	TOT Component	4,16,00,000	Police Training/ Capacity Building Scheme, GOI	4,16,00,000
	Total			6,07,92,900

E. SUMMARY OF TOTAL FUND REQUIREMENT FOR THE SCHEME

Sr. No.	Item	Proposed Outlay in Crore of Rs.
1	AHTU Component	48.31
2	TOT Component	4.16
3	Setting up and maintaining PMU in MHA	.45
4	Web Based Portal on AHT(Lump Sum)	0.025
5	Sub Total	52.92
	Monitoring, review, overheads and Evaluation @ 2% of the project cost	1.05
	Total	53.97