Reintegrating victims of human trafficking between legislation and application

Tamkeen for Legal Aid

Gift of the United States Government

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Introduction

Fourteen years after the promulgation of Jordan's Trafficking in Persons Law[1] (TIP Law) and despite concerted government efforts to combat Trafficking in Persons (TIP), there remain significant obstacles to effective prosecutions, as well as gaps in prevention and protection service delivery. This assessment, by Tamkeen for Legal Aid and Human Rights (Tamkeen), examines Jordan's legislative and policy framework, and practice, around the rehabilitation and reintegration of survivors of human trafficking. It also outlines the rehabilitation and reintegration framework in Tunisia, noting in particular the approach to child survivors.

Overall, Jordan has a strong legal framework on TIP which contains provisions that should guarantee survivors access to rehabilitation and reintegration services. The Government of Jordan's Dar Al-Karama Shelter in Amman offers survivors access to healthcare, psychological support, and recreational activities. The recently established Human Trafficking Victims Fund is an opportunity to ensure that survivors have access to the financial support they need to move forward with their lives and thrive.

However, this assessment does identify some gaps in Jordan's provision of rehabilitation and reintegration services and makes recommendations for how the rehabilitation and reintegration of survivors of TIP can be strengthened in Jordan.

1 Prevention of Human Trafficking Act No. 9 of 2009 as amended

Definitions

Rehabilitation

In 1969, the World Health Organization (WHO) defined rehabilitation as the joint and coordinated use of medical, social, educational, and professional measures to train and retrain an individual to the highest possible level of functional capacity.[2] Shortly after in 1981, the definition was amended to give less visibility to the social aspect, instead defining rehabilitation as a variety of "measures" aimed at "social integration" of the individual.[3]

According to a study by the Journal of Psychosocial Rehabilitation and Mental Health, rehabilitation is divided into four categories: health, education, income, and social empowerment.[4] Each of these approaches is related to an individual's ability for social reintegration without falling back into old patterns and habits, and include medical, educational, vocational, and social rehabilitation.

A comprehensive social rehabilitation program should include educational, medical, vocational, and psychosocial activities to promote the holistic well-being of a survivor and support their ability to become socially and economically fulfilled. A social rehabilitation program builds on the following elements:

1. Empowerment

Empowerment is defined as "the process in which individuals present and work to solve their own problems", encouraging the individual to build sustained capacity to deal with adversity and difficult living conditions.[5]

2. Participation

Participation refers to the act of being involved or taking part in something, such as an activity, event, or process. It implies active engagement, contribution, and collaboration in a particular endeavor or situation. Participation can take various forms, including social, emotional, and intellectual participation. In social engagement, an individual is made to feel part of a larger group, where their ideas are considered in decision making. Emotional participation refers to the process of making an individual feel valued. This can include showing empathy, compassion, enthusiasm, excitement, concern, or any other emotion that is appropriate to the situation. Finally, intellectual participation refers to "an

2 WHO, WHO Expert Committee on Medical Rehabilitation, Second Report, 1969, available online at https://apps.who.int/iris/bitstream/handle/10665/40738/WHO_TRS_419.pdf?sequence=1&isAllowed=y

3 WHO, Disability Prevention and Rehabilitation: Report of the WHO Expert Committee on Disability Prevention and Rehabilitation, 1981, available online at https://apps.who.int/iris/bitstream/handle/10665/40896/WHO_TRS_668.pdf?sequence=1&isAllowed=y

4 TBC

5 Ibid.

individual's sense of being seen, heard and understood in society."[6] It involves supporting a person to use their knowledge, skills, and abilities to contribute to a particular endeavor or situation.

3. Integration

Integration refers to an individual's ability to contribute to society through participation and membership, which may be achieved through employment or other constructive roles in society or a group.

Reintegration

While there is no universally agreed definition of the scope of 'reintegration' in the context of victims of crime, it can generally be defined as creating equal opportunities to strengthen social ties by participating in community activities, including those of a political and economic, social, and cultural nature. Reintegration supports an individual's inclusion back into a society and minimizes social isolation.

Social reintegration is a systematic process usually aimed at individuals who have been marginalized for some reason. The Return Migration and Development Platform of the European University Institute defines reintegration as "the process by which a return migrant participates in the social, cultural, economic, and political life of the country of origin".[7] Reintegration is observed in different levels, including the individual, family, economy, and societal levels. In its 2004 Guide to Repatriation and Reintegration Activities, the United Nations High Commission on Refugees (UNHCR) states that the "ultimate goal" of reintegration is the universal enjoyment of full political, civil, economic, social, and cultural rights.[8]

The reintegration of survivors of human trafficking aims to enable them to readjust and coexist with members of society after they may have lost confidence in themselves and others. The Government of Jordan's National Referral Mechanism (NRM) indicates that the aim of reintegration is to enable survivors to resume life as active members of society in all social, economic, civil, political, and cultural aspects, while building resilience to reduce the risk of them being re-exploited again as a victim of human trafficking.[9]

6 Ibid.
7 International Labor Organization, Effective Return and Reintegration of Migrant Workers, 2019, available online at https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---sro-bangkok/documents/publication/wcms_733917.pdf
8 UNHCR, Handbook for Repatriation and Reintegration Activities, 2004, available online at https://www.unhcr.org/media/29334
9 National Referral Mechanism and Standard Operating Procedures in Dealing with Cases of Human Trafficking.

Assessment Goals

This paper reviews Jordan's legal framework in relation to the rehabilitation and reintegration of survivors of trafficking, and the various mechanisms the Government of Jordan has adopted to respond to TIP. Looking in turn at the various forms of trafficking seen in Jordan, the paper then uses case studies to examine how the law is applied in practice and the consequences for survivors, both intended and unintended. The paper also highlights Tunisian law and policy in order to highlight practices that may be replicated with success in Jordan. Finally, the paper aims to make actionable recommendations that will strengthen the effectiveness of Jordan's rehabilitation and reintegration of survivors of trafficking.

This paper is aimed at a range of TIP stakeholders, including government, civil society, migrant worker groups, donors, and implementing partners, and is intended to inform lawmakers, policymakers, and the design of future TIP interventions.

Methodology

This assessment is based on desk-based research and is informed by Tamkeen's 16 years of experience combatting trafficking in Jordan, including extensive research, advocacy, and the provision of legal advice and representation to over 599 survivors of trafficking. This assessment employs an analytical descriptive approach to examine Jordan's obligations to supporting the reintegration of survivors of human trafficking under national and international law.

Legal Framework on Rehabilitation and Reintegration of Survivors of Trafficking

The following sections set out Jordan's obligations in relations to the rehabilitation and reintegration of survivors under international law and national law and policy.

International Legal Framework

Trafficking in persons is dealt with under various international legal instruments. What follows is an overview of the key legal instruments concerning TIP and States Parties obligations around rehabilitation and reintegration. International instruments have formed an integrated system that aims to prevent human trafficking and punish traffickers, which constitutes an explicit international commitment.

International Covenant on Civil and Political Rights

The International Covenant on Civil and Political Rights (ICCPR), to which Jordan is a signatory, obliges States Parties to take measures to prevent and protect individuals from any practice that may amount to slavery, servitude, or forced labor.[10] The ICCPR also places States Parties under an obligation to protect legal foreign residents from arbitrary deportation.[11] This is particularly relevant in Jordan, where a large proportion of victims of human trafficking are foreign workers.

International Covenant on Economic, Social and Cultural Rights

Jordan is also a signatory to the International Covenant on Economic, Social and Cultural Rights (ICESCR), which commits States Parties to the progressive realization of the rights to decent work, adequate food, clothing, housing, and education — all rights that must feature in any comprehensive rehabilitation and reintegration programme[12].

International Convention against Transnational Crime

Jordan acceded to the 2000 International Convention against Transnational Crime UNTOC) and the two protocols in 2009. UNTOC and its two protocols relating to the prevention and prohibition of human trafficking, especially women and children, and combating the smuggling of migrants by land, sea, and air, obliges State Parties to take appropriate measures within its means to provide assistance and protection to survivors of human trafficking crimes, especially in cases where they are threatened with reprisals or intimidation.[13] This includes access to compensation and restitution.[14]

10 Article 8, ICCPR, available online: https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-civil-and-political-rights.
11 Article 13, Ibid.
12 Articles 6, 7, 11 and 14 ICESCR, available online at https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-economic-social-and-cultural-rights
13 Article 25(1) UNTOC, available online: https://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf.
14 Article 25(2) Ibid.

UNTOC also obliges the State Party of which the survivor of trafficking is a national or has the right of permanent residence to facilitate and accept the return of that person without undue or unreasonable delay.[15] Any such return of a survivor should be done with due regard to their safety and the status of any legal proceedings and shall preferably be voluntary.[16] Where necessary and to facilitate return, the State Party of which the survivor is a national or permanent resident shall issue appropriate travel documents.[17]

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (the Palermo Protocol), which supplements UNTOC, affirms the obligation of States Parties to assist and protect by preserving the personal sanctity of victims of human trafficking, and implementing measures that allow the physical, psychological, and social recovery of survivors of trafficking.[18] The Palermo Protocol requires States Parties to consider the implementation of this provision in cooperation with non-government organizations and other relevant organizations, by providing adequate housing, counseling and information, especially on legal rights, in a language that a survivor of TIP can understand; medical, psychological and material assistance; and work, education and training opportunities (taking into account the age, gender and special needs of the survivor, and in particular the special needs of children).[19] Furthermore, each State Party must ensure that its domestic legal system contains measures that allow victims of trafficking the possibility of compensation for the damage suffered.[20] The Palermo Protocol also affirms that each State Party must adopt appropriate legislative or other measures that allow survivors of trafficking to remain within its territory, either temporarily or permanently.[21]

15 Article 8(1) Ibid.
16 Article 8(2) Ibid.
17 Article 8(4) Ibid.
18 Article 6, Palermo Protocol, available online: https://www.ohchr.org/en/instruments-mechanisms/instruments/protocol-prevent-suppress-and-punish-trafficking-persons.
19 Article 6(3) Ibid.
20 Article 6(6) Ibid.
21 Article 7 Ibid.

The Palermo Protocol reiterates the obligations under UNTOC regarding return of survivors. It obliges a State Party to support the repatriation of survivors of trafficking. The State Party of which the survivor of trafficking is a national, or in which he or she had the right of permanent residence at the time of his/her entry into the territory of the receiving State Party shall facilitate and accept the return of that person without undue or unreasonable delay.[22] As under UNTOC, when a State Party returns a survivor of trafficking, it must be done with due regard for their safety and for the status of any legal proceedings related to the person being a victim of human trafficking.[23] If one State Party asks another State Party for help to identify if a person who has been trafficked is a citizen or had permanent residence in their State Party when they entered the State Party where they are now, the second State Party must check and respond quickly.[24] The Protocol states that any return shall "preferably" be voluntary.[25] State Parties are also required to issue travel documents as may be necessary to enable survivors to re-enter its territory.[26]

Convention on the Rights of the Child

The Convention on the Rights of the Child (CRC) prohibits trafficking in children[27] and requires State Parties to take "all appropriate measures" to promote the physical and psychological recovery and social reintegration of a child survivor of trafficking.[28] The CRC also recognizes every child's right to education[29] and healthcare[30].

22 Article 8(1) Ibid.
23 Article 8(2) Ibid.
24 Article 8(3) Ibid.
25 Article 8(2) Ibid.
26 Article 8(4) Ibid.
27 Article 35, CRC.
28 Article 39, CRC.
29 Article 28, CRC.
30 Article 24, CRC.

National Legal and Policy Framework

Jordan's national legal framework criminalizes TIP and provides for rights around rehabilitation and reintegration for survivors. Since passing its first TIP law in 2009, Jordan has gone on to develop and adopt regulations and mechanisms to direct is counter trafficking response. The law, regulations, and mechanisms all set out obligations in relation to rehabilitation and reintegration of survivors. What follows is an overview of the main provisions in: the Prevention of Human Trafficking Act; the Fund for Assistance to Victims of Human Trafficking Regulation; the Shelters for Victims and Persons Affected by Human Trafficking Offences Regulation; the National Strategy and Action Plan to Prevent Human Trafficking; the National Referral Mechanism and Standard Operating Procedures; and an overview of the services available at the Dar Al-Karama Shelter in Amman.

Prevention of Human Trafficking Act

The TIP Law places an obligation on the competent authorities to, wherever possible, ensure the protection of a survivor. This obligation extends to both physical and mental wellbeing, with government required to create conditions conducive to ensuring a survivor's education and social wellbeing. The TIP Law states that the competent authorities shall, wherever possible, rehabilitate and reintegrate survivors of trafficking in a manner that respects their humanity, and shall facilitate their safe and expeditious return to their home country, taking into account the best interests of any children involved.[31]

The TIP Law provides potential victims of trafficking with certain protection rights. Wherever possible, the competent authorities should (1) ensure that a survivor of trafficking is protected from perpetrators at all stages of an investigation or trial; (2) provide temporary residence in Jordan until the investigation and trial has concluded; (3) ensure access to legal aid; (4) provide appropriate translation; (5) provide a legitimate means for obtaining fair compensation; (6) (to the extent possible under the law) ensure the confidentiality of a survivor; (7) provide suitable accommodation for a survivor and their family; (8) provide security protection to endure that a survivor is not affected "financially or morally"; and (8) enable communication between a survivor and their family or their embassy.[32]

The TIP Law establishes a National Committee for the Prevention of Human Trafficking (the Committee) led by the Secretary General of the Ministry of Justice.[33] The Committee is responsible for developing and implementing policy on the prevention of TIP; reviewing

31 Article 12, TIP Law.
32 Article 12, TIP Law.
33 The National Committee for the Prevention of Human Trafficking is led by the Secretary General of the Ministry of Justice and includes representatives from the Ministry of Interior, Ministry Labor, National Centre for Human Rights, Ministry of Foreign Affairs, Ministry of Social Development, Ministry of Industry and Trade, Ministry of Health, and the National Council for Family Affairs.

and making suggestions and recommendations on legislation; issuing national guidelines; raising awareness; and reviewing international, regional, and national reports on TIP and taking appropriate action. The Committee also has a role in rehabilitation and reintegration in that it is responsible for cooperating with all official and private entities to provide the necessary physical, psychological, and social recovery programs for survivors.[34] The Committee is empowered to establish or accredit one or more shelters for survivors and persons affected by trafficking offences (including, for example, children) and set out bylaws regulating entry to and exit from shelter and the physical, psychological, and social rehabilitation programs on offer.[35]

Fund for Assistance to Victims of Human Trafficking Regulation No. (6) of 2023

The Ministry of Justice established the Human Trafficking Victims Aid Fund pursuant to amendments to the TIP Law (the Fund).[36] The Fund for Assistance to Victims of Human Trafficking Regulation came into force on February 1, 2023 (the Fund Regulation). The Fund Regulation provides that the Fund shall be administered by a committee of five persons (the Victims Fund Committee): (1) a member of the Public Prosecutor's Office as designated by the Judicial Council; (2) the Director of the Directorate of Human Rights of the Ministry of Labor; (3) the Head of the Counter Trafficking Unit (that sits under the Public Security Department); (4) a competent official from the Ministry of Social Development (MOSD); and a competent official from the Ministry of Health.

The Victims Fund Committee makes decisions on the provision of assistance to survivors. It accepts donations, grants, and other assistance, approves disbursements, approves the annual budget, finalizes financial statements, and produces an annual report on the Fund's activities. The decisions of the Victims Fund Committee are made by majority. All money from a foreign source must first be approved by the Council of Ministers. The Fund is intended to support rehabilitation and reintegration, including: (1) the cost voluntary return of survivors to their home countries (or any other country of their choice that agrees to receive them); (2) urgent expenses incurred by the Counter Trafficking Unit; (3) interpretation and legal advice; (4) costs of the reintegration of survivors; and (5) any other necessary expenses approved by the Minister upon the recommendation of the Victims Fund Committee.

The reliance of the Fund on donations, grants, and aid will likely leave it under-resourced. In addition, the requirement that the Council of Ministers approve any foreign funding may

34 Article 5, TIP Law.

35 Regulation of Shelters for Victims and Those Affected by Human Trafficking Crimes 2012.

36 Article 14, TIP Law.

dissuade donors and lead to delays. The Victims Fund Committee's approval of any foreign funding should also be sufficient, particularly as it represents several different actors. This will speed up and simplify the process. The Fund should come from the State budget or from funds confiscated from perpetrators or fines imposed on them.

The Fund covers "legal advice" for the victim. While this is welcome, it would have been preferable to state explicitly that the Fund could cover legal advice and representation, ensuring that survivors have access to the service protection services they need to pursue accountability through the courts.[37]

Several questions about the Fund's operation remain. For example, how are expenses distributed in the event of multiple victims - what are the priorities for the payment of these expenses? Is the Victims Fund Committee's decision subject to objection or appeal? The answer to these and other questions will come once the Fund Regulation is fully implemented and the Fund starts being disbursed.

Shelters for Victims and Persons Affected by Human Trafficking Offences Regulation 2012

This regulation was promulgated under Article 7 of the TIP Law, which permits the Committee to establish or approve one or more homes to house survivors and those affected by human trafficking offences, provided that it determines the basis for entering and leaving the shelter, the physical, psychological and social recovery programs offered to its inmates and their management, and the conditions for its employees under a system issued for this purpose. The Dar Al-Karama Shelter was established in Amman by MOSD in 2015, and is the only shelter specialized to receive survivors of trafficking. It is set up to receive men and women, and has a capacity of 35 survivors at any one time. Children are also accepted at the shelter but without any specialized services available or provided. From 2015 to 2021, the Dar Al-Karama Shelter received 412 victims, including 52 men and 360 women. The total number of children, however, is unknown. Survivors arriving at the Shelter are introduced to the facilities, and have their rights and responsibilities explained.

The Dar Al-Karama Shelter aims to:

- Develop and implement treatment, prevention, and rehabilitation programs to assist, protect, support, and empower survivors of trafficking to reintegrate them into society.
- Provide information and data to support the development of policies and development plans related to combating trafficking in person.

37 The Ministry of Justice and the Jordanian Bar Association recently signed a memorandum of association (MOU) that will enable the provision of legal aid to survivors of trafficking – at the time of writing, this MOU had not been tested and it remains to be seen how it will be implemented.

- Train workers to deal appropriately and effectively with survivors of trafficking.
- Provide integrated services for the protection and care of survivors of trafficking.
- Strengthen partnerships and networking with relevant governmental and non-governmental institutions to consolidate efforts and organize joint national action against trafficking in persons.[38]

The Shelter provides protection services to support survivors' rehabilitation and reintegration, set out below.

Shelter and hosting services:

All survivors arriving at the Shelter are given a bag with basic necessities, such as toiletries, and clothes. They are provided food and drink during their stay and are supported to communicate with their family via a landline telephone.

Psychological support and counselling:

The Shelter provides survivors with psychological support and counselling. This is a space for survivors to express problems and troubles without fear, and is aimed at increasing self-acceptance. This might include assertive therapy, which aims to learn methods of modifying undesirable behavior, self-psychotherapy, which aims to increase self-sufficiency, or cognitive therapy, which aims to modify the way the person thinks and behaves.

Medical Services:

The Dar Al-Karama Shelter nurse opens a medical file for each survivor and provides primary health care. Where more involved medical intervention is required, survivors are transferred to a Ministry of Health hospital or health center. Survivors of TIP are exempted from expenses in accordance with an agreement between MOSD and the Ministry of Health. Some cases are also referred to the Jordanian Caritas Association.

Social services:

The Shelter supports the provision of social services by trained social workers. The intervention plan is developed jointly by the survivor and the social worker and is then implemented through individual and group sessions.

38 http://darkarama.gov.jo/Default/Ar.

Education and training programs:

The Shelter offers the following education and training programs: mosaics, handicrafts and accessories, cosmetics, cooking, soap and candle making, perfume, and computer training.

The Shelter Regulation forms a Shelter Committee, with a representative each from:

- the Ministry of Justice, Ministry of Interior, Ministry of Labor, Ministry of Health, Public Security Department and three representatives from institutions and associations nominated by the Minister of Social Development for a renewable period of two years. The Committee develops plans, programs and working methods in the Shelter; monitors and evaluates their implementation; conducts regular inspection visits to the house (or assigns the task to any relevant and appropriate entity). It seeks to secure the necessary financial and technical resources for the Shelter, and approves the Shelter's social, psychological, cultural, religious, counseling and rehabilitation programs.

Survivors of trafficking may stay in the Shelter for up to two months, unless that period is extended by the Minister of Social Development following recommendation by the Shelter Director.[39] A survivor's stay at the Shelter ends in the event that (1) it is proved they are not in fact a victim in accordance with the law; (2) their two month stay expires and no extension is approved; or (3) they wish to leave.[40]

The Shelter Regulation needs updating; it has not been amended since its adoption in 2012. The current two-month limit on the stay for survivors is not sufficient to support effective reintegration. And while the Shelter Regulation states that the Shelter Committee shall ensure that training, rehabilitation, physical and psychological recovery, education, healthcare, counselling, and legal assistance to assist survivors, these instructions have not yet been issued. The requirement for the Shelter Committee to ensure appropriate employment opportunities and entertainment for child survivors also appears to be unimplemented.

The Shelter needs to look for opportunities to empower survivors to live independently, either in Jordan or elsewhere. The Shelter offers an opportunity to foster skills in survivors that can be used to generate a viable and sustainable income. In accordance with TIP Law, this can be supported by other organizations in the community, including private sector. In December 2022, Tamkeen held an exhibition and approached MOSD to invite survivors to

39 Article 12, Shelter Regulation
40 Article 17, Shelter Regulation

attend and sell their products.41 The goal was not only to provide an opportunity for survivors to sell their products and make some money but also for them to mix with members of the wider community. However, MOSD refused to allow survivors to participate in the exhibition and sent a Dar Al-Karama staff member instead. Products were displayed only but MOSD would not give permission for them to be sold.

National Strategy and Action Plan to Prevent Human Trafficking in the Hashemite Kingdom of Jordan 2019-2022

The National Strategy and Action Plan for the Prevention of Human Trafficking 2019-202242 (the National Strategy) was prepared in response to Article 5 of the TIP Law, which assigns the National Committee for Combating Human Trafficking the responsibility for formulating national policies and proposing action plans for the implementation of activities and policies. The National Strategy aims to define a common vision and basis for responding to TIP and describes specific institutional responsibilities. In addition, it identifies concrete actions to reach the National Strategy's priorities.

The National Strategy is formulated for the four main pillars:

1. **Prevention**: Prevention refers to the steps and measures taken to address the causes of trafficking and address vulnerabilities that facilitate trafficking.
2. **Protection:** Protection refers to the services that are provided to survivors to support access to justice, rehabilitation, and reintegration.
3. **Prosecution**: Prosecution refers to the investigation, prosecution and conviction of perpetrators of TIP.
4. **Partnership and international cooperation:** This pillar is focused on strengthening coordination to further operationalize efforts to combat TIP locally, regionally and internationally.

The Protection pillar is the most closely related to the reintegration and rehabilitation of survivors. According to the National Strategy, the Protection pillar has three strategic goals:

1. to identify victims of human trafficking
2. to protect and rehabilitate victims of human trafficking
3. return, reintegration and socially integration. Each strategic goal has strategic objectives, sub-strategic objectives and expected results.

41 The Dar Al-Karama Shelter has a craft room in which survivors are able to do paper craft, sewing, jewelry making, etc.
42 The Government of Jordan is currently drafting the 2023-2026 strategy and accompanying action plan.

The second strategic goal, to protect and rehabilitate survivors of TIP, has one strategic objective: provide comprehensive and appropriate protection and assistance at all stages for survivors of TIP. The third strategic goal, to return, reintegrate and socially integrate survivors of TIP, has two strategic goals: (1) to ensure the physical and psychological recovery of survivors and those affected by human trafficking offences; and (2) ensure the safe voluntary return of survivors and those affected by human trafficking offences.

The table below lists the main activities included in the National Strategy that are related to reintegration and rehabilitation. Based on the available information, one activity is fully implemented and two are partially implemented. This may be due to the lack of funds allocated in the state budget and the lack of coordination between partners to implement the activities.

Activities	Responsible Entity	Timeline	Financial and human resources	Indicators	Status
Propose sustainable financial resources to support the establishment of a fund to compensate and support survivors	Technical Committee to Prevent Human trafficking	Third Year: Month 27	National Committee to Prevent Human Trafficking	Meeting minutes	Partially implemented. The Victims Fund Regulation stipulates that funding will come from grants and donations, which are not considered sustainable financial resources.

Develop specialized psychological counseling programs for trafficked children	MOSD	Third Year: Month 3	MOSD	Number of programs developed Number of consulted children	Not implemented
Organizing training courses to provide specialized counseling to trafficked children	MOSD	Third Year: Fifth Month	MOSD	Number of participants Number of training courses	Not implemented
Develop a specialized program for the reintegration of survivors and their inclusion the NRM	Technical Committee for the Prevention of Human Trafficking, International Organizations, and Civil Society Organizations	First Year: Third Month to ninth Month from the date of recognition	The Technical Committee for the Prevention of Human Trafficking, International Organizations, and Civil Society Organizations	Updating the NRM to include specialized programs for the reintegration of victims and affected persons	Not implemented
Provide legal, psychological, physical and health assistance to survivors from the moment they are identified and during the criminal process as a whole	Relevant Ministries, Civil Society Organizations, and Bar Associations	First Year	Relevant Ministries	Appointment of counselling lawyers and social workers	Implemented

Form a team of social workers to share experiences and best practices among them to improve their ability to assist survivors and those affected by human trafficking	MOSD	First Year	MOSD	Team formed	Not implemented
Ensure coordination between stakeholders to implement voluntary return procedures	Technical Committee for the Prevention of Human Trafficking in cooperation with International Organizations and Civil Society Organizations.	First Year: from the First Month to the Third Month from the date of recognition	Technical Committee for the Prevention of Human Trafficking in cooperation with International Organizations and Civil Society Organizations.	Number of parties in coordination	Partly implemented, and it is the decision of the Committee to exempt the survivor from fines, but there are still dimensions attached to the exemption from fines

Develop the reintegration and social integration programs within the National Referral Mechanism with a clear list of stakeholders and minimum standards to assist survivors and those affected	National Committee for the Prevention of Human Trafficking, Technical Committee, Ministry of Interior and Ministry of Labor	First Year: Fourth Month and Beyond	National Committee for the Prevention of Human Trafficking, Technical Committee, Ministry of Interior and Ministry of Labor	Proposal to develop to National Referral Mechanism	Not implemented
Prepare an evaluation and periodic reports voluntary returns and reintegration cases	Technical Committee for the Prevention of Human Trafficking and related organizations	Ongoing	Technical Committee for the Prevention of Human Trafficking and related organizations	Records of reports	Not implemented

National Referral Mechanism and Standard Operating Procedures for Dealing with Cases of Human Trafficking

In 2022, the National Committee led updates to Jordan's NRM. The NRM facilitates the coordination of government and non-governments stakeholders in the identification and protection of survivors of human trafficking. It has an important role in ensuring that survivors have access to appropriate rehabilitation and reintegration services. The NRM seeks to ensure that survivors and those affected by TIP have access to protection services, including shelter, healthcare, psychosocial support, and legal services. The NRM provides extensive guidance and case management and referral template forms/documents for TIP stakeholders, most importantly first responders such as police, social workers, medical staff, etc.

The NRM defines a victim of trafficking as any person who has been subjected to any form of TIP, and for whom a final decision has been issued by the competent court. This is where the problem arises – victims/survivors need access to services as soon as possible and cannot wait for a lengthy court process to become eligible. Sometimes court cases can take 2-3 years, or even more. Will aftercare and reintegration be provided to the survivor when they need it? It is crucial to define terms such as 'victim' or 'survivor' accurately and consider how the definition may impact the ability of an individual to access the services they need.

1. Jordan's NRM consists of five phases:
2. identifying victims and potential victims of trafficking
3. providing protection service
4. investigation and prosecution
5. voluntary return and repatriation

reintegration. Phases two, four, and five are particularly relevant to rehabilitation and reintegration of survivors.

In **phase two**, protection services are provided to survivors of trafficking. This includes shelter,[43] counselling, legal assistance, health, psychosocial support, rehabilitation, and training. Rehabilitation and training programs are organized by shelter staff and can take place either at the shelter, at a vocational training institute, civil society organization, or in another community-based organization.

Phase four is focused on supporting a survivor to return (voluntarily) to their country of origin. First, a case conference should take place, with the aim of developing a plan for the voluntary return of a survivor following a risk assessment. Whether the survivor wishes to return to their country of origin or a third country, the liaison officer at the shelter shall coordinate with the Counter Trafficking Unit, Ministry of Interior, and Ministry of Foreign Affairs to remove obstacles that may impede the voluntary return of the survivor. This might include the need for a worker to give notice of their intention to leave work , visa overstay fines, or lack of travel or identity documents.

43 NRM includes two shelter options: (1) the government-run Dar Karama Shelter; and (2) the Jordanian Women's Union Shelter.

The NRM also requires that the liaison officer should: coordinate with the competent authority to buy travel tickets, coordinate with the Ministry of Health if a survivor's poor health necessitates a travel companion, and coordinate with the Ministry of Foreign Affairs to arrange for the survivor to be received in the country of return, if necessary. If the survivor is a refugee, this may make any outreach to their embassy unsafe, in which case the shelter liaison officer will coordinate with the UNHCR to obtain the necessary travel documents for the survivor. The NRM also states that the liaison officer will work with the Ministry of Justice to facilitate a survivors' access to rehabilitation, recovery, and reintegration programs in their country of origin through international organizations such as the International Organization for Migration.

Phase five aims to enable a survivor to resume their life as an active member of all social, economic, civil, political, and cultural aspects of society, and to build resilience to minimize the risk of retrafficking. The first step in phase five is a case conference to develop a community reintegration plan. If the survivor is a Jordanian national, the team participating in the case conference should coordinate with the Technical Committee for Combating Human Trafficking to arrange healthcare, education, vocational training, and advance on setting up a small business.

If the survivor is a foreign national and wishes the remain in Jordan, they should have the opportunity to look for work and be provided with legal advice on immigration and residency law. The Chief of the Labor Inspectorate should then coordinate with the Counter Trafficking Unit to verify that they survivor has obtained a work permit and is able to lawfully remain in country. In practice, if a survivor wants to stay in Jordan and work, they are required to pay any overstay fines retroactively as the waiver of fines is attached to deportation only.

If the survivor is a foreign national and wishes to return to return to their country of origin or a third country, a request is submitted by the Counter Trafficking Unit to be exempted from residency overstay fines by the Directorate of Residence and Borders. If the exemption is granted, it will be accompanied by a deportation order with an entry ban for a period of 5 years. In practice, a survivor must buy their ticket to return, in unless civil society organizations have received funding. As above, the liaison officer at the Ministry of Justice shall coordinate with international organizations such as the International Organization for Migration or UNHCR to support the continuation of rehabilitation, recovery, and reintegration programs in their home or third country.

The NRM includes many case management and referral templates/documents. In Tamkeen's experience, very few of these forms are actually used or filled out. To encourage

stakeholders to document cases, it would be more efficient and easier to manage if these forms were consolidated into one document. Case documentation is important for various reasons, including ensuring that rehabilitation and reintegration services are well planned and organized. They enable us to gather important information about survivors and their needs which can be used as an evidence base to inform policy and programming.

The NRM requires that a survivor is supported to return to their country of origin, travel to a third country, or resettle in Jordan. In practice, resettlement in Jordan is not an option that is available to the survivors. There is no coordination with vocational training institutions, nor coordination with the Civil Service Bureau, and there are no financial sources to support the survivor for setting up a small business.

Rehabilitation and Reintegration in Practice: Case Studies from Jordan

This section looks in turn at the different forms of trafficking in Jordan: forced labor, trafficking for sexual exploitation, organized begging, and trafficking for the removal of organs. Case studies help to highlight how survivors in Jordan experience rehabilitation and reintegration.

Forced Labor

The majority of trafficking survivors identified in Jordan are exploited through forced labor. Most of them are migrant workers, specifically domestic workers. According to the latest statistics issued by the Counter Human Trafficking Unit,[44] 17 out of 36 cases concerned domestic workers. Of those 17 cases, 31 survivors of trafficking were identified.

Forced Labor Case Study: Anna

Anna is a Filipina domestic worker who arrived in Jordan in 2006 for work. She worked 16 hours a day for nine years without receiving any wages. Anna was beaten by her employer and subjected to degrading treatment. Her employer failed to obtain Anna's work permit, resulting in her living and working in Jordan illegally.

Anna visited Tamkeen for advice and was referred to the Counter Trafficking Unit. The case was transferred to the public prosecutor and the employer was eventually charged with trafficking under the TIP Law.

Anna came to Jordan to earn money to send back to her family in the Philippines. She wanted to remain in Jordan during the investigation and prosecution (and after) to earn money to send back home; she found a job while staying at the Dar Al-Karama Shelter. However, because Anna's employers failed to obtain a work or residency permit, she had been accruing overstay fines every day for nine years. As she was not yet officially designated by a court as a 'victim of trafficking', Anna was liable to pay the fines and needed to do so before she could regularize her immigration status. She did not have the money to pay the fines and was therefore forced to return to the Philippines before the end of the trial. She left in 2017 and as her departure was considered 'voluntary', the fines were waived. She left via a deportation order with a ban from returning for a period of five years.

While the TIP Law states that, wherever possible, the competent authorities shall ensure a survivor has the right to temporary residence during an investigation and prosecution, at the time of writing, no such temporary residence permits have been granted.

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If the survivor wants to stay in Jordan and work during the investigation or any trial, they are liable for any overstay fines that may have accrued. Without paying off the fines, the survivor will be in the country illegally. This can effectively act as a barrier to anyone wanting to stay. In addition, if the survivor's contract has not expired and therefore remains valid, they must obtain a clearance and release from their former employer, who may also be their trafficker. Tamkeen successfully applied to the Ministry of Labor to exempt three Egyptian survivors from the discharge and release from the employer. Approval was obtained from the Ministry of Labor and this approval is now considered an administrative precedent.

Sexual exploitation

In 2022, Jordan recorded six cases of sexual exploitation through trafficking with a total of eight survivors, including two girl children.[45]

Survivors of sexual exploitation are among the most difficult cases to rehabilitate and reintegrate into society. They face stigma and can be ostracized by society, family, and friends. There are very limited employment opportunities for survivors of sex trafficking, meaning that it is difficult for them to live independently, outside a shelter.

Sex Trafficking Case Study: Dina

Dina was a Jordanian child living with her family. Dina's father was cruel; he did not allow her to attend school and she was instead forced to work as a seamstress. Returning from work one day, she met a young man, Khaled. Khaled promised to marry Dina and end the struggles with her family. After being physically assaulted by her father one day, Dina left the family home and went to Khaled's home. Khaled kept Dina locked in his house for three months, during which time he repeatedly raped her. Dina couldn't communicate with the outside world and tried to die by suicide several times. Meanwhile, Dina's family reported her missing. The police found Dina and she was placed in administrative detention in Juweida Women's Prison.

After being released from administrative detention, Dina returned to her family home. Soon after, Dina's father started to beat her again and refused to allow her out. She waited for an opportunity and fled the home, going to the home of a woman who had been introduced to her by Khaled. This woman used threats to force Dina into commercial sex work. One day, while Dina was being taken to a man with whom she would be forced to have sex, she noticed police officers and called for their help. The police officers referred her

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to the Counter Trafficking Unit. The Public Prosecutor decided to consider Khaled an accused with rape and the woman with trafficking in persons. Dina was referred to Dar Al-Karama Shelter, a shelter for survivors of trafficking. Dina was pregnant. As such, a tribal leader from her community decided she needed to marry the Khaled.[46] Shortly after their marriage, Dina started to manage a brothel.

Dina was not reintegrated into society but required to marry her abuser. It is possible, based on the facts, that he continued to sexually exploit the girl after their marriage. She also, perhaps forcibly, engaged in the exploitation of other women and girls through the running of a brothel.

There are likely several reasons why Dina was not successfully reintegrated into society, notably the inadequate duration of the rehabilitation period and her marriage to her rapist. Rehabilitation and reintegration services must be tailored to each individual and based on what is in their best interests.

Sex Trafficking Case Study: Two Sisters

Two sisters, 14 and 17 years old, were trafficked for sexual exploitation by their mother who brought men into their home and forced them to have sex in exchange for money. One of the two girls told her school counselor who informed the Family Protection Department. The mother was eventually prosecuted.

The sisters stayed at the Dar Al Karama Shelter for four months, during which time an attempt was made to return them to school. As there are no specialized children's shelters, it was necessary to find alternative long-term accommodation for the girls. Authorities searched for, and eventually found, the girls' father. The children were handed over to the father who was thought to be the only option in the longer term. The girls are now monitored by female counselors in their home.

Child survivors of sex trafficking are, by definition, some of the most vulnerable survivors. This is exacerbated by the lack of shelter services and rehabilitation and reintegration programs specialized to receive and support children. The lack of specialized shelter for child victims of trafficking and the fact that survivors cannot stay at the Dar Al Karam Shelter longer term, led to the sisters being placed with their estranged father. Such placements should always be driven by what is in the best interests of the child and not simply on the fact that it is the only available option.

46 At the time of this case, Article 308 Penal Code absolved a perpetrator of rape from punishment if he married his victim for a period of at least five years. This article was repealed in 2017.

Organized Begging

One case of child trafficking through organized begging was registered in 2022. As there are no specialized shelter services for child survivors of trafficking, the child in this case was sheltered at a juvenile detention facility in Madaba commonly used to house children found begging. Housing survivors in a detention facility does not offer the best opportunity for rehabilitation and reintegration in that it lacks any specialized protection services for survivors of trafficking.

Supporting the rehabilitation and reintegration of children exploited through organized begging is particularly challenging as most come from families who are all begging. The cases are complex, with children potentially being exploited by immediate or close family members, among others.

Trafficking for the Purpose of Organ Removal

Ten cases of trafficking for the purpose of organ removal were registered in 2022. The cases concerned 12 victims, all Jordanian nationals. In general, traffickers for the purpose of organ removal target individuals with precarious financial situations. Most of the survivors refuse to go to any shelter and ask to return to their homes. This can be problematic when there is a threat to the life of the individual, as can be the case in trafficking for the purpose of organ removal. There are also cases where survivors later become brokers, engaging in trafficking for the purpose of kidney removal.

Trafficking for the Purpose of Organ Removal Case Study: Mahmoud

Mahmoud learned that there are people selling their organs in Turkey through social media. Two weeks later, he received a call from a person named Samir, who was located outside Jordan, asking him about his desire to donate his kidney. A week later, the same person contacted him again, informing him that there was a potential recipient in need of a kidney. Medical tests were conducted, but the results showed a lack of compatibility.

Later, a woman contacted Mahmoud, expressing her need for a kidney and explaining that the operation would take place in Turkey. She provided him with another phone number to call, which led him to a medical laboratory. Two days later, he received a call from the person he had contacted earlier, who then took him to a doctor in Turkey. The doctor informed him that the results were not a match and that he would have to wait for another opportunity.

After several weeks, a lady contacted Mahmoud and asked if he still wanted to sell his kidney. She mentioned that she needed a kidney and informed him about a private doctor who would perform the operation in Turkey. Travel arrangements were made, and both Mahmoud and the lady traveled to Turkey. Upon arrival, the procedure was explained, and Mahmoud was taught how to respond to questions from the committee. He was admitted to the hospital, which was located near the hotel.

Two weeks after returning to Jordan, Mahmoud received a call from a police lieutenant, notifying him that a complaint had been filed against him at the Abu Nseir security center in the capital, Amman. He went to the center and was subsequently arrested and taken to the Anti-Human Trafficking Unit, where his statements were recorded.

As a result, 12 individuals were referred to the Public Prosecutor for investigation into crimes related to the violation of the Prevention of Human Trafficking Law and the Law on the Use of Body Organs. Mahmoud, being both a victim and an offender, was transferred to the Dar Al Karama shelter. It was discovered that his involvement in such acts was driven by various factors, including poverty, lack of decent job opportunities, and the psychological and social repercussions these factors had on him and his family members.

One victim mentioned being willing to do any work, regardless of circumstances or consequences, in order to earn a wage. His desperate financial situation, as the sole provider for his wife and children, pushed him to consider selling more organs, as his children were starving, and he couldn't afford the rent for their home. The limits of his desperation went beyond his living conditions, extending to the willingness to sell another part of his body in exchange for money.

Trafficking for the Purpose of Organ Removal Case Study: Ali

Ali was two months old when he was kidnapped by his father and taken to Egypt. He father remarried and returned to Jordan, leaving Ali with a stepmother. At age 8, Ali's father and stepmother divorced, and she remarried, kicking Ali onto the streets.

Ali lacked identification papers; he lived on the street and worked in exchange for food. At 19 years old, he was detained by the police who moved to deport him to Jordan. Through his stepmother, he was able to contact his father, who encouraged him to return to Jordan. A donor bought Ali a ticket and he returned to Jordan. He moved in with his father, his second stepmother, and their children. His father helped him to find work as a mechanic, but he confiscated Ali's wages. Eventually, the father suggested that he help Ali to apply for asylum in Canada. First, he helped Ali to get a Jordanian passport. Then, he told Ali that he must fly

to Turkey where someone would pay him USD15,000 in exchange for one of his kidneys. Ali was convinced to travel to Turkey as he wanted to alleviate his family's poverty; he didn't want his younger brothers to go through the same experiences as him.

Ali travelled to Turkey where he was met by brokers who helped him prepare for the hospital panel interview before his surgery was approved. A translator arrived to help and showed Ali the paperwork agreed by his father, showing that he was agreeing to sell multiple organs. Ali became afraid and he couldn't answer the panel's questions – they refused to perform the operation. When his father found out, he was furious and told him that when he returned to Jordan, he would take him to Egypt where the operation would be performed. Ali was met at the airport in Jordan by member of the Counter Trafficking Unit.

Ali was referred to the Dar Al-Karama Shelter where he stayed for about two months and was provided psychological support and legal assistance. His father was eventually arrested, by which time Ali asked to leave the shelter to find work. The Shelter team collected donations and rented a house for him for 3 months. One member of the Shelter team sympathized with Ali and made a personal donation and helped him to find work.

Ali is illiterate and needs significant support to live and thrive in his community. The Dar Al-Karama staff continue to follow up and offer him support.

This case demonstrates that it is possible to provide survivors they need to reintegrate – to live independently and access the job market. In this case, Ali was supported by Shelter staff making personal donations and while this is admirable, it is not sustainable. This level of service should be available consistently for all survivors.

Tunisia: Comparative Practice on Rehabilitation and Reintegration

In 2021, the Government of Tunisia issued the Guidelines to Accompanying Victims of Trafficking in Persons towards Inclusion or Reintegration in Tunisia. The Guidelines are directed at authorities responsible for providing support to survivors of trafficking, including children and migrant workers. They aim to define the rights of survivors and services available to them, as well as setting out a clear path for service provision.

The Guidelines set out the various ways in which service providers can support family reintegration, given that the family environment remains in most cases a source of security and safety. They also highlight alternative (non-family) environments that might in some circumstances be more suitable for survivors, for example accommodation provided by associations and non-government organizations. The Guidelines address the reintegration or voluntary return of foreign survivors, including how to support the reintegration of foreign survivors into their country of origin.

Importantly, the Guidelines include a mechanism for child survivors' reintegration, particularly in relation to family reintegration and education. Children exploited by trafficking may be compelled to drop out of school, either by family or traffickers, and they may not be registered at all in the school. The Guidelines set how to support children to (re)integrate into formal education – noting that decisions around a child's return to primary school should be made collaboratively by the competent child protection delegate, the National Authority for Combating Trafficking in Persons and the Regional Delegates for Education.

The Guidelines set out alternative pathways to support a child survivor reintegrate into a family unit. The first option is reintegration with the parents. This may be the best option for a child where their family or home life is safe. However, there are times when it is not in a child's best interests to be with their parents. In these cases, authorities should explore options with the extended family, which includes first-degree relatives such as grandparents, brothers, aunts, uncles or aunts. The third option is placing the child in a foster family. The process of sheltering children in receiving families is supervised by the child protection representative and the family judge, with follow-up from the National Institute for Child Welfare, as the general guardian of threatened children and those who lack family support.[47]

The table below summarizes the different integration models set out in the Guidelines and the different options available to judges and child protection delegates.

47 ibid

<table>
<tr><th>Integration Model</th><th colspan="3">Relevant structures, procedures and measures taken for the benefit of survivors</th></tr>
<tr><td></td><td>By the Family Judge</td><td colspan="2">By Child Protection Delegate</td></tr>
<tr><td>Family Integration</td><td rowspan="2">Keeping the child with his or her family.
Keeping the child with his or her family and mandate the Child Protection Delegate to follow up with them and assist/guide the family.
Place the child under medical and psychological observation.</td><td>Agreement measures</td><td>Urgent measures</td></tr>
<tr><td>Integration with parents: father or mother, or both</td><td>Keeping the child with their family with the obligation that one of the parents take the necessary measures to remove the danger threatening the child, within specific deadlines and subject to periodic supervision by the Child Protection Delegate
Keeping the child with their family, organize appropriate social intervention methods and provide the necessary social services and assistance for the child and their family
Keeping the child with his or her family while taking the necessary precautions to prevent all contact between the child and those looking to exploit them</td><td>Sheltering him or her in a children's social welfare institution
Sheltering him or her in a hospital</td></tr>
<tr><td>Integration with extended family, e.g., grandparents, adult siblings, uncles, or aunts</td><td colspan="3">1. Organize appropriate social intervention methods and provide the necessary social services and assistance for the child and their family.
2. Periodic supervision by the Child Protection Delegate.
3. Place the child under medical and psychological observation.</td></tr>
</table>

Integration with a foster family dealing with State Institutions, especially the National Institute for Child Welfare of the Ministry of Social Affairs	//***//
Integration into an alternative environment	Placement in a rehabilitation institution, reception center, hospital institution or appropriate social or educational institution. Placement under the sponsorship system or with a competent social or educational institution. Placement at a training or education center. Removing child from danger and placing him in a safe place (including by force).

Child survivors of trafficking are also offered the opportunity to take part in vocational training. Trainees are provided specialized supervision in a structured program. This experience can be empowering and supports development, economic independence, dignity, and safety.

The Second Chance Center for Guidance and Reintegration is another option or child survivors of trafficking Tunisia. These Centers are for children aged 12 to 18 who have left school early. It gives them an opportunity to complete their studies and access vocational training. Run by the Ministry of Education, the Centers enable children to prepare to enter and integrate into the labor market.

Outcomes

1. The TIP Law provides for the coordination of government and non-government entities that are specialized in TIP response to support rehabilitation and reintegration through access to healthcare, psychosocial support, and education, in a way that respects and preserves the survivor's humanity and facilitates safe and expeditious repatriation.

2. The Victims' Fund is a mechanism through which survivors should, in theory, be able to access rehabilitation and reintegration services and support.

3. The lack of sustainable financial resources is a clear weakness in the reintegration of human trafficking survivors and is a barrier to full implementation of the TIP Law. This extends to a lack of financial sources to book tickets to secure voluntary return.

4. Existing reintegration programs are not designed to take into account a survivor's age, gender, or type of exploitation they have faced.

5. There is no specialized shelter for child survivors. In a recent case, a child victim of trafficking was referred to the beggars' shelter. In addition, there are currently no specialized rehabilitation or reintegration programs for child survivors of trafficking.

6. If the victim is a migrant worker and the victim wishes to stay in Jordan, s/he is required to pay overstay fines and to pay work permit fees retroactively, as the exemption from the overstay fines is only attached to the deportation.

7. If a survivor is a migrant worker whose contract has not expired, s/he must obtain a clearance and party's eviction from their employer (i.e. approval to leave their employ), even if that employer was the trafficker or otherwise involved in the exploitation. Tamkeen set a precedent by obtaining approval of the Ministry of Labor to grant three workers a clearance and a party's eviction without reference to the employer.

8. The reintegration programs available in Dar-Al Karama are limited to mosaics, cooking, beadwork, candles, perfume making, drawing, and sewing. These programs do not reflect modern interests and will not enable a survivor to set up any project for subsequent self-reliance, nor have these programs taken into account the survivor's personal characteristics (i.e., nationality or age) or interests.

9. There are no employment opportunities offered to survivors. There is currently no mechanism for this, nor is there coordination with the Civil Service Commission as states in the NRM. There is no coordination with vocational training institutions to better under their programs and make them available to survivors.

10. Survivors do receive any support to set up small business; they must rely on themselves.

11. Survivors are not offered the option of resettlement as stated in the NRM.

12. Only two of the nine reintegration activities National Strategy have been fully implemented.

13. Refusing the participation of the victims in exhibitions and events and preventing the sale of products that may bring financial returns to the victims.

Recommendations

1. A permanent and sustainable source of funding for the Victims' Fund must be provided.
2. Identify new activities to incorporate into existing rehabilitation programs. These should reflect modern interests and be designed to offer a pathway to employment in Jordan or in a person's home country. These might include courses on air conditioning and refrigeration repair, or training in mechanics, carpentry, hairdressing, and nails. Where appropriate, this should be accompanied by financial support to establish a small business.
3. Adopt a resolution that will ensure survivors who wish to remain in Jordan will have all overstay and work permit fines waived.
4. In line with Tamkeen's recent precedent-setting case (see pages 19 and 26), the Ministry of Labor should ensure that where an individual is found to be a victim of trafficking but remains under contract with their former employer (i.e. the contract term has not expired), the requirement for that survivor to obtain a discharge of responsibility should be waived.
5. Provide reintegration programs that reflect a survivor's age. For example, children should have access to specialized programs, such as music, swimming, or recreational games.
6. Establish a specialized shelter to receive and provide for children, including meeting all psycho-social support and education needs.
7. Coordinate with existing vocational training institutions to learn more about their training programs and identify opportunities to connect survivors for training.
8. Coordinate with the private sector and civil society organizations to create jobs or support survivors to establish small businesses.
9. Provide resettlement assistance to survivors of trafficking.
10. Fully implement the TIP Law and all activities of the National Strategy and Action Plan for the Prevention of Human Trafficking in the Hashemite Kingdom of Jordan 2019-2022 (and/or the new strategy due to be published in 2023).
11. Provide opportunities for survivors to participate in exhibitions and conferences as a form of social integration, as well as income generation.

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