



# Report: Secondary Data Analysis on Trafficking of Women and Children in Assam



অসম চৰকাৰ  
Government of Assam

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### Photographs from UNICEF

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Guwahati, Assam, India

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## List of Acronyms:

AHTU	Anti-Human Trafficking Unit
ASCPCR	Assam State Commission for the Protection of Child Rights
ASCW	Assam State Commission for Women
CID	Crime Investigation Department
CSO	Civil Society Organisation
CWC	Child Welfare Committee
DCLTF	District Child Labour Task Force
DoLE	Department of Labour and Employment
DSW	Department of Social Welfare
GRP	Government Railway Police
MIS	Management Information System
NCLP	National Child Labour Programme
NGO	Non-Governmental Organisation
SCPS	State Child Protection Society



DILIP BORTHAKUR, IAS

Director



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## Foreword

The organized Crime: Trafficking of persons constitutes the third largest global organized crime of the world. Assam and other North Eastern States has become the hub of trafficking to other parts of the country. Frequent ethnic clash, flood resulting in displacement of families and unemployment has stood as a threat to poor people of the State being trafficked. Moreover, Assam is sharing borders with other countries that pulls Traffickers to sneak into the State during its vulnerable situation.

Every year, a number of women and children are missing from the State and we are not aware of such numbers. In this case the State is lacking in composite quantitative data or evidence to understand the trend of trafficking. Moreover, data of trafficking are scattered among various agencies like Department of Labour and Employment (DLE), Crime Investigation Department (CID), Child Welfare Committee (CWC) and Civil Society Organizations (CSOs).

Department of Social Welfare, Assam has thought of taking a specific targeted intervention on the base of evidence to combat this social menace by taking this novel initiative of doing Secondary analysis of data of trafficking available with a range of stake holders by collating all data sets available with them.

I am thankful to Department of Labour and Employment and Crime Investigation Department for helping us in completing the study. A special thanks to UNICEF, Assam for making it possible to carry out the analysis and providing all necessary technical support to complete the Study.

  
(Dilip Borthakur, IAS)

Director, Social Welfare, Assam



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## Foreword

It is a matter of great satisfaction that the department of Social Welfare, Government of Assam and the State Child Protection Society, Assam, in collaboration with UNICEF have completed a detailed scientific secondary data analysis on trafficking in women and children, from and in Assam.

It is a matter of great privilege for CID, Assam to have been able to support this initiative in a small but significant way. Despite certain limitations inherent in secondary data analysis, I am sure, the exercise and findings thereof, will go a long way in helping all the stakeholders including Assam Police to effectively curb the serious and organised crime of human trafficking. It need not be over emphasized that women and children are the major victims of this offence.

I, hereby, convey my gratitude to all the departments, officials, NGOs, UNICEF and other civic bodies, who have played a role in this exercise, which is the first of its kind in the State, focussing on the serious problem of human trafficking.

(Shri Mukesh Sahay, IPS)



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## Foreword

The lack of quantitative database and information relating to the nature and volume of the problem of human trafficking particularly trends of Child and Women trafficking in Assam is indeed a hurdle for which the concerned government departments very often fail to visualize the problem in right perspective and determine appropriate course of action in discharge of their mandated statutory obligation. The laudable venture of the State Child Protection Society in collaboration with the Unicef to collect, collate and analyze the secondary data on trafficking in women and children shall make a significant contribution in addressing the issue of child labour in a more realistic manner. The State enforcement officials of the Labour Department would be highly benefited with dissemination of information following printing of this Data Analysis report.

I take this opportunity to extend my sincere thanks and congratulate all those persons directly and indirectly involved in bringing out this report more particularly Smti. Paramita Banerjee and Shri Vedprakash Gautam whose relentless hard work played a pivotal role in accomplishing the whole process in a scientific and professional manner within a short span of time.

Wish you all the best.

  
(Sri Chohan Doley, IAS)



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## **FOREWORD**

Dr. Tushar Rane  
Chief, Assam Field Office

Trafficking in women and children is the most unacceptable violation of human rights. Perhaps not many crimes are as ghastly as trading in human misery.

The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, known as the Palermo Protocol, was adopted by the UN General Assembly and entered into force on 25 December 2003. It is the first global legally binding instrument with an agreed definition on trafficking in persons. The Protocol defines 'trafficking in persons' as "the recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other forms of coercion; it uses terms such as abduction, fraud, deception, abuse of power or position of vulnerability, and also covers the giving or receiving of payments or benefits to achieve the consent of a person, having control over another person, for the purpose of exploitation".

Articles 32, 34, 35 of the UN Convention on the Rights of the Child, 1989 relate specifically to the child's right to be protected from economic exploitation and from hazardous work, to be protected from the illicit use and production of drugs, and to be protected from sexual abuse and exploitation. It is important to note the general principles set out in Articles 2 (non-discrimination), 3 (primacy of the best interests of the child), 6 (right to life and survival) and 12 (right to express views). Two Optional Protocols to the CRC on the Sale of Children, Child Prostitution and Child Pornography and on the Use of Children in Armed Conflict also have relevance to child trafficking.

This initiative of conducting a secondary data analysis on trafficking in women and children in Assam is a novel and first step of its kind towards addressing the issue in the state in a more informed and holistic manner by all concerned stakeholders. I would like to share our compliments to the Department of Social Welfare, Government of Assam and specially, to the State Child Protection Society, Assam that works under its aegis, to have steered and anchored this process. The work

would not have been half the quality and rigour that it has proved to be, without the coming together of two other crucial partners in this fight against child and women trafficking in Assam, namely the Office of the Additional Director General of Police (CID), Assam Police and the Office of the Labour Commissioner, Government of Assam. I could not overemphasize the necessity and the present example established herein of inter-departmental and inter-stakeholder convergence among all concerned duty bearers in the state by undertaking and completing this secondary data analysis on trafficking in Assam.

Last but not the least, I would like to put on record the contribution of my predecessor Ms. Jeroo Master, during whose tenure as Chief of Field Office, UNICEF Assam, this initiative was undertaken, and to my colleague Mr. Vedprakash Gautam, Child Protection Specialist, for his ideation and strategic work towards this end.

I sincerely hope that this report will be helpful for all concerned stakeholders to come together and undertake evidence-based and doable actions to address trafficking in women and children from and in Assam.

*Tushar Rane*  
Dr. Tushar Rane  
Chief, Assam Field Office

Guwahati  
February 2014

## PREFACE

A child means every human being below the age of 18 years. The Integrated Child Protection Scheme (ICPS) perhaps for the first time in India puts forth a holistic definition of "Child Protection" as a social development issue. As defined in ICPS, Child Protection is about protecting children from or against any perceived or real danger or risk to their life, their personhood and childhood. It is about reducing their vulnerability to any kind of harm and protecting them in harmful situations. It is about ensuring that no child falls out of the social security and safety net and, those who do, receive necessary care, protection and support so as to bring them back into the safety net.

The State Child Protection Society, Assam works under the aegis of the Department of Social Welfare, Government of Assam and has been instrumental in building and strengthening the evidence base for child protection programming in the state. UNICEF as the nodal UN agency mandated to work for the rights of children is a key development partner of the Government of Assam in strengthening various programmes concerning protection of children in Assam.

It is in July 2013 that the Department of Social Welfare, Government of Assam, in collaboration with the Office of the Labour Commissioner, Government of Assam and Crime Investigation Department (CID), Assam Police with technical support from UNICEF, Assam Field Office had embarked on a time-bound activity relating to secondary data analysis on cases of trafficking in women and children from and within Assam covering the period January 2011 to July 2013.

The need for secondary data analysis on the situation of trafficking in Assam stems from the fact that there is a lack of a composite quantitative database on trafficking in women and children in Assam. The data is randomly available with various agencies, such as: CID (Assam Police), Department of Social Welfare and Child Welfare Committees in the districts, Department of Labour as well as with various District Child Labour Task Forces, statutory agencies such as the Assam State Commission for Women (ASCW) and the Assam State Commission for Protection of Child Rights (ASPCR) and various NGOs and civil society agencies working in the field.

This initiative was to collate various secondary data-sets available with a range of stakeholders in the State, in order to understand the phenomenon and trends of human/child trafficking from and within Assam, and initiate specific targeted interventions based on this 'evidence'. The availability of such 'hard' data is expected to help in dispelling various anecdotal assumptions (and subsequent interpretations) about the magnitude and scale of the problem in Assam, and help both the state as well as non-governmental agencies to address the issue in a more realistic and informed manner.

This secondary data analysis report, hopefully, will be helpful to various agencies and duty bearers, both in the Government, UN or Civil Society agencies to understand the key trend of trafficking in women and children in the context of Assam and come up with informed, stronger and doable strategies and actions to address one of the critical issues of child protection concern in the state, that of Human Trafficking.

## FROM THE TECHNICAL CONSULTANT

'Numbers do not lie' – or so we would like to believe. As it happens, though, numbers are a human invention and they say exactly what we want them to say. Two plus two is four rather than five because we have decided so. However, once created, these symbols called numbers have been given such a degree of sanctity and purity that they do, indeed, seem to have a life of their own where they depict evidence – the ultimate truth, rather than just being symbols to express certain truths of life.

This inviolability of numbers is encountered on a regular basis in any attempt at programming in the social development sector. One has to base one's designs on the evidence of numbers, rather than the experiences of everyday living, which are dismissed as merely anecdotal. It is a pity in many ways, for much of human life is grey and therefore defies being captured in numbers. The desire of a poor adolescent in a rural village to taste a better life, for instance. The need to capture such aspirations in numbers – how many adolescent girls have such desires – is an assault to the soft domain of dreams with which human minds have been blessed. There are those who would argue that the very act of trying to justify programmes on the basis of numbers is an assault to human dignity, for everyone has the right to dream and facilitating the realisation of those aspirations for the poor, the marginalised, the vulnerable, ought to be a matter of commitment – even for one single person. But we do not live in an ideal world and J S Mill's utilitarian principle – 'Greatest good for the greatest numbers' – determines large-scale spending both in governmental and non-governmental budgets for the social development sector. Hence the need to capture realities in the pristine form of numbers – that is what we believe as generating evidence.

This secondary data analysis of the nature and volume of trafficking in and from the state of Assam has been an attempt precisely to achieve that goal: generate evidence. This report does not say anything new, therefore. Numbers never do. The task of numbers is to articulate in unquestionable terms (because of the sanctity we accord to numbers) the facts that we already know through experience. This report merely substantiates with actual figures what all the involved stakeholders at State and non-State levels had already known: that there is trafficking in and from Assam; that gender bias influences such trafficking by making girls more vulnerable.

The value addition is really elsewhere. This attempt at collecting, collating and analysing trafficking-related data available with different sources has been a worthwhile engagement because it has, possibly for the first time in the state of Assam (if not in the country) organised all the available information in a cohesive manner to understand the volume, the source areas, the destination areas and the nature of exploitation. Such a comprehensive understanding is imperative to strategise effectively for anti-trafficking programmes in the state. The concrete information that this report brings to the table may, actually, be summed up in four precise sentences:

- a. Assam is more of a source than a destination state; so the focus of anti-trafficking programmes should be on prevention.
- b. The districts that act as major source areas have been identified for immediate action.
- c. The destination areas, both within and outside the state, have been identified to guide linkage building initiatives.
- d. The types of exploitation faced by the trafficked victims have been identified to dispel myths and assumptions and inform strategic decisions on the kind of interventions to be prioritised.

Of course, this study is just the first step towards more in-depth enquiries through primary research. However, the need for such research would have lacked the force of substantive evidence without this pilot endeavour.

This time-bound study has been a challenging one on many counts, but I am happy and grateful to have been engaged for this. It has left me with a feeling of doing something worthwhile for the relevant State and non-State actors in Assam to move forward towards prevention programmes on the basis of concrete information that would now be available to them. My interactions with trafficking survivors in the course of many of my earlier assignments have left me feeling angry and guilty as a social development professional about our lack of focus on prevention programmes. Any contribution towards that end, however small, is a reward in itself for me.

I would like to end by acknowledging my gratitude towards specific individuals, without whose help and constant engagement in different capacities, it would not

have been possible for me to have completed this. I would like to thank Mr Vedprakash Gautam, Child Protection Specialist, UNICEF, Assam Field Office, for his continued engagement at every step. Discussions with him have helped me think through with greater clarity and draw out more and more information from the datasets available with me. Ms. Neelakshi Sarma, Coordinator, MIS Cell, State Child Protection Society, Assam, has worked with me beyond office hours on many occasions to help me with the collation and analysis of the data, other than collecting them in the first place. Thank you, Neelakshi, for your endearing presence throughout this assignment. I would also like to thank Ms. Junu Neog, Deputy Director, Department of Social Welfare, Government of Assam, for sparing time to share her overview of trafficking in and from Assam, which helped me build a perspective. I would also like to thank all the dignitaries and colleagues from different Civil Society Organisations who participated in the Consultation and shared data with us.

I cannot end without thanking my young daughter, Ms. Neelanjasa Mukherjee, who not only bore with my absence during my field trips, but for much longer with my total engagement with these datasets that got me to literally forget putting food on the table in time for her to attend college. Thanks also to my mother, Dr. Gitasree Banerjee, for keeping the house going during my absence and preoccupations.

I look forward to the day when I will get to know (hopefully) that the logical next steps post this study are being taken by all the stakeholders involved: need-specific and tailor-made trafficking prevention programmes in the state of Assam.

Paramita Banerjee



# Chapter 1: Introduction

## Background and Rationale

Human trafficking, like any other form of trafficking, is by definition a clandestine affair that happens under manifold guises like migration, marriage, employment and so on. In addition, a variety of social norms and practices often contribute to the trafficking of children (both girls and boys) and women, making family members complicit in this crime. This, in turn, contributes to stakeholders like the police confused about what to classify as trafficking. Civil Society Organisations, on the other hand, variously involved with the issue at different stages and points (raids and rescue at destination points, rescue during transit, rehabilitation, family identification and reunification) either do not systematically maintain data or share their data with donors only – without necessarily bringing that body of information within the governmental structure. Together, these factors contribute to discussions and debates with reference to human trafficking being dependent on anecdotal references, rather than on hard data.

The situation is no different in Assam: it is difficult to capture the realities of human trafficking in and from the state graphically, in the absence of a composite quantitative database on trafficking in women and children in Assam. There is randomly available data with various agencies, such as: the Crime Investigation Department (CID, Assam Police); Child Welfare Committees (CWC) in the districts under the Department of Social Welfare, Government of Assam; District Child Labour Task Forces (DCLTF) with Assistant Labour Commissioners/ District Labour Inspectors, Department of Labour & Employment, Government of Assam, acting as Member Secretaries/ Convenors in respective districts; statutory agencies such as the Assam State Commission for Women (ASCW) and the Assam State Commission for Protection of Child Rights (ASCPCR); and a wide range of Civil Society Organisations (CSOs), including non-governmental agencies (NGOs) working in the field.

Against this backdrop, the Department of Social Welfare, Government of Assam, embarked on a time-bound activity relating to secondary data analysis on cases of trafficking in women and children from and within Assam, covering the period January 2011 to July 2013 (31 Months). This task was implemented in collaboration

with the Office of the Labour Commissioner, Government of Assam and Crime Investigation Department (CID), Assam Police, with technical support from UNICEF, Assam Field Office. A technical consultant with extensive experience in conducting studies and researches related to human trafficking was appointed to support this endeavour. The crux of this initiative has been to collate various secondary datasets available with a range of stakeholders in the state, in order to understand the phenomenon and trends of human trafficking (with a focus on women and children) from and within Assam. The report is expected to generate evidence that would inform and guide the process of designing and implementing specific targeted interventions to combat human trafficking in Assam. The availability of such authenticated evidence will help to dispel myriad anecdotal assumptions (and subsequent interpretations) about the magnitude and scale of the problem, thereby helping both State and non-State agencies to address the issue in a realistic and informed manner.



Dignitaries at the workshop with CSOs, 5 October 2013

## The Process Involved

Given UNICEF's mandate on Child Protection, as a first step, UNICEF Assam Field Office facilitated a meeting on 24th July, 2013 between the Department of Social Welfare, Government of Assam and the CID, Assam Police, with a second follow-up meeting on 26th July, 2013, with participation of the Office of the

Labour Commissioner, Government of Assam. This led to a shared understanding among the three departments (DSW, CID and DoLE) of the need as well as the process for conducting such a secondary data analysis, and the common agreement to build the much-needed evidence on trafficking of women and children from and within Assam.

On the request of the Department of Social Welfare, Government of Assam, UNICEF supported the engagement of a short-term Technical Consultant to streamline the data collection, analysis and dissemination of the data. The Coordinator of the MIS

Cell at State Child Protection Society (SCPS), Assam, was responsible to coordinate with various stakeholders for data collection from all available sources, but the Consultant was to provide the required technical guidance and oversight, and be responsible for the analysis of the collated data and the generation of a report to capture the range of findings.

Respective departments took the responsibility of getting data from the relevant sources, with coordination and constant follow-up by the MIS Coordinator, SCPS, Assam:

1. Department of Social Welfare: to collect data from the Child Welfare Committees at the districts
2. Department of Labour & Employment: to collect data from the Child Labour Inspectors at the districts
3. CID, Assam Police: to collect and make available the data from different police stations

The State Child Protection Society, Assam under the aegis of the Department of Social Welfare, Government of Assam, on its part, helped organise a one-day workshop with Civil Society Organisations like Non-governmental Organisations, Students' Unions and Faith-based Organisations to facilitate the process of collecting data available with them. This workshop was held on 5th October, 2013.



Participants at the workshop with CSOs, 5 October 2013

A Dissemination Workshop involving all concerned stakeholders was organized by the Department of Social Welfare, Assam on 28th November, 2013 to share the findings and seek feedback. The report has been finalised only after incorporating all the suggestions and recommendations received at this workshop.

## The Methodology: Scope and Limitations

The major aim of this study, as already presaged, has been to generate an evidence base to inform strategic planning for anti-trafficking interventions in the state of Assam. This study, therefore, was strictly limited to secondary data available from the sources named above, following purely quantitative methods. Within this study, there was no scope to bring in qualitative inputs like the perspectives of survivors and interveners, or of studying the push-pull-facilitating factors of trafficking. The time period for the data collection was limited to January 2011 – July 2013, i.e. 31 months. Within that data span, this study has looked with focused attention at:

1. The source areas from where trafficking of women and children are happening.
2. The destination areas.
3. The nature of exploitation faced by women and children trafficked.
4. The involvement of State mechanisms in the rescue process.



Dignitaries at the state level dissemination workshop,  
28 Nov, 2013

All available data sets have been analysed to find the answer to these questions, which are presented in the following chapters of this report. However, since different agencies maintain data differently, further information on the status of the case lodged against the trafficker has not

been available from all the sources. Such information has been deduced where the nature of the data allows: from CID, Assam Police and some of the CSOs.

Another important point to note is that: for this study, human trafficking as a concept has been defined as per the Palermo protocol: any case of the child or a woman being away from home for commercial purposes, working in an exploitative situation – sexual or otherwise – has been treated as a case of trafficking. This implies that cases of children employed as child labour away from home are included, even when they have been sent to work by their parents/ family members or have themselves run away from home and become employed. There is a deliberate departure, therefore, from the national law/s on trafficking in India towards a wider understanding as reflected in international conventions and discourse.

This report captures the key findings generated through the collation and analysis of the data available. Time constraint has disallowed further probing and analysis. However, scope remains to further enrich this evidence base through more detailed analysis of the specific police stations/ villages/ areas that might narrow down the source points, which currently stands at the district level within Assam and the state level when the source is outside the state. This choice has been guided by the lowest common denominator available within the available dataset. Additional primary research would be necessary to narrow down the source points further, especially with reference to sources outside the state of Assam.

There might also be some degree of overlap – especially between the data provided by the CWCs and DoLE, since the nature of the data disallows complete elimination of any overlap. The same thing applies to data sourced from the CID also, for CWCs mention certain cases as produced by the police, while the CID records do not necessarily mention the involvement of any CWC. There has also not been much scope within this study to match and eliminate overlap between CID data and CSO data, in the absence of names of the children and women rescued or missing. Elimination of any overlap whatsoever to arrive at an absolute number would require this secondary dataset to be complemented with more information collected through primary research involving further enquiry into the datasets available, as also possible physical re-checking of primary sources of information (e.g. records at Police Stations, case files of CWCs and CSOs) – provided such documentation has been maintained and is available for checking.

Despite these limitations, however, the secondary data analysis does present in graphic details a critical overview of the vulnerability of children and women in Assam to being trafficked for commercial purposes – within the state, or beyond. It also reflects how the state of Assam is a destination as well for children and women trafficked from other states. There is enough to warrant positive action on countering trafficking from and within the state – backed by the hard evidence of numbers.

In addition, this report once again reinforces the well known reality of girls being more vulnerable than boys to trafficking – quite drastically in terms of the gender divide. There is nothing new in this information; but the stark number divergence serves as a strong indicator of the dire need to address deeply embedded social values and practises based on gender injustice – if girls in the state of Assam have to be protected.



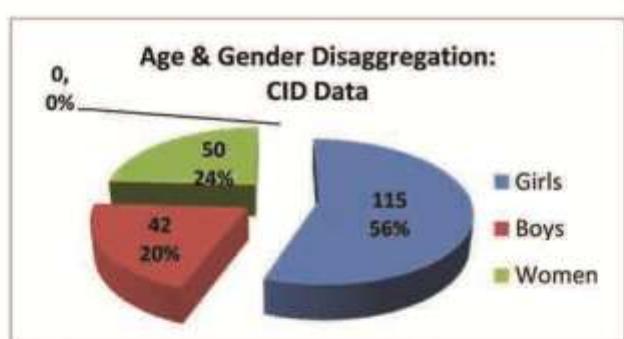
## Chapter 2: An Overview

The dataset taken as a whole has been collected from four different sources: CID data on rescued and missing women and children; DoLE data on rescued child labour; CWC data on rescued children produced before them; and CSO data on rescued children handled by them in different capacities. This chapter attempts to present an outline of the volume of data we are talking about, as also of the age and gender-wise disaggregation.

Two sets of data were collected from the CID: data on 'rescue' and data on missing persons. The 'rescue' data refers pointedly to cases of children and women being returned to source from elsewhere within Assam or beyond, where trafficking is already a proven reality. Such data refer both to cases of children being engaged in forced labour, as also to women and girls facing sexual exploitation in combination with other forms of labour, or by itself. The data on missing children and women, on the other hand, is important to reflect the possible magnitude of the problem in the state, since every missing child is a potential victim of trafficking<sup>1</sup>.

### From the CID Records

The CID records on rescued girls, women and boys clearly depict the vulnerability of girls to trafficking, as the charts and graphs below would reveal:



Out of a total of 207 cases of rescue during the 31 months under consideration, 56% were girls, as opposed to 20% boys. No comments can be made on girls and women together constituting almost 80% of the rescued cases – since records of adult males were not counted. But, the

distribution between girls and boys is in itself an indicator of the role gender plays in trafficking: the number of girls (115) is almost three times that of boys (42).

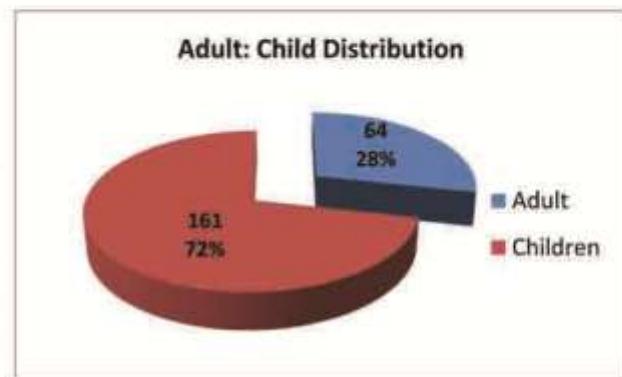
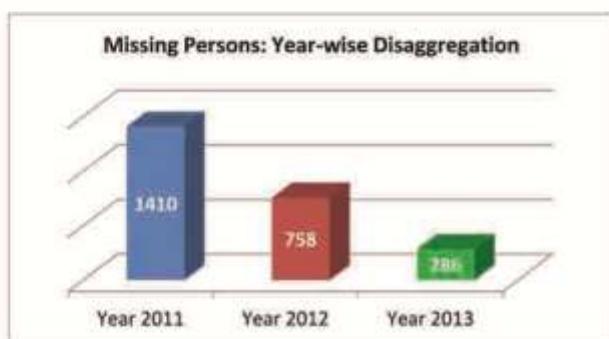
From a different perspective, even though adult male rescue data was not considered, the vulnerability of children can still be highlighted, since there were

<sup>1</sup>*It is to be noted in this context that cases of adult males being rescued, and adult males reported as missing were not taken into consideration for this study.*

115 girls, as opposed to 50 rescued adult females. In the cases under consideration, girls and boys together constitute 72% of the rescues.

The distribution ratio between girls and women change when the focus is shifted to the records of missing girls and women (as also boys) available with the CID. It is to be noted in this context that data related to missing children and women was available for January 2011 – March 2013 only, i.e. for 27 months and not 31 months as from other data sources. It is also important to bear in mind that the total number of cases classified as 'adult' and 'child' is less than the total number of cases recorded, since 'missing' cases with age not recorded could not be classified. Also, there was no scope of checking the current status of the missing person within this dataset.

The total volume of missing children and women within the 27 months mentioned above is 2454, distributed across the years, as depicted below:

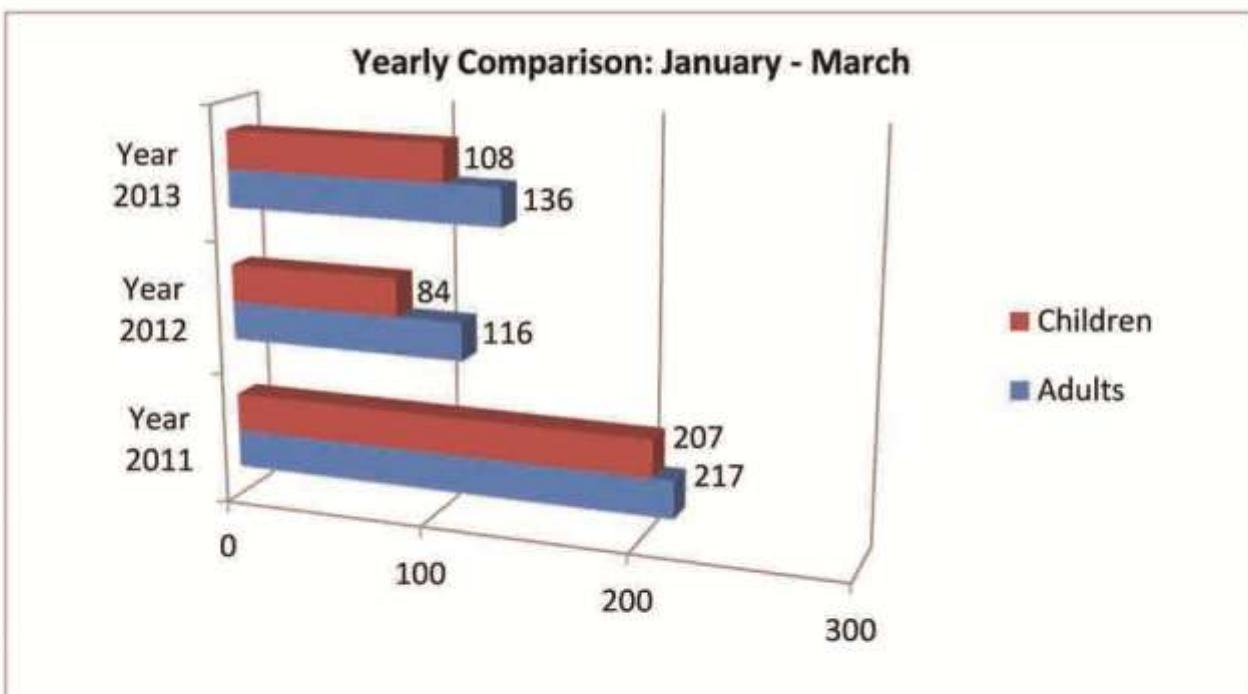
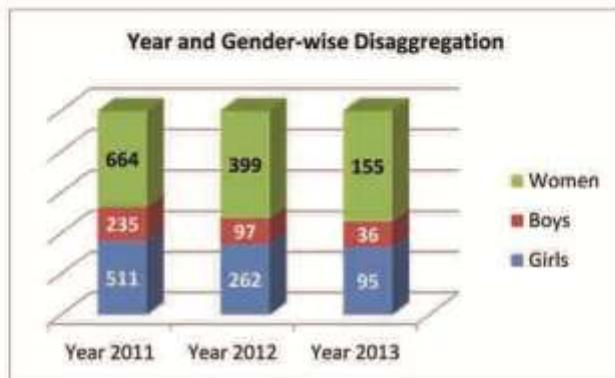


A relatively positive point is that the number of missing children is marginally less than the number of missing adults, which might also be an indicator that the rescue of children has been more efficient and effective than the rescue of adult women. However, the gender divide among children reported as missing also brings to limelight the vulnerability of girls in the state.



The trend to note across the years is interesting:

1. The number of missing persons (whose age is recorded) is significantly less in 2012, in comparison to 2011: 758 in 2012, as opposed to 1410 in 2011.
2. Year 2013 again reflects a rising trend, even though data is available only for the first three months. This is indicated by the fact that 286 is significantly higher than 1/4<sup>th</sup> of 758, though the data relates to one quarter of the year only.
3. This becomes even clearer when the first three months (January – March, since 2013 data is available only till March) are considered across all three years. Year 2013 reflects a rising trend again, though not as high as in 2011 as reflected in the chart overleaf.



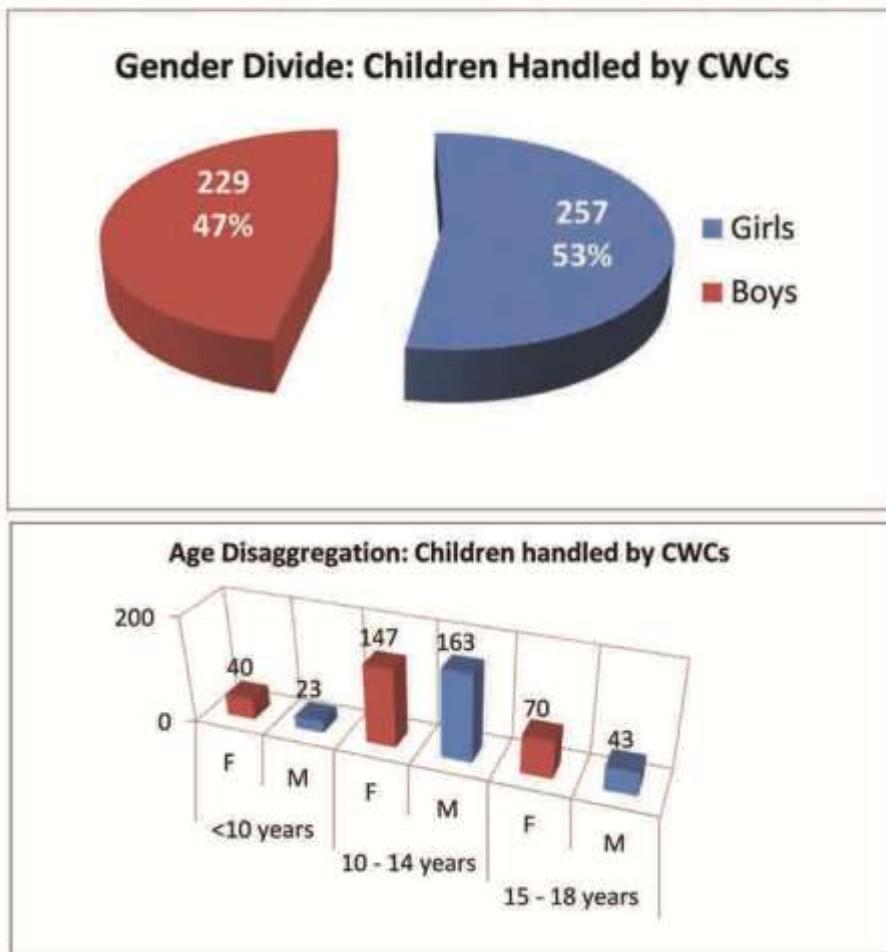
## From the CWC Case-files

All 27 CWCs across the districts sent in the data, but not all of them were complete. This has limited the scope of the analysis to some extent, but the data sent by most CWCs is complete and revealing. Some of the key points to be noted are encapsulated below:

1. It is possible that all the CWCs did not exist in 2011 and 2012, or they do not maintain their records with equal perseverance, as would appear from the following:
  - a. No data was available for 2011 or 2012 from Bongaigaon, Darrang, Dhemaji, Dima Hasao, Karimganj and Tinsukia; they have only reported 2013 cases.
  - b. Goalpara, Jorhat and Nalbari districts have only mentioned 'nil' as data, though these districts feature on both the 'rescue' and 'missing' data of CID, as also of other CWCs. So, either data is not maintained, or these CWCs have not been accessed in case of restoration.
2. The bulk of the children produced before CWCs have been restored from child labour situations within or outside the state. There are a few cases marked as 'trafficking', which relate to girls, except in two cases and appear to refer to sexual exploitation.
3. District Labour Inspectors, Police, Childline and other NGO personnel have mostly been responsible for taking the children to CWCs, but there are a few cases of children being brought by others, referred to in the records as 'public'.

A total of 486 children have been recorded in CWCs across the districts between 2011 and July 2013, as per the data shared. As per these documents – children in the 10 – 14 age-group constitute the bulk of the children in distress. However, one notable feature is that there are more boys in this age range, but girls are more in the below-10 and 15 to 18 age groups. In totality, therefore, girls outnumber boys, though the difference in the ratio is not too high. The gender and age

disaggregation is presented in the next two charts:



Most CWCs, other than Kamrup Metro, have dealt with children from the same district, trafficked from villages to townships for employment as labour – domestic or otherwise. However, there are some cases of children of the district being restored from other districts and states also. Similarly, there are also a few cases of children from other districts and states being produced for restoration to their sources, meaning they had been trafficked to that particular district. That means, quite a few districts feature as both the source and the destination.

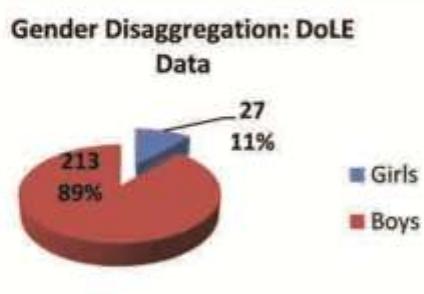
The Kamrup Metro has the maximum number of cases, most of which refer to children, mostly girls, from all over Assam and even some other states employed in income earning in the city of Guwahati. Very few cases are marked as 'trafficking' in this CWC report. It is somewhat curious, however, that the number of girls rescued by the Child Labour Inspector in Kamrup Metro is significantly less, which possibly indicates the existence of other stakeholders like NGOs active in the rescue.

The following table shows the comparative number of girls and boys handled by different CWCs, as per the data shared:

Distribution across CWCs: Gender Disaggregated								
District	Girls	Boys	Total	District	Girls	Boys	Total	
Baksa	9	0	9	Kamrup (M)	192	37	229	
Barpeta	1	4	5	Kamrup (R)	8	2	10	
Bongaigaon	0	1	1	Karbi Anglong	0	2	2	
Cachar	1	4	5	Karimganj	1	1	2	
Chirang	0	3	3	Kokrajhar	8	7	15	
Darrang	0	4	4	Lakhimpur	10	14	24	
Dhemaji	3	0	3	Morigaon	1	13	14	
Dhubri	4	2	6	Nagaon	28	0	28	
Dibrugarh	26	27	53	Nalbari	0	0	0	
Dima Hasao	1	0	1	Sibsagar	6	4	10	
Goalpara	0	0	0	Sonitpur	18	90	108	
Golaghat	22	6	28	Tinsukia	3	0	3	
Hailakandi	0	19	19	Udalguri	6	4	10	
Jorhat	0	0	0	Total	348	244	592	

## Child Labour Data

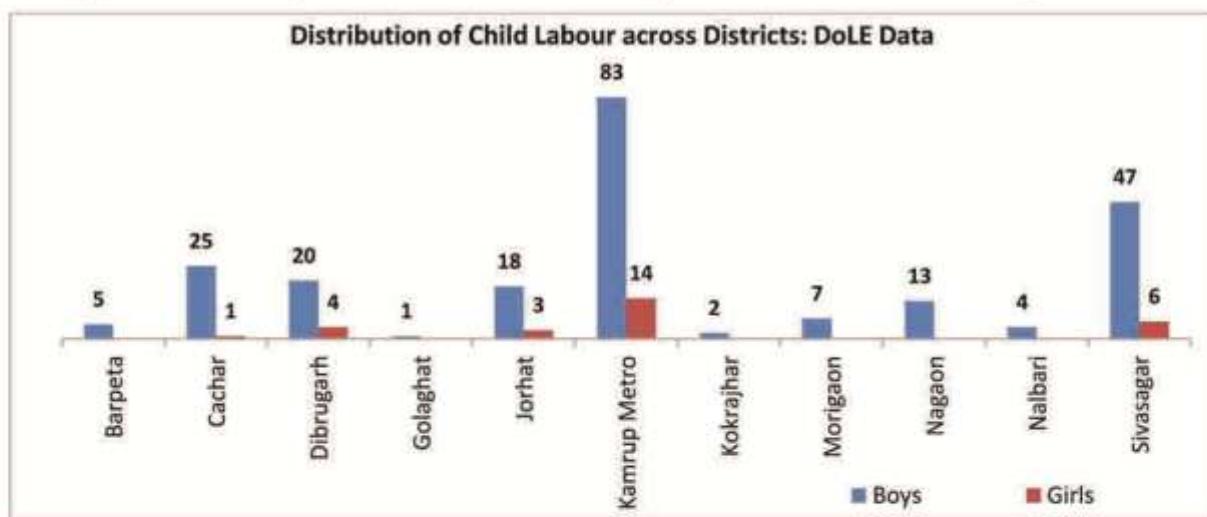
The Child Labour Inspectors from the districts of Barpeta, Dibrugarh, Golaghat, Jorhat, Kamrup Metro, Karimganj, Kokrajhar, Morigaon, Nagaon, Nalbari, Sivasagar and Tinsukia sent in their data, but no information on rescued child labour was available from the remaining 15 districts. The total number of children being rescued is 275, out of which 213 are boys and 27 are girls, with 35 cases of rescue reported by Karimganj having no gender specification. Thus, gender disaggregation is possible for 240 children only.



One remarkable feature of the data received from the Child Labour Inspectors of 11 among the 27 districts of the state is that, **this is the only data set where boys outnumber girls**. It could be because girls are engaged more as domestic labour, thereby remaining comparatively invisible while

boys are employed in more easily visible outdoor jobs. But, this is an assumption that cannot be verified within the scope of this study.

As in the case of CWC data, from the DoLE data also, Kamrup Metro reflects a concentration of child labour of both girls and boys, with the boys reaching above 80. Sivasagar comes next with boys in the range of 30. It is also to be noted that the Kamrup Metro CWC presents a record of 37 girls, while DoLE data only mention 14.



## From Civil Society Organisations

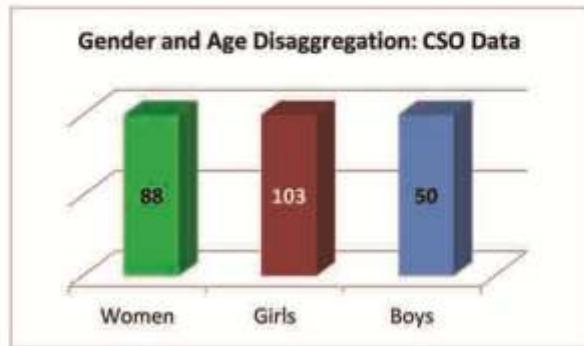
Request for information on children rescued from trafficking during the 31 month period specified for this study was sent out to 72 organisations, along with an invitation to participate in the CSO Workshop held on 28th October, 2013, as per the categories listed below:

1. NGOs implementing the Ujjawala<sup>2</sup> scheme in Assam.
2. NGOs involved with Anti Human Trafficking Units (AHTUs) across 14 districts.
3. NGOs involved with rescue and reintegration within Assam (other than those involved with AHTUs).
4. NGOs involved with Childline implementation in Assam.
5. NGOs involved with vocational training and rehabilitation of rescued survivors.

<sup>2</sup>The Ministry of Women and Child Development has launched a centrally sponsored Scheme "Ujjawala"-A Comprehensive Scheme for Prevention of Trafficking and for Rescue, Rehabilitation and Re-Integration of Victims of Trafficking for Commercial Sexual Exploitation on 4th December, 2007. This scheme has five major components – Prevention, Rescue, Rehabilitation, Reintegration and Repatriation.

- Placement agencies facilitating recruitment of women and children for work within/ outside Assam.
- NGOs involved with the implementation of the National Child Labour Programme (NCLP) in Assam.
- NGOs involved with protection programmes with runaway/ street/ railway children in Assam.
- NGOs at the destination points outside Assam involved with rescue and reunification of children/ women from Assam.
- Student Unions involved with rescue and advocacy on human trafficking within Assam.
- Trade/ Labour unions involved with rescue and advocacy on human trafficking within Assam.

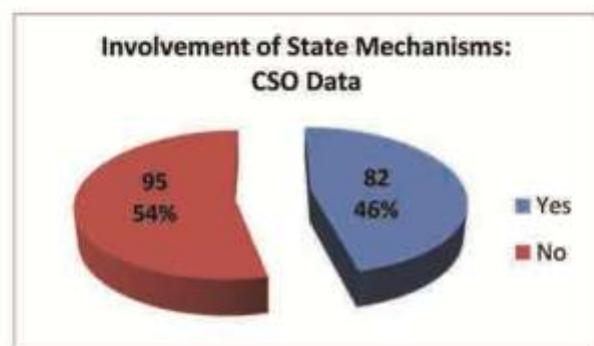
Out of them, 31 CSOs participated in the workshop, but the required data was finally received from 18 organisations only. Only two among those 18 were destination organisations, one of which did not attend the workshop – but shared the data nevertheless. Together the CSOs presented information about a total of 257 girls, boys and women. Among them, 16 are girls/women whose age is not specified in the data shared. The age and gender disaggregation of the remaining 241 is presented in the adjacent chart.



## Procedural Synergy

The involvement of government departments and agencies is already indicated in three of the four data sources being the CID, Assam Police; CWCs; and DoLE, Government of Assam. However, an analysis of the involvement of statutory bodies like the CWC is still necessary to understand the extent to which the recommended processes are followed by different agencies, including CSOs, with reference to the rescue of trafficked children and women. Further, with reference to CSOs, it is also important to verify whether rescues are referred to the police as per the prescribed norms.

The picture that has emerged in this study, however, is not particularly bright with reference to CSOs concerned with rescue involving the relevant governmental agencies like the police and CWCs. The chart below captures that reality:

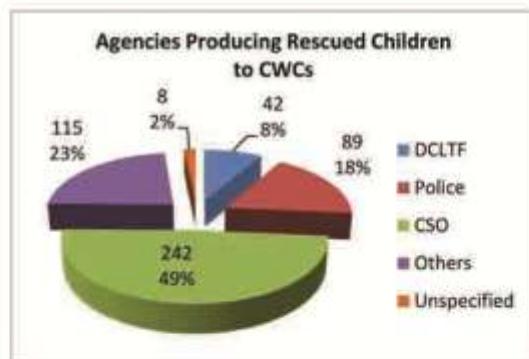


In as many as 95 cases of rescue, the cases were not referred to the police or the CWC (in case of children). One of the reasons behind this could be that agencies other than NGOs are also involved in rescue operations. Students' Unions, Child Protection Committees in certain tea estates, Mahila Samitis

(Women's Committees) and Mahila Sanghas (Women's Collectives) may be mentioned on the basis of this study. These civil society organisations mostly rescue children and women in transit and reunite them with their families in an informal manner, without necessarily bringing the State agencies into play.

The datasets analysed for this study have presented only limited scope to comprehend the synergy and collaboration between different arms of the government involved in rescue activities. For instance, neither the DoLE data, nor the CID data mention the rescued child being referred to the CWC of the district. Data shared by the CWCs, however, do mention the person/agency responsible for producing the child. Such persons/agencies may be categorised as follows:

- District Child Labour Task Force (DCLTF) – some cases by the Inspector; some by any other member, though that is not always specified.
- Police – mostly, different police stations in the district, but some cases of children being presented by Government Railway Police (GRP); two cases involving the Delhi Police and one case involving the Kerala Police.
- Civil Society Organisations (CSOs) – the bulk of the children have been



- produced by Childline agencies – either within the district, or from a different district. There are also a few cases involving the Childline agencies from other states like Delhi. Some other district-level NGOs like SHADE are also involved in presenting children to respective CWCs. Mahila Samitis are also mentioned in some cases.
- Others – refer to the presenting authority being mentioned simply as 'others' in the CWC document, and to a few cases where the child has been referred to by another CWC from a different district or a different state (Delhi, Jaipur in Rajasthan) or by a children's home in a different state. Relatives of the child and any citizen designated as 'public' in the CWC document are also included within 'others'.
- Unspecified – only 8 cases where the presenting authority has not been mentioned by the CWC document at all.

A comparative study of the datasets received from CWCs and DoLE leaves us with some points to ponder:

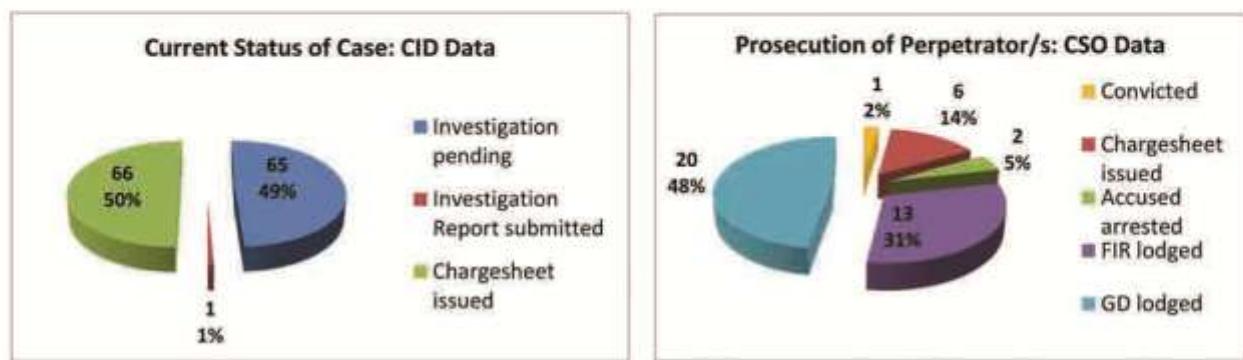
1. Here, Kamrup Metro reflects only 83 boys and 14 girls. But the CWC data refers to more than double the total number as rescued child labour in the district. This is so because all the cases of rescued children produced to the CWC of the district is by Childline. This calls for further enquiry to find out whether children rescued by the Child Labour Inspector are presented before the CWC at all (directly or through Childline). It also points to a gap in DoLE documentation which currently does not always reflect what was done with the child.
2. This is further corroborated by the non-involvement of CWC mentioned in the DoLE data, as encapsulated below:
  - a. Out of 19 cases in Tinsukia, only 1 child was produced before the CWC
  - b. None of the cases was referred to the CWC in Cachar, Golaghat, Jorhat, Kokrajhar, Morigaon, Nagaon, Nalbari and Sivasagar.

- c. Dibrugarh does not even mention whether the restored children were presented before the CWC.
- 3. Barpeta and Kamrup Metro present a marginally improved picture: in the former, 3 out of the 5 reported cases were referred to the CWC; in the latter – 57 of the 97 cases were presented to the CWC.
- 4. Interestingly, the CWC data reflects the following:
  - a. All 4 cases mentioned by the Barpeta CWC were brought in by the Child Labour Officer of the district.
  - b. The Dhubri CWC mentions one case being referred by the Child Labour Officer of the district.
  - c. Dibrugarh CWC mentions 19 cases to have been brought in by the District Child Labour Task Force.
  - d. Hailkandi CWC has 13 cases presented by the District Child Labour Officer.

This certainly reflects the scope for improving collaboration and coordination between the District Child Labour Task Force personnel under DoLE and the CWCs, which could be an important step towards securing the child's chances against being restored to an unsafe family situation and be re-trafficked.

## Prosecution of the Perpetrators

As mentioned before, there was limited scope within this study to analyse the extent to which legal prosecution of the trafficker/s and child labour employers is pursued. The CWC data does not record any cases; DoLE data mention cases against the employer/s in a majority of cases and only some CSOs have presented information on prosecution of the perpetrator/s. Available information in this regard is presented in the following page:



The difference between the categorisation of the two sets of data is governed by:

- CID data automatically implies that an FIR was lodged, which is why the record features at all. Hence, the categories of 'GD lodged' and 'FIR lodged' do not feature here. In CSO data, however, the only information available is restricted to either of these two categories.
- With reference to CSO data, 'GD lodged' refers to the 'Missing' complaint lodged by the parents/other family members of the child/woman prior to the rescue with no further update available.
- CSO data where no updated information beyond 'FIR lodged' is available have been collated under that category; wherever further information about the status of the case is available (e.g. 'Chargesheet issued' / 'Accused arrested' / 'Convicted') has been presented – those cases have been categorised accordingly and not included within 'FIR lodged' only.

## In A Nutshell

This report relates to a **total of 3679 persons**, who have either gone missing within the 31 month time period covered in this study, or have been rescued from exploitative situations away from home. Absolute sifting was not possible within the scope of this study for reasons mentioned in the previous chapter. However, even if all 566 children mentioned in CWC documents are subtracted, and 10% of the women are omitted by thumb rule as possible cases of overlap between police and CSO data – that would still imply that a **minimum of 3000 girls/ boys/ women** have either been rescued from trafficking or have gone

missing, implying that they are potential victims of trafficking. That is not a small number within the restricted time period of 31 months (January 2011 – July 2013). The overview also clearly reinforces that girls are more vulnerable to trafficking than boys. Except in the DoLE dataset, girls outnumber boys in every other document. This warrants additional enquiry into the invisibility of girls in labour within the state, especially to Child Labour Inspectors. Qualitative survivor and family focused research to identify the locale-specific factors that make girls more vulnerable than boys also emerges as necessary, since the generic knowledge of gender-based discrimination is inadequate to inform tailor-made strategies to address the situation in particular locations.

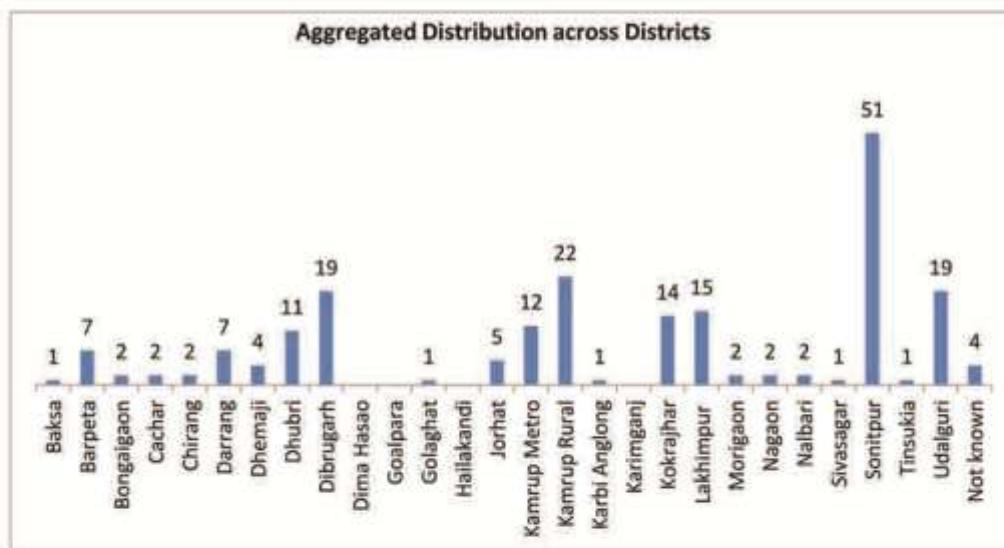


## Chapter 3: The Source Areas

Source areas analysed on the basis of the datasets received demonstrate that vulnerability to trafficking exists almost in all 27 districts of the state, though some districts clearly emerge as more likely source areas than others. It is also to be noted that the different datasets do not necessarily reflect the same district/s as the major source area/s, but overall – particular districts where focused attention is necessary may certainly be identified.

### Source Areas from CID Rescue Data

As per the rescue data received from CID, Sonitpur towers over all other districts, though there are minor year-wise variations, as the next set of charts would reveal. But, the difference of volume between Sonitpur and Kamrup Rural, which occupies the second spot, is considerably high. It is also to be noted that among the 27 districts of Assam, the following districts do not feature as source areas at all in these records: Dima Hasao, Goalpara, Hailakandi, Karimganj. This does not necessarily mean that there have been no cases of trafficking from these districts during the 31 months under consideration. What can be said with certainty is that the police were not involved in rescues in these districts, unless there has been some gap in maintaining data or transferring the data from the relevant police stations to the CID.



In 2011, though, Sonitpur does not emerge as the single major source district, taking women, girls and boys separately. The maximum number of rescues in any one category from a single district as source was 7, with two districts featuring in that list: 7 girls from Kokrajhar and 7 women from Kamrup Rural. However, Sonitpur continues

to be the highest single source district if all categories are taken together: a total of 11: 4 women, 6 girls and 1 boy. A single district as a source area in 2012 and 2013 is Sonitpur, even when disaggregated category-wise (women, girls and boys), with the maximum number of rescued girls from that district being 25 in 2012. Naturally, Sonitpur is the single major source area, when all 31 months are taken together.

The next table depict the year-wise differences in various districts as source areas, when disaggregated on the basis of age and gender :

S.No	District	2011			2012			2013		
		Boys	Girls	Women	Boys	Girls	Women	Boys	Girls	Women
1	Baksa	0	0	0	0	1	0	0	0	0
2	Barpeta	0	0	1	1	4	1	0	0	0
3	Bongaigaon	0	0	0	0	2	0	0	0	0
4	Cachar	0	0	0	0	0	1	0	0	1
5	Chirang	0	1	0	0	0	1	0	0	0
6	Darrang	0	1	0	0	4	2	0	0	0
7	Dhemaji	0	1	0	0	1	0	0	1	0
8	Dhubri	0	0	0	0	7	3	0	1	0
9	Dibrugarh	0	4	7	0	7	1	0	0	0
10	Dima Hasao	0	0	0	0	0	0	0	0	0
11	Goalpara	0	0	0	0	0	0	0	0	0
12	Golaghat	0	0	0	0	1	0	0	0	0
13	Hailakandi	0	0	0	0	0	0	0	0	0
14	Jorhat	0	0	0	1	3	0	0	1	0
15	Kamrup (M)	0	1	2	0	5	3	0	0	1
16	Kamrup (R)	6	0	7	4	3	2	0	0	0
17	Karbi Anglong	0	0	0	0	0	1	0	0	0
18	Karimganj	0	0	0	0	0	0	0	0	0
19	Kokrajhar	1	7	3	0	2	1	0	0	0
20	Lakhimpur	0	1	0	5	6	1	0	0	0
21	Morigaon	0	1	1	0	0	0	0	0	0
22	Nagaon	0	2	0	0	0	0	0	0	0
23	Nalbari	0	0	1	0	0	1	0	0	0
24	Sibsagar	0	0	1	0	0	0	0	0	0
25	Sonitpur	1	6	4	8	25	1	4	2	0
26	Tinsukia	0	0	1	0	0	0	0	0	0
27	Udalguri	0	0	0	11	8	0	0	0	0
28	Not known	0	1	0	0	2	1	0	0	0
		8	26	28	30	81	20	4	5	2
		62			131			11		
Total		204								

As the above chart clearly reflects, rescues within the first three months of the year are scanty, with just one rescue designating 100% of the rescues in most districts. However, Sonitpur is the notable exception with 6 rescues happening already of 4 boys and 2 girls.

## Source Areas from CID Missing Data

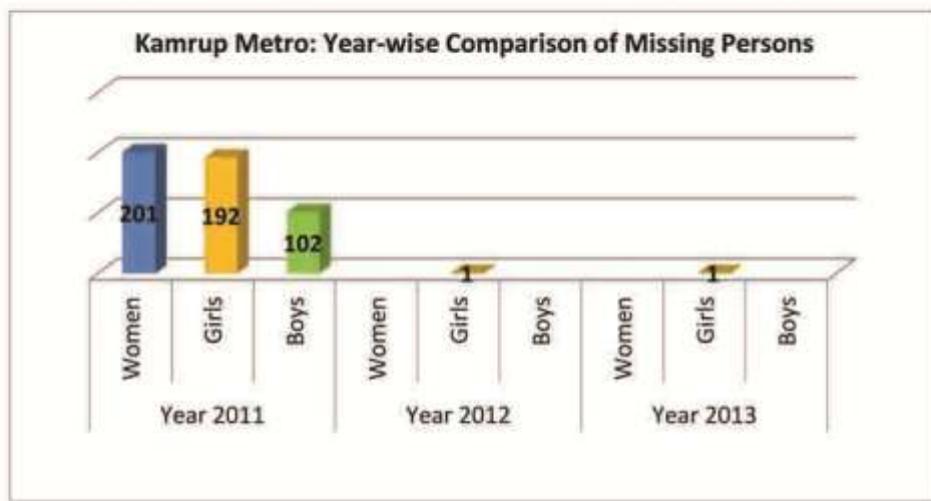
The picture changes quite drastically when the focus is shifted to the 'missing' data secured from the CID for 27 months (no data being available for the April – July 2013 period). Sonitpur, which features as such an important source area in the rescue data from the CID, virtually does not feature in the 'missing' list at all, with just one girl being reported missing. As per this dataset, Kamrup Metro is the single most important district, with Jorhat in the second position.

The chart overleaf captures the distribution of missing women, girls and boys across source districts. There is, however, one curious feature: almost the entire bulk of missing persons from Kamrup Metro is concentrated in the year 2011: 201 women, 192 girls and 102 boys going missing from the district. In the years 2012 and 2013, only 1 girl has been reported missing in each year. This is an anomaly that definitely needs in-depth enquiry, especially if such drastic reduction was the consequence of taking successful measures to address the problem of women and children going missing.

It is also to be noted that some districts like Dima Hasao and Goalpara that do not feature at all on the 'rescue' list are present in the 'missing' list, though with statistically insignificant numbers.

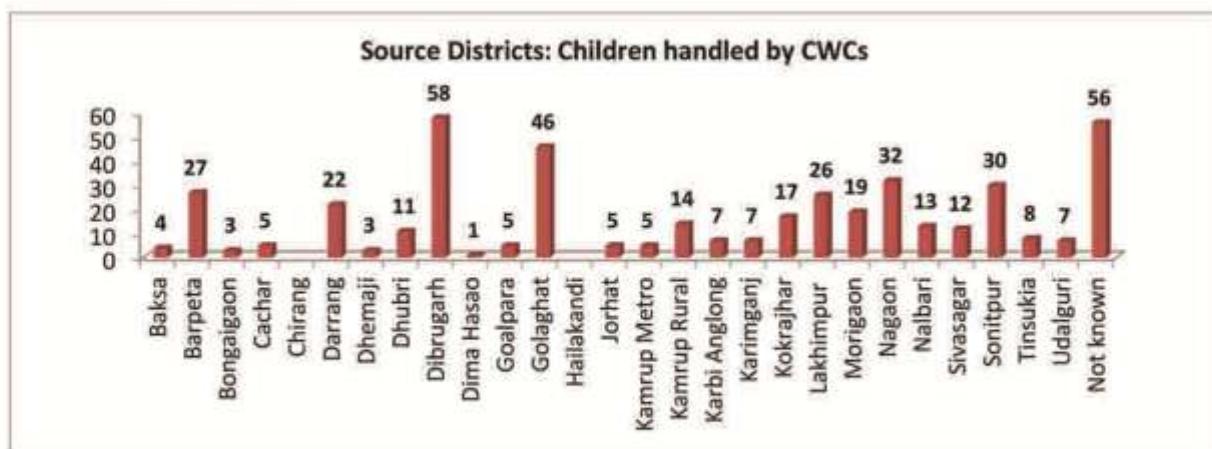
Source Areas: CID Missing Data									
District	Boys	Girls	Women	Total	District	Boys	Girls	Women	Total
Baksa	9	25	45	79	Kamrup (M)	102	194	211	507
Barpeta	0	0	0	0	Kamrup (R)	21	50	66	137
Bongaigaon	0	0	0	0	Karbi Anglong	0	1	1	2
Cachar	0	0	0	0	Karimganj	11	30	32	73
Chirang	1	6	4	11	Kokrajhar	3	10	8	21
Darrang	11	81	45	137	Lakhimpur	1	1	4	6
Dhemaji	0	1	1	2	Morigaon	0	0	2	2
Dhubri	9	77	68	154	Nagaon	34	52	67	153
Dibrugarh	27	56	101	184	Nalbari	17	69	110	196
Dima Hasao	3	8	0	11	Sibsagar	10	24	42	76
Goalpara	1	5	18	24	Sonitpur	0	1	0	1
Golaghat	37	77	135	249	Tinsukia	11	29	57	97
Hailakandi	0	0	0	0	Udalguri	0	0	0	0
Jorhat	59	71	171	301	Not known	2	0	0	2
					Total	369	868	1188	2425

The curiously divergent year-wise variations in the bulk of missing persons from Kamrup Metro are presented below to make the oddity clearly visible:

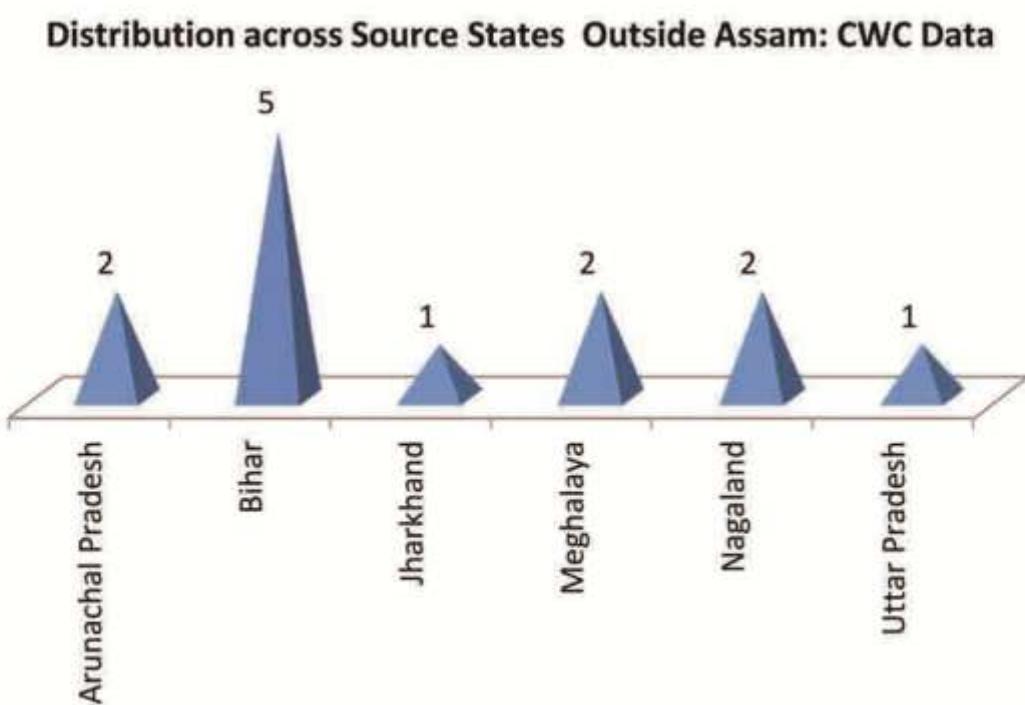


## Source Areas from the CWC Case-files

The next chart demonstrates that every single district in the state, with the exception of Chirang and Hailakandi, appears as a source district as per CWC data. Dibrugarh has been identified as the source district for the maximum number of children (58) with Golaghat emerging second with 46 children. Unfortunately, there are also 56 children whose source district has not been noted in the records. However, it is important to note that **less number of children from any district does not necessarily indicate that children are safer there. Low reflection of numbers could mean many things, including that restored children are not produced before the CWC in those districts. This is where matching and comparing different data sets becomes critically important.**



As already mentioned, there is also information about children trafficked into Assam from other states, not always the neighbouring ones. The number is not much though; out of the total 486 children handled by CWCs, only 13 were from other states, making that a statistically insignificant number (less than 3%), but the fact that there are children from other states trafficked into Assam itself constitutes crucial information. The graph below reflects the source states outside Assam:



An anomaly needs to be highlighted in this context: CID missing data reflects Jorhat as the second significant source area of missing women and children with 71 girls and 59 boys reported missing. In the CWC dataset, 5 children are mentioned as belonging to Jorhat by the reports of other CWCs. The report from Jorhat CWC, however, collected for this study reports the number as 'nil' during the entire period under study. This certainly calls for further enquiry to understand this discrepancy.

## Source Areas as per Child Labour Data

Like the CWC dataset, the information received from the Department of Labour and Employment, Government of Assam, about children rescued from child labour situations across 11 districts of the state also reflect districts within Assam and states

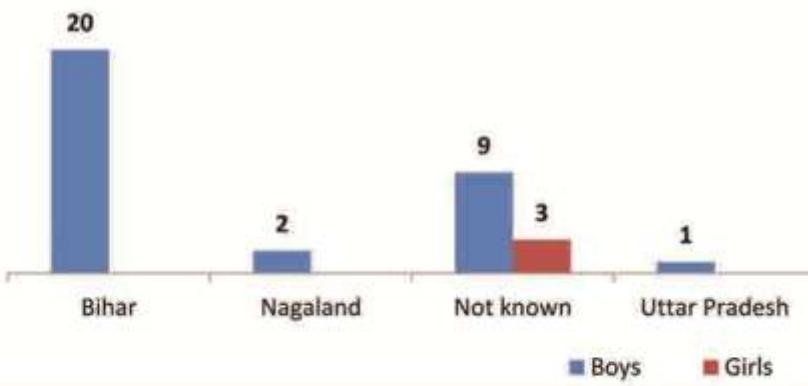
outside Assam being source areas. The following table reflect the source districts inside Assam and states outside Assam as captured in the DoLE dataset:

#### Sources inside Assam: Rescued Child Labour - DoLE Data

S.No	District	Boys	Girls	S.No	District	Boys	Girls
1	Baksa	1	2	16	Kamrup (R)	6	0
2	Barpeta	12	0	17	Karbi Anglong	0	0
3	Bongaigaon	0	0	18	Karimganj	1	0
4	Cachar	23	1	19	Kokrajhar	3	0
5	Chirang	0	0	20	Lakhimpur	0	0
6	Darrang	3	2	21	Morigaon	3	2
7	Dhemaji	0	0	22	Nagaon	15	0
8	Dhubri	1	0	23	Nalbari	1	0
9	Dibrugarh	0	0	24	Sibsagar	3	3
10	Dima Hasao	0	0	25	Sonitpur	2	1
11	Goalpara	0	0	26	Tinsukia	10	2
12	Golaghat	3	0	27	Udalguri	0	2
13	Hailakandi	3	1	28	Not known	35	0
14	Jorhat	12	3	Total		150	19
15	Kamrup (M)	13	0				

As the chart below clearly reflects, it is mostly boys who have come from outside Assam, though there are 3 girls also, whose source areas are not known.

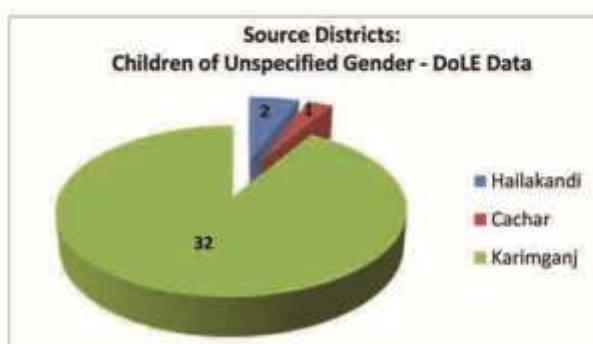
#### Sources outside Assam: Rescued Child Labour - DoLE Data



The highest single source state is Bihar, with 20 boys from there found working in Assam. Unfortunately, though, the second highest source area information relates to children whose source districts/states have not been noted. This refers to a documentation gap which might be looked at for future elimination of such gap and the template generated for this assignment may be of use there.

not been noted. This refers to a documentation gap which might be looked at for future elimination of such gap and the template generated for this assignment may be of use there.

There were some cases of children with unspecified gender in the DoLE data. In all probability, these are boys, but no research allows for such assumptions. Source areas where these children hail from have, therefore, been analysed separately and is presented in the adjacent chart.



## Source Areas according to CSO Data

The datasets shared by different Civil Society Organisations also capture both districts inside the state of Assam and other states as source areas for the children and women handled by them, rescued from situations of trafficking. The next two charts capture the distribution of women and children across source areas inside and outside Assam.

**Disaggregated distribution of source areas across districts: CSO Records**

S.No	District	Boys	Girls	Women	S.No	District	Boys	Girls	Women
1	Baksa	0	12	26	16	Kamrup (R)	0	5	1
2	Barpeta	0	2	0	17	Karbi Anglong	0	0	0
3	Bongaigaon	0	1	1	18	Karimganj	10	1	0
4	Cachar	3	0	4	19	Kokrajhar	8	11	1
5	Chirang	2	1	0	20	Lakhimpur	0	1	2
6	Darrang	0	1	0	21	Morigaon	0	0	1
7	Dhemaji	0	3	0	22	Nagaon	0	8	7
8	Dhubri	0	0	1	23	Nalbari	0	1	1
9	Dibrugarh	8	1	1	24	Sibsagar	0	0	2
10	Dima Hasao	0	0	0	25	Sonitpur	1	5	9
11	Goalpara	0	0	0	26	Tinsukia	5	1	0
12	Golaghat	0	1	0	27	Udalguri	4	17	16
13	Hailakandi	0	1	0	28	Not known	0	6	2
14	Jorhat	0	1	0		Total	41	85	77
15	Kamrup (M)	0	5	2					

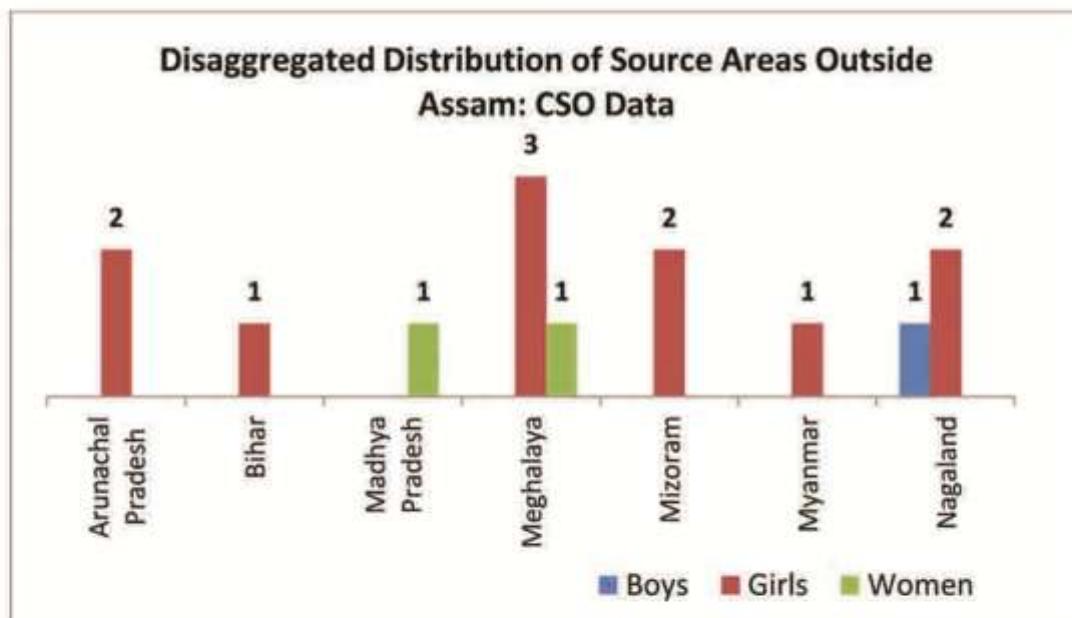
As per the CSO records, Baksa emerges as the highest source district for women; Udalguri as the highest source district for girls; and Karimganj as the highest source district for boys. All cases taken together, Baksa and Udalguri compete with each other with 38 cases from the first and 37 from the second.

While these datasets do not necessarily reflect the comparative safety of districts

from which there are no cases or very few, it may certainly be noted that there are significant discrepancies among the different datasets available:

1. Baksa has just one single case of rescue in the CID data; it features in the missing list with 45 women, 24 girls and 9 boys reported missing – but is not among the top source areas. The CWC data refers to only 9 boys being on their records. DoLE data from Baksa has not been received.
2. The picture is marginally different with reference to Udalguri: this district features on the rescue list of CID data, but not on the missing list. It has a total of 10 cases of children being produced before the CWC – 4 boys and 6 girls. DoLE data was not available.
3. ***These discrepancies indicate a lack of procedural synergy between the CSOs on the ground and the State mechanisms that exist for the protection of children.***

As far as source areas outside Assam are concerned, the CSO dataset depicts the following:



It is mostly girls who have been found to have been trafficked into Assam from other states, as also from Myanmar, a different country altogether. The number is not very high, but the source areas are not limited to neighbouring north-eastern states only, since Bihar and Madhya Pradesh also feature.

It is difficult to draw any concrete conclusions from these datasets about the source areas without further probing into a number of factors that might have influenced the emergent pictures. For instance, the numbers in any source district being more or less may well be determined by the presence or absence, and the comparative efficiency and commitment of different stakeholders there. However, the following points may be justifiably deduced for additional in-depth primary research:

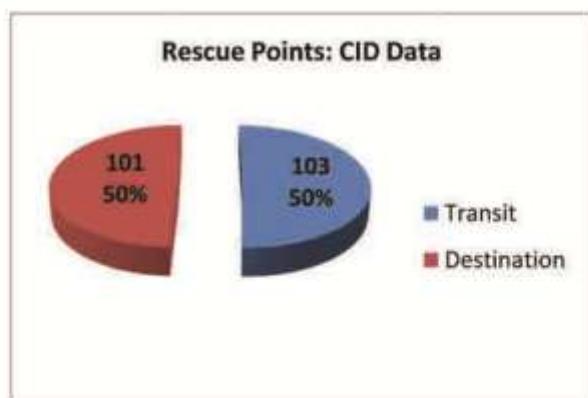
1. *Additional information about the demographic profiles and income-earning opportunities of the districts needs to be studied to supplement this one, so that relevant action plans can be drawn for the locations that have emerged as major source areas in different datasets.*
2. *The push – pull – facilitating factors need to be investigated in each of the districts that have emerged as a significant source area: Baksa, Cachar, Dibrugarh, Golaghat, Jorhat, Karimganj, Sonitpur and Udalguri districts.*
3. *Such study needs to use a thorough qualitative methodology using techniques like in-depth interview of survivors; key informant interviews; family discussions and focus group discussions with both community members, as also different State and non-State stakeholders.*
4. *The anomaly of the number of missing persons going down dramatically in Kamrup Metro needs to be investigated in depth to understand the strategies deployed to achieve this result, so that they could be replicated elsewhere.*
5. *Preventive strategies may certainly be started in the districts marked here, even as further enquiries may be carried on to strengthen such strategies.*



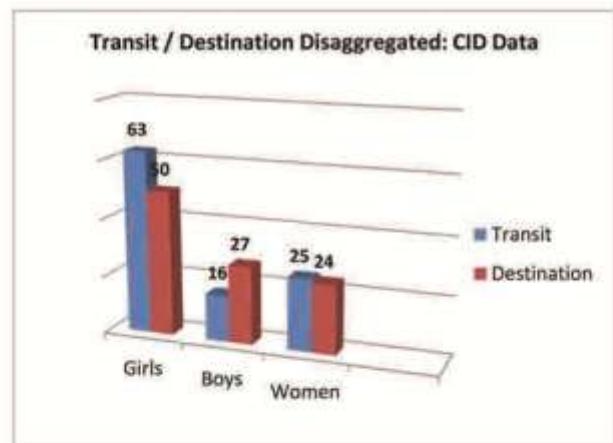
## Chapter 4: The Destination Points

Far more convergence can be noticed among the different datasets with reference to destination areas from which children and women have been rescued. It needs to be noted in this context that information about destinations is more limited than about source areas, for rescues conducted in transit make the question of destination irrelevant. Transit rescue becomes relevant with reference to CID rescue data and information shared by CSOs only. So, the distribution of rescues between transit and destination is presented first.

It is a positive feature that rescues during transit happen at the same rate (in fact, marginally higher – though statistically insignificant) as rescues at destination points. More importantly, more children – both girls and boys – get rescued in transit. The rescue of women, however, is higher at destinations, as the chart below reflects.



Transit points where rescues happen are reflected in the graph overleaf, complete with age and gender-wise disaggregation. It is to be noted that rescue at Delhi Railway Station has also been put under transit since the interception happened on arrival – before the trafficked persons could be taken to their destination. Also, just

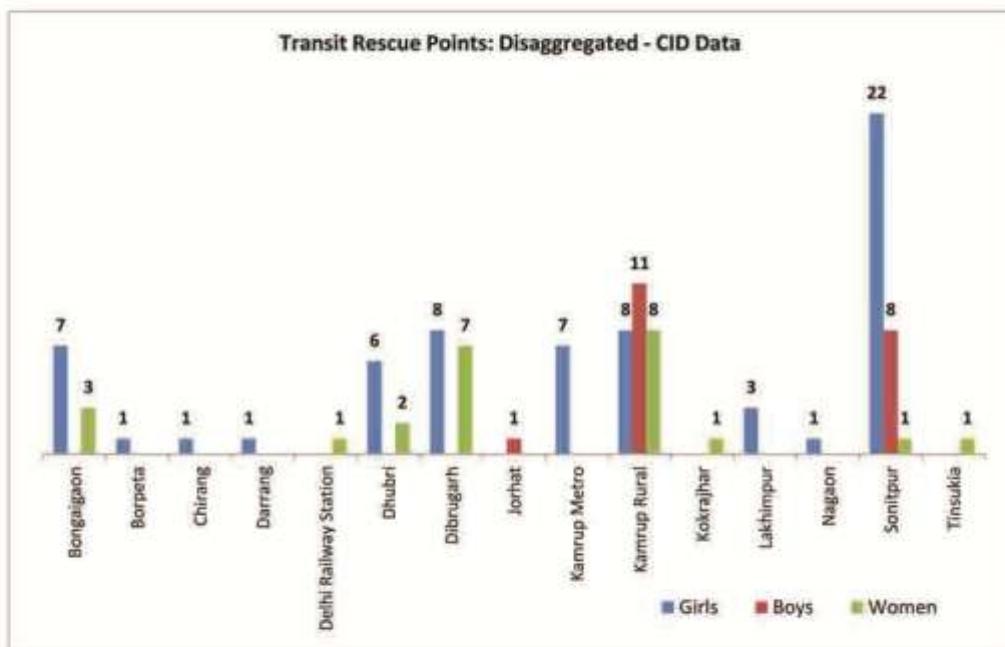


as Sonitpur emerges as the single largest source district, transit rescue is also highest there – of both girls and boys. This implies a commendable degree of vigilance by local State (mostly, the Police) and/or CSO representatives.

Transit rescue also brings down the time lag between trafficking and rescue, which in most cases for girls is less than 6 months. Even for women, the time lag between trafficking and rescue is less than 6 months in most cases, even though their rescue happens more at destinations than in transit. For boys rescued from destination, the time lag is between 6 and 12 months in a majority of cases. Such information is consistently available only in the

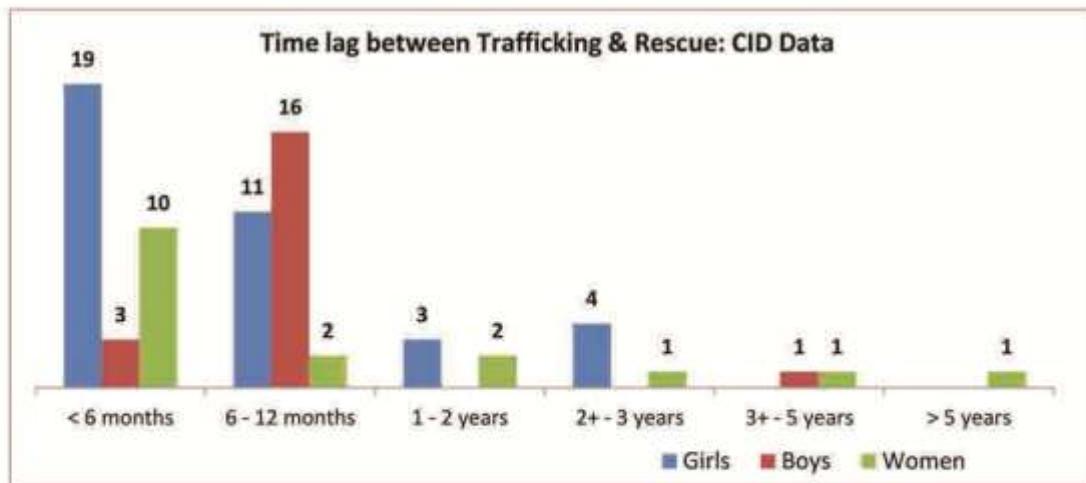
months. Even for women, the time lag between trafficking and rescue is less than 6 months in most cases, even though their rescue happens more at destinations than in transit. For boys rescued from destination, the time lag is between 6 and 12 months in a majority of cases. Such information is consistently available only in the

dataset on rescues received from the CID and is presented in the graph below on gender and age disaggregated transit rescue points.



As far as CSOs are concerned, there is reference to the following transit rescues:

1. A total of 8 boys in Udaguri rescued in transit
2. Just 1 girl in Sivasagar rescued in transit
3. In Baksa, 14 women, 10 girls and 6 boys were rescued in transit
4. Another group of 15 females comprising girls and women in the age range of 13 – 25 were also rescued in transit in Baksa

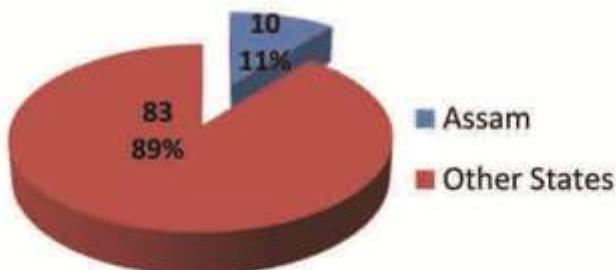


## Destinations: CID Rescue Data

With reference to destinations, trafficking to other states is significantly higher than within Assam, as clear from the adjacent chart: an overwhelming 83% have been rescued from states outside Assam, clearly reflecting that trafficking from the state is not limited to intra-state destinations at all.

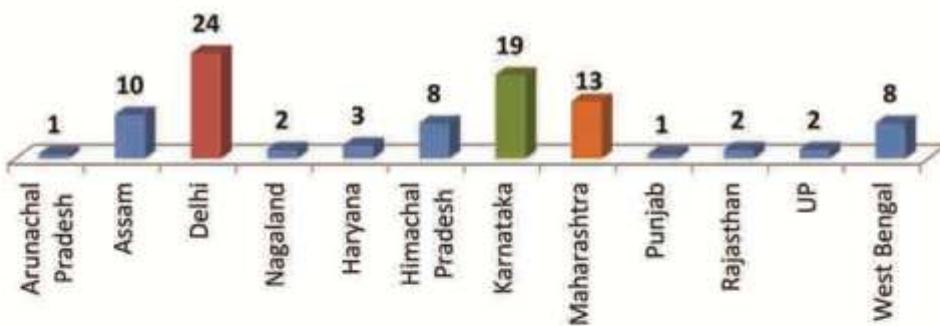
Disaggregated, Delhi emerges to be the most important destination, with Karnataka coming second and Maharashtra at third position. Obviously, geographical distances are no deterrent to trafficking. Looking at the destinations from an age and gender disaggregated

**Destination: Assam vs Other States  
CID Data**



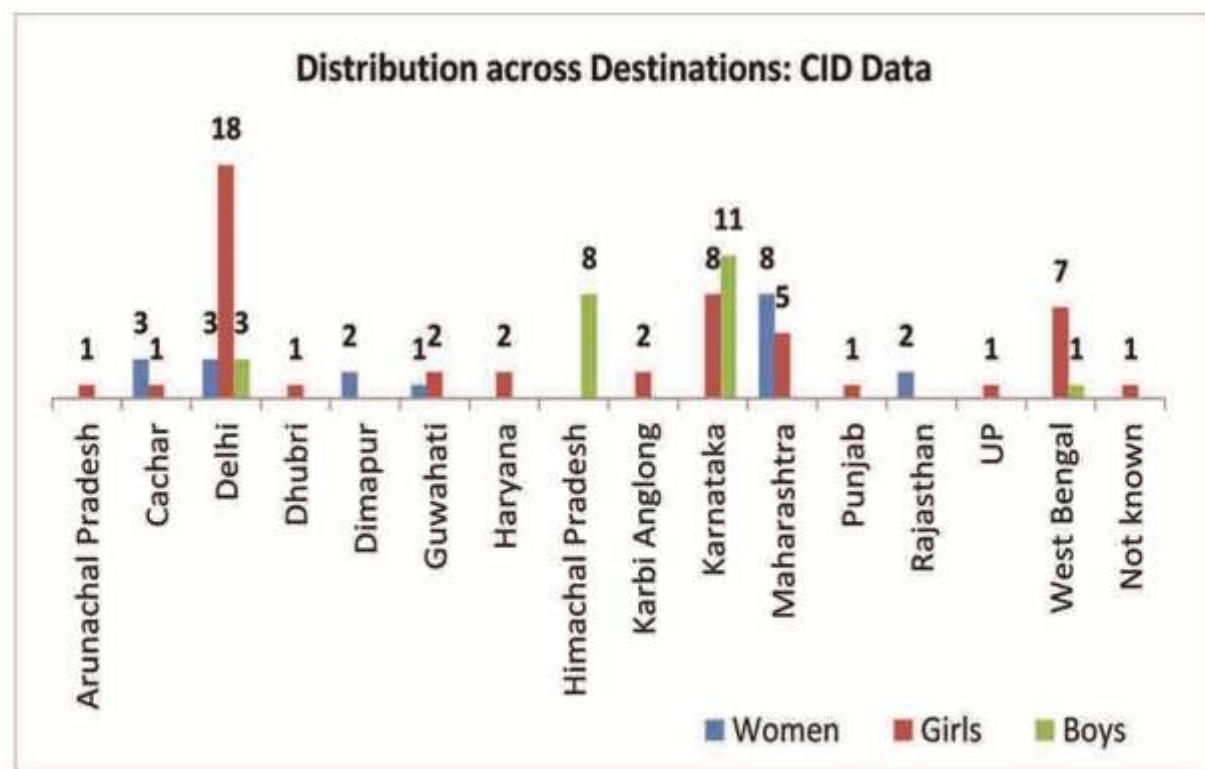
perspective, there are notable differences. Delhi is the top most destination for girls only, while for boys it is Karnataka and for adult women – Mumbai.

**Destination: Distribution across States - CID Data**



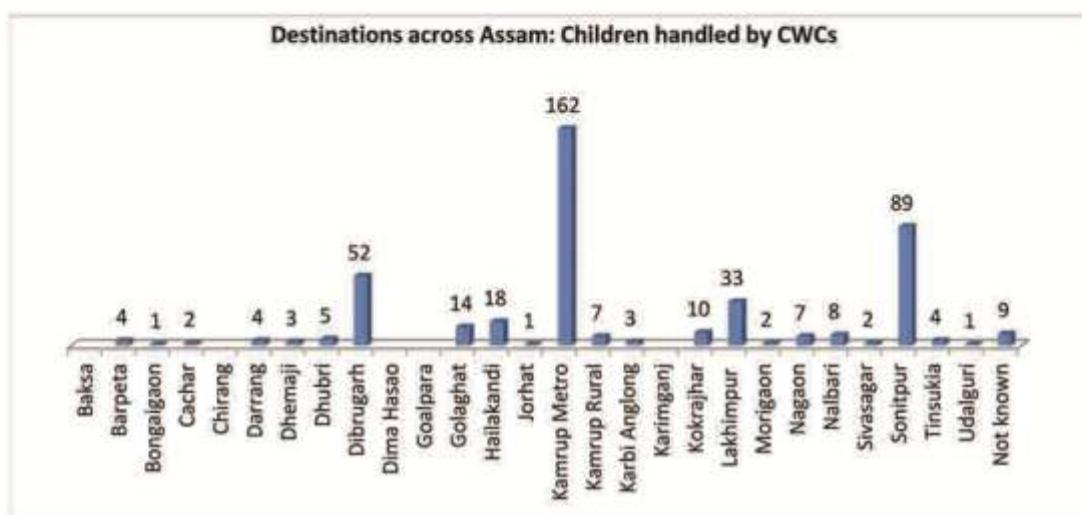
All destinations within and outside Assam taken together, the age and gender disaggregated distribution in the CID rescue data is presented in the adjacent chart. As per this chart, the districts of Cachar, Dhubri and Karbi Anglong feature as destinations, along with Guwahati. Maximum number of girls (18) have been rescued from Delhi; boys (11) from Karnataka and women (8) from Maharashtra.

It is to be noted that state names have been used as the lowest common denominator, since names of specific cities/towns have not been mentioned in all the cases. However, Mumbai features prominently in Maharashtra and the cities of Siliguri and Kolkata have been mentioned in rescue cases from West Bengal.



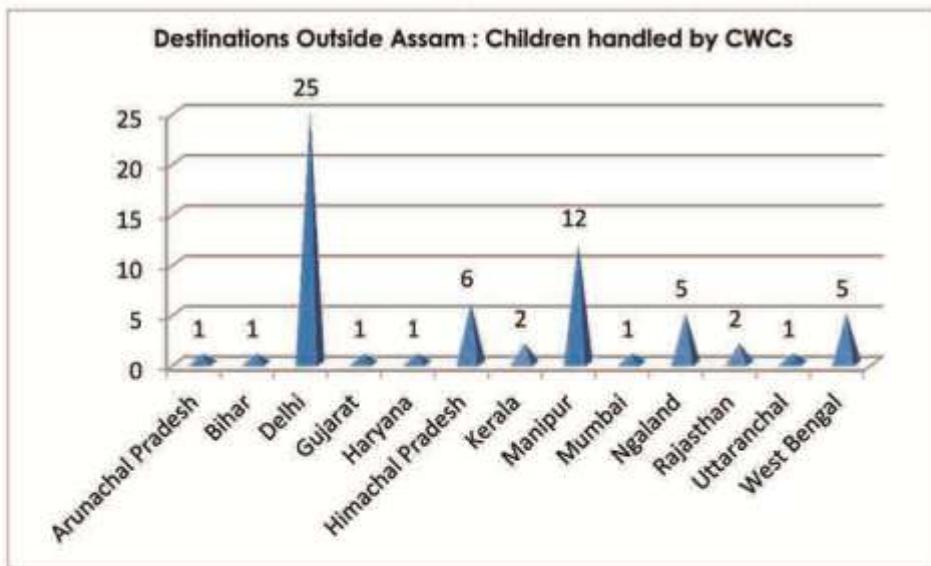
### Destination Details: CWC Data

With reference to children being handled by CWCs, destination districts are also spread across the state, just as in the case of the source districts. That, however, is natural since many recorded cases are of children trafficked for labour into townships from the villages of the same district. However, the districts of Baksa, Cachar, Dima Hasao, Goalpara and Karimganj have not surfaced in this dataset as a destination district at all, in contrast with the CID dataset. As already presaged, ***Kamrup Metro is the single most important destination with close to 160 children being trafficked there, mostly concentrated in Guwahati as child labour.*** The graph below represents the distribution of children across the districts.



With reference to children being restored from outside Assam, it is important to note that children have been found to be trafficked to states as far as Himachal Pradesh and Kerala. The number, however, is not very high, as reflected in the relevant chart overleaf.

***There is notable similarity with the CID data analysis in Delhi being the single largest destination point, with 25 children being restored from there. Again, the total number of children rescued from other states is 63, which constitutes almost 13% of the total number (486) of children handled by CWCs. This is a pointer to the need for collaborative action planning with rescue organisations in these destination states; especially Delhi.***

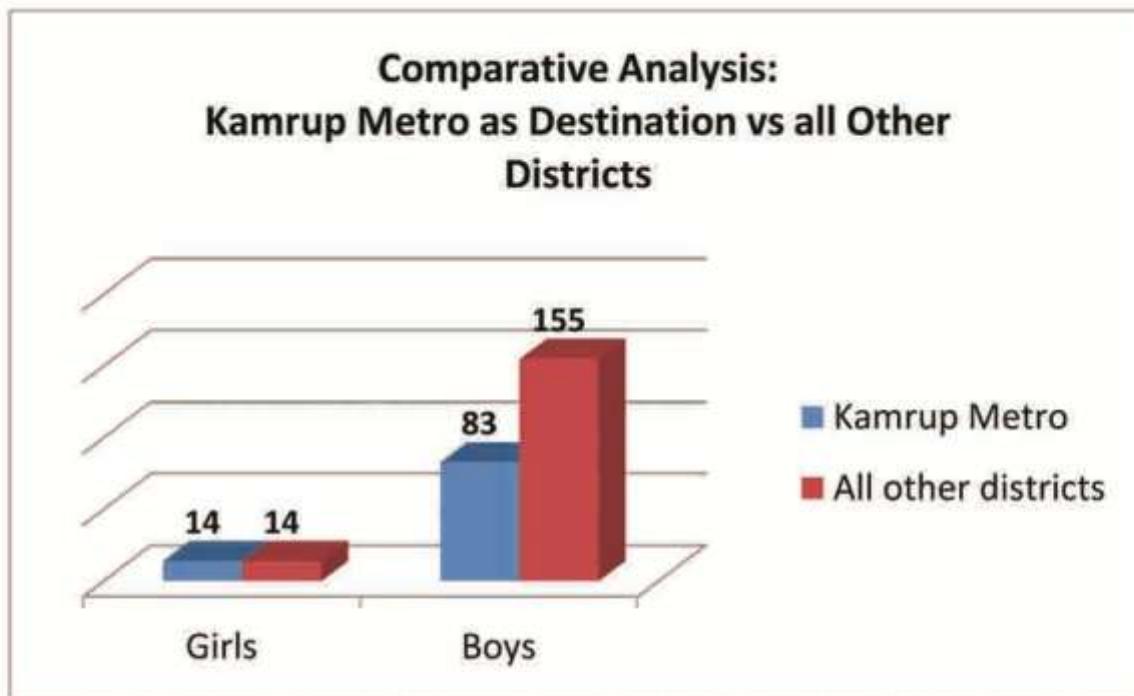


As in the case of rescue data from CID, with reference to CWC data on destinations outside Assam also, states have been named as the lowest common denominator.

However, Shimla has been specified as a destination in Himachal Pradesh and Imphal as one in Manipur. Mumbai has been named as opposed to Maharashtra, because within this dataset – there is no reference to any other city in that state. That cannot be said about any other state mentioned here.

## Destination Points: DoLE Data

For the dataset received from the Department of Labour and Employment, Government of Assam, the districts where the rescue of child labour happens is the destination point. While that diagram has been presented already in Chapter 2 , the following graph captures the significance of Guwahati in Kamrup Metro as the single most important destination for children in Assam engaged as child labourers.

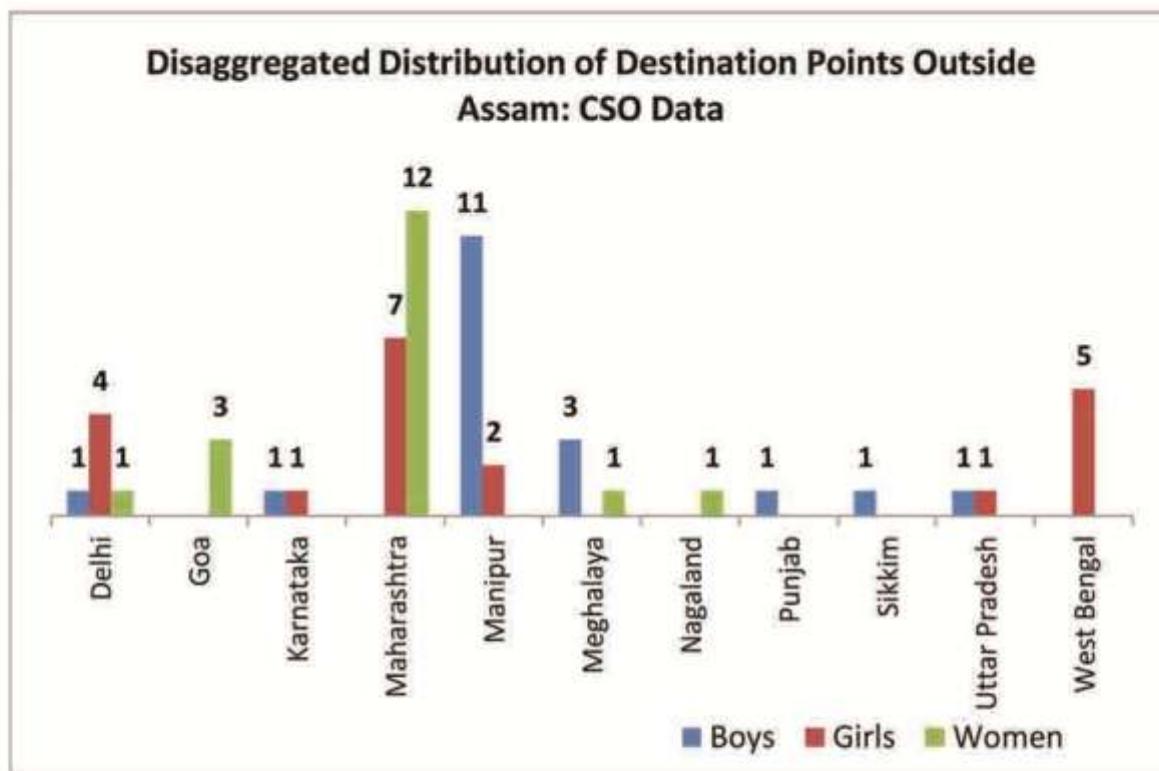


The number of girls rescued by DoLE are significantly less than that of the boys, but even then – girls rescued in Kamrup Metro, actually in Guwahati, equal the number of girls rescued in the 10 other districts (from where data was received) taken together. With reference to boys, the total number of rescued child labour in the 10 remaining districts is higher than the number of rescues in Guwahati town of Kamrup Metro. However, Kamrup Metro alone accounts for more than 50% of the rescues.

*It would be worthwhile to note in this context that of the total 155 boys rescued in different districts, 47 were from Sivasagar. This bulk makes that district merit special focus also.*

## Destination Points: CSO Data

It needs to be remembered that the reference to destinations is less than the total number of women and children recorded by CSOs, since some rescues happened in transit – as already shared earlier in this chapter. However, as in the case of CID and CWC information on destinations, CSO data also refer to places both inside and outside Assam, as reflected in this and the next chart.



With reference to destinations outside the state of Assam, Delhi emerges – in correspondence with other datasets – to be the major area for girls being trafficked. However, this dataset reflects different destinations for women and boys: Maharashtra (mostly Mumbai) and Manipur respectively.

Once more, therefore, ***the need to establish collaborative and convergent action between identified major destination points is highlighted.***

Disaggregated Distribution of Destination Points across Districts: CSO Data									
S.N o	District	Boys	Girls	Women	S.N o	District	Boys	Girls	Women
1	Baksa	0	0	0	16	Kamrup (R)	0	0	0
2	Barpeta	0	0	0	17	Karbi Anglong	0	0	0
3	Bongaigaon	0	3	0	18	Karimganj	0	0	0
4	Cachar	2	2	6	19	Kokrajhar	5	1	1
5	Chirang	0	0	0	20	Lakhimpur	0	0	0
6	Darrang	0	3	0	21	Morigaon	0	0	0
7	Dhemaji	0	0	0	22	Nagaon	0	1	0
8	Dhubri	0	0	0	23	Nalbari	0	0	0
9	Dibrugarh	5	5	0	24	Sibsagar	0	0	0
10	Dima Hasao	0	0	0	25	Sonitpur	1	1	0
11	Goalpara	0	0	0	26	Tinsukia	4	0	0
12	Golaghat	0	0	0	27	Udalguri	2	2	1
13	Hailakandi	0	0	0	28	Not known	0	27	36
14	Jorhat	0	0	0	Total		19	78	60
15	Kamrup (M)	0	33	16					

As in the case of datasets received from CID and CWCs, the CSO dataset also reflects Kamrup Metro as the major destination point within the state of Assam. However, this reading is weakened a little by the destination points of a large number of women (36) and girls (27) remaining unknown, since this information remained blank in the data shared for this study. ***Primary research to enquire into the destination points of this big bulk of rescued girls and women would add considerable value to strategic decisions regarding interventions at destination points.***

In conclusion, the following points maybe emphasised as future steps, on the basis of the information available on destination points inside and outside Assam:

1. ***Primary research involving survivors, CWC members and CSO personnel to further narrow down the broad destinations outside Assam to specific cities.***
2. ***Primary research involving different arms of the police (Police Stations and GRP in particular) and CSOs involved in transit rescue to identify strategies that facilitate such rescue. This could guide the strategies for intervention in important source areas to facilitate transit rescues.***

3. *Establishing a strong network of organisations working in the major source districts and organisations working in Kamrup Metro, especially in Guwahati, as the single most important destination point for child labour to facilitate faster rescue and more efficient restoration.*
4. *Facilitating collaboration and cooperation between CSOs working in key source districts in the state and those working in the key destination points towards concerted action following the case management approach.*
5. *Undertake advocacy initiatives with the Government of Assam, as also with CID, Assam Police, to strengthen linkages with the AHTUs in the key source and destination areas with a view to reducing the time span between being trafficked and being rescued.*



## Chapter 5: Nature of Exploitation

An analysis of the nature of exploitation faced by children and women trafficked from and within Assam reveal that trafficking happens both for labour and sexual exploitation. There are also situations where both are combined and sexual exploitation sometimes happen under the guise of marriage. In this chapter, an attempt has been made to disaggregate the nature of exploitation faced by girls, boys and women from different districts of Assam who had been away from their homes, as also for those who have been trafficked into the state.

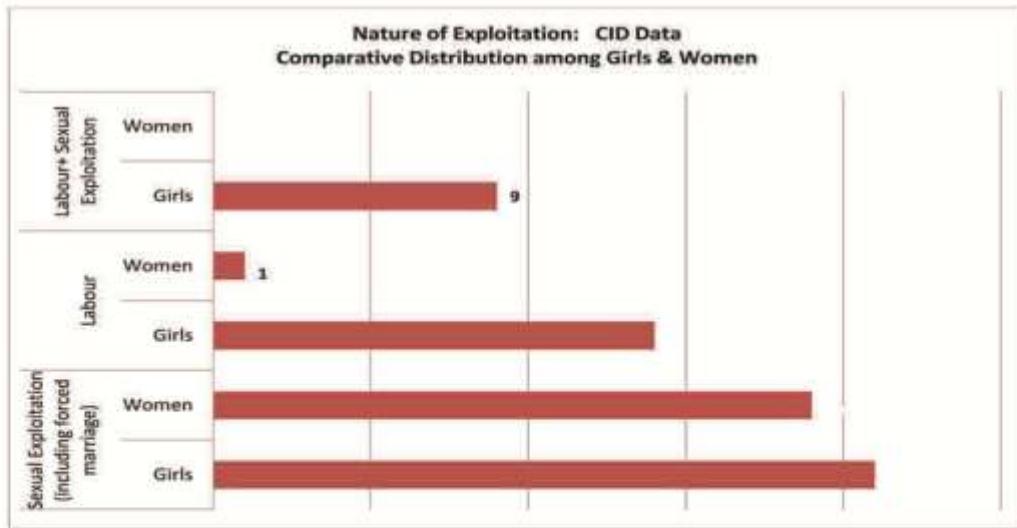
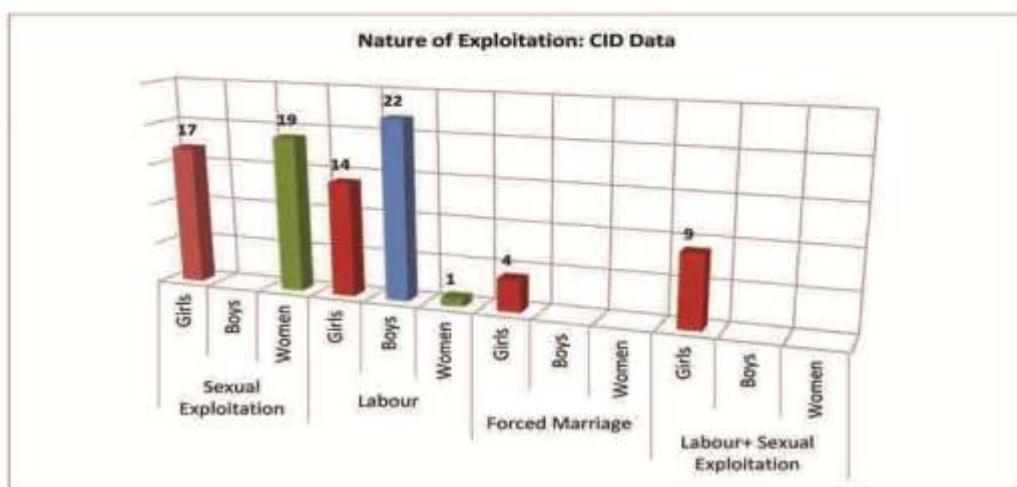
It is necessary to clarify at the outset that the variation of labour engagements that can be analysed from the DoLE data is not possible with the other datasets, since most of them simply mention 'child labour'. This makes it challenging to capture the different types of engagement in labour that children are engaged in – beyond the dataset received from DoLE. However, beyond the broad classification of the nature of exploitation into labour vs sexual exploitation – further analysis has been attempted wherever possible. Sexual exploitation has also been captured in all its variations to the extent possible. DoLE data has been scrutinised thoroughly to capture all the different forms of labour that children are engaged in. A broad division into domestic and other forms of labour has been analysed with every dataset that allows such a categorisation.

It is also important to remember that the nature of exploitation is only relevant in cases of destination rescue, as opposed to the cases of rescue in transit. Also, differences between destination points with reference to women, girls and boys assume critical significance when matched with the **nature of exploitation**, as depicted in the charts below. The only form of exploitation faced by boys is engagement for labour, as per recorded data. But there are important variations in the form of exploitation faced by girls. **The number of girls facing sexual exploitation is higher than the number of girls engaged in labour**, as per the CID data. On the other hand, the only form of exploitation faced by adult women in an overwhelming majority of cases is sexual in nature, which in some cases is combined with forced marriage. Only 22 cases of women engaged in forced labour is mentioned in CSO data, with all other rescued women in CID and CSO datasets had faced sexual exploitation. One may, therefore, infer that adult women from Assam are mostly trafficked to Mumbai for sex work, whereas girls are trafficked to Delhi for sexual exploitation or labour or a combination of both.

## Nature of Exploitation: CID Data

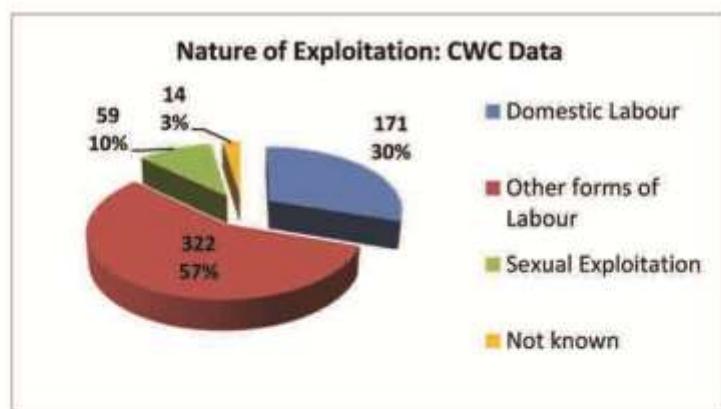
Information about the nature of exploitation faced by rescued girls, boys and women recorded in CID data clearly demonstrates that no women have been rescued from a situation of labour alone, or even from any situation of labour combined with sexual exploitation. As far as girls are concerned, however, there are some cases of rescue from situations of labour only – though a majority of the rescued girls have faced sexual exploitation, singly or in combination with labour or forced marriage. Boys have been rescued from situations of labour only.

The next set of graphs present the nature of exploitation, disaggregated as per age and gender,



## Nature of Exploitation: CWC Data

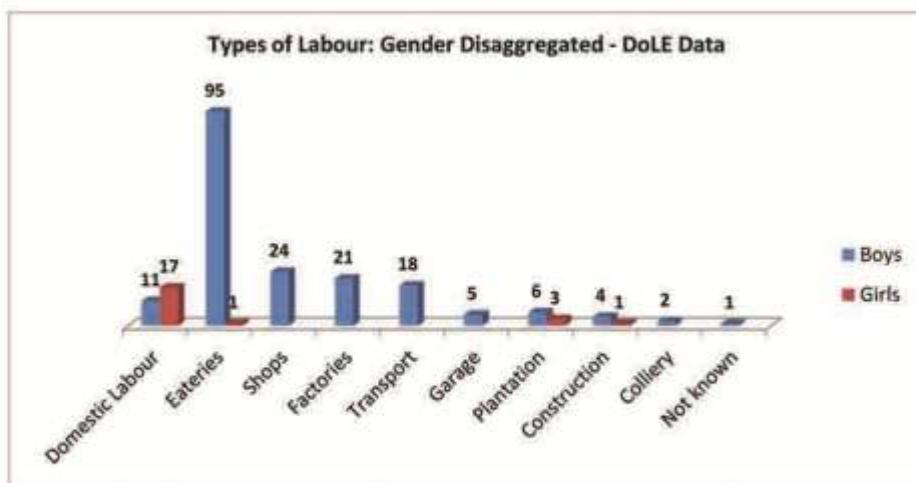
There are cases recorded as 'trafficking' with others being noted as 'child labour', with or without specifications. Among all the CWCs, **Nagaon CWC has the highest number of cases marked trafficking**. All cases marked as 'trafficking' have been put under sexual exploitation. Other cases of engagement in labour have been classified as 'domestic' and 'other forms of labour' wherever possible. The next set of charts capture these variations.



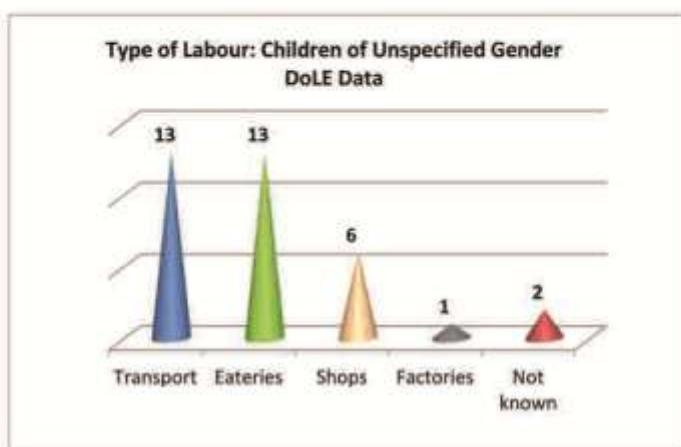
As depicted in the first chapter, the total number of girls (348) produced in CWCs is considerably higher than the number of boys (244). However, in the CWC dataset, domestic and other forms of labour constitute the major form of exploitation as depicted in this

chart. This reflects that girls migrated within Assam are mostly trafficked for labour, since they constitute the bulk of girls presented to CWCs. Even then, the fact that there are **59 cases of girls facing sexual exploitation is significant enough, since that constitutes nearly 17% of the total**. All cases of sexual exploitation, incidentally, have been marked for children restored from outside the state of Assam.

## Nature of Exploitation: DoLE Data

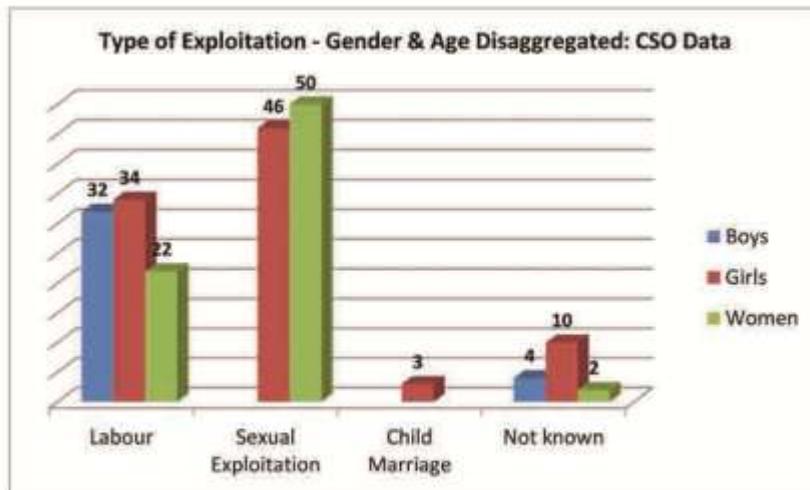


This dataset offers the most elaborate understanding of the nature of employment of child labourers in Assam. However, since the number of girls rescued by Labour Inspectors or other members of the DCLTF is rather low, these variations mostly apply to male child labour. The previous chart captures the details of their engagement. It also reflects that girls are mostly engaged as domestic labour (17 out of 22, more than 77%). Three among the remaining girls are engaged in plantation (probably tea gardens, though that is not specified) and one each in an eatery and construction work. Close to 51% of the boys (95 out of 187) are found to be engaged in eateries, with the remaining more or less equally distributed in other forms of labour mentioned in the chart. In combination with these details, transport emerges as important an engagement option for child labourers as Eateries are.



It needs to be noted in this context that the gender of some children has not been specified in the data provided. Their engagement patterns have been captured separately. This chart reflects transport to be as major an employment area of child labourers as eateries.

## Types of Exploitation: CSO Data

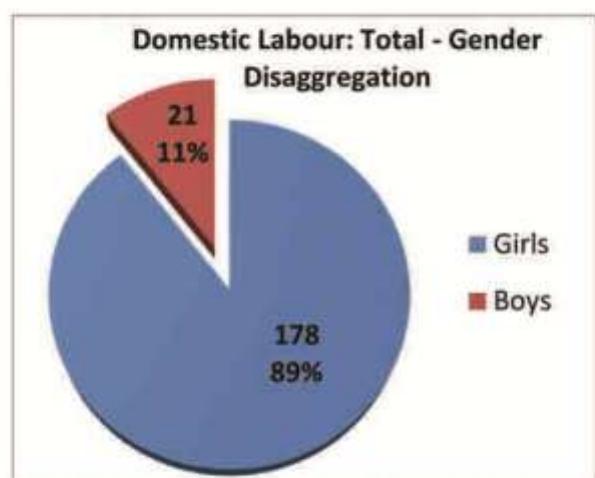


It needs to be noted in this context that three cases of rape within neighbourhood and family mentioned by a particular CSO has been taken out of the total calculation of numbers, but the child marriage case has been retained since that is also a form of sexual exploitation. In combination, therefore, **49 among 93 girls (about 53%) have faced sexual exploitation either directly or through child marriage.** If there have been cases of sexual exploitation among the 10 girls where the nature of exploitation has not been specified, this ratio would rise further.

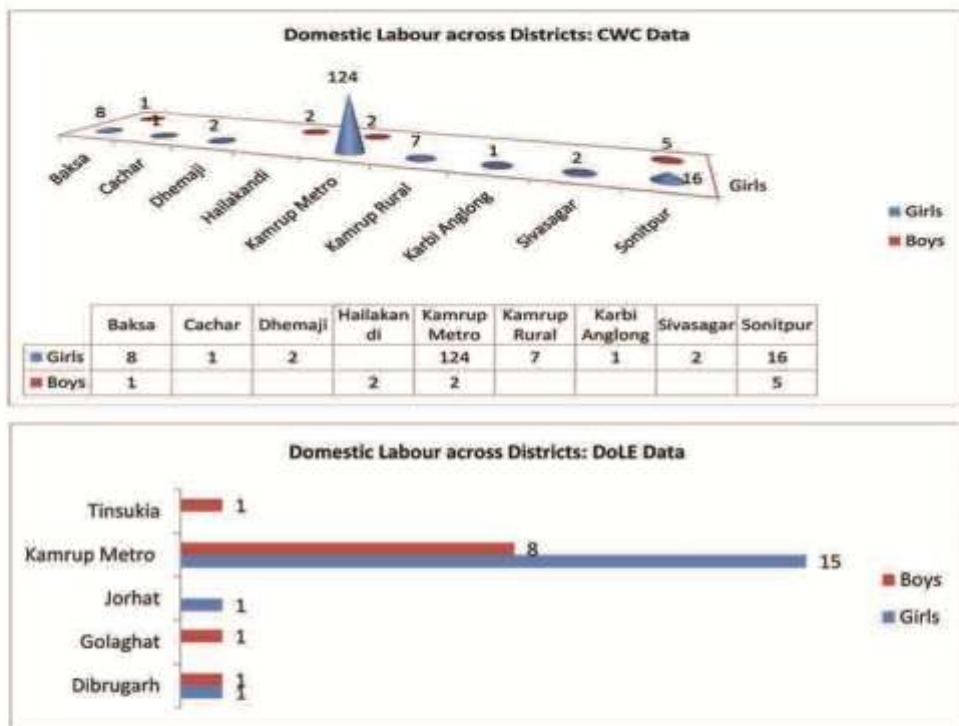
Types of labour have not been differentiated between domestic or other forms, thereby making it impossible to categorise labour-based exploitation any further.

## Girls in Domestic Labour: an alarming picture

As the analysis in this chapter reveals, classification of child labour into domestic and other forms is possible only in two datasets: DoLE data and CWC data, for in CID and CSO data – labour has not been further classified. However, as mentioned earlier, the engagement of underage girls in domestic labour presents quite an alarming picture as depicted below:



As the adjacent chart reflects, out of 199 children rescued from situations of domestic labour, an overwhelming 89% are girls. Further, such engagement is majorly concentrated in Guwahati, Kamrup Metro district. One more point to be noted in this connection, as already depicted earlier in this chapter, DoLE data reflects only 28 of these 199 cases, with 171 cases being captured in CWC data only. It deserves further probe to find out why the number of girls rescued from domestic labour in Kamrup Metro features in so limited a manner, with all such rescues being credited to Childline in CWC data. The charts below capture the district-wise disaggregation of boys and girls engaged in domestic labour in CWC and DoLE datasets.



However, on the basis of the classification presented here, the following indicators may justifiably be formulated:

- 1. Trafficking of girls within Assam is more for engagement as child labour, especially as domestic labour. Guwahati is an important centre of such engagement. Convergent action between different departments of the government, as also between State and non-State actors is, therefore, necessary to address this problem.**
- 2. However, girls are also getting trafficked out of Assam for sexual exploitation, and the number of such girls is higher than the number of girls trafficked into labour.**
- 3. Boys are being employed in considerable numbers as child labourers both inside and outside of Assam. Within Assam, eateries and transport are the key culprits in terms of employing child labourers, with Guwahati forming the major hub.**
- 4. The situation certainly merits an in-depth research into the push, pull and facilitating factors driving children into income-earning activities; complicity factors of families/parents and of children themselves; the types of employers and their motivations; and the individual agents/ agencies who act as the traffickers for labour. Such a study would facilitate the formulation of a need-specific intervention plan to address the child labour issue in the state.**



## Chapter 6: Next Steps & Recommendations

Summarizing the details provided so far, the following Recommendations may be articulated:

1. Trafficking in women and children is a reality, which has been captured here in concrete numbers through the analysis of composite datasets from different stakeholders. This report takes the reality beyond anecdotal references into the domain of substantiated evidence. Within a span of 31 months, about 3000 women and children have been rescued from destinations or in transit, or have gone missing from home in Assam.
2. Trafficking in women and children happen both within and outside the state, with Assam being both a source and a destination area.
3. This secondary data analysis may be treated as a pilot which needs to be followed up by in-depth primary research into the following areas, in order to develop a comprehensive, need-specific preventive programme against human trafficking in the state:
  - a. Push, pull and facilitating factors behind trafficking of children and women in and from Assam – using qualitative methodologies that allow capturing the voices of the survivors along with those of multiple stakeholders at family and community levels, as also among relevant State and non-State actors.
  - b. Focused research on the phenomenon of child labour in the state, using a combination of quantitative and qualitative techniques to determine the size of the problem; the push, pull and facilitating factors; and the role parents/families and children themselves play in allowing child labour to thrive.
  - c. Special focus on transport, eateries and domestic labour needs to be given immediately, while larger strategic decisions may wait to be better informed by the findings of a thorough primary research.
  - d. A focused study on the changes that happened or the steps that were taken to dramatically reduce the number of missing children and women in Kamrup Metro to learn and replicate the same in other locations.

4. Immediate Plan of Action needs to be developed for the districts of Baksa, Cachar, Dibrugarh, Golaghat, Jorhat, Kamrup Metro, Nagaon, Sivasagar, Sonitpur and Udalguri to promote convergence among different stakeholders towards preventive activities against trafficking.
5. Strong collaboration and convergence between State and non-State actors in Delhi and Mumbai, and the relevant stakeholders in Assam to be developed to ensure fast rescue and speedy restoration of survivors of trafficking in and from Assam.
6. With reference to the documentation gaps that had emerged in course of this study, a two-pronged programme may be initiated:
  - a. Using the templates developed for this study, concerned departments, CWCs of all districts and CSOs to initiate recording of cases in future;
  - b. Periodic collation and analysis of data by SCPS Assam on real time basis in order to monitor gaps, do mid- course corrections and initiate necessary programmatic action with a case management approach.
  - c. Regular coordination for data collection and comparison of data among all key departments and stakeholders.

## Annexure: Templates for Data Collection

**For CID**

S.N	Date of rescue	Number of children	Gender	Number of women	Nature of exploitation	Source from where the person was trafficked
			Male	Female		

Rescued in transit (date & place)	Rescued from Where	Rescued by	Month and year when trafficked	Month and year when brought back to Assam	FIR lodged in which P.S and district

Present status of the case	If produced before CWC	Present status of Survivor	Remarks
	Yes	No	

**For CWCs**

S.N	CWC Case No	Age	Gender	Nature of Exploitation			Source	Destination			
				F	M	Sex work	Domestic Labour	Other Labour	Village	District	State

Trafficked when	Returned to Assam / Rescued	Who brought the child to CWC	FIR	Present status of the child			
Month	Year	Month	Year	CSO	Police	DoLE	Other

For CSOs: Template 1

Template 2





সামরিক বাহ্য

অসম চৰকাৰ

Government of Assam

**unicef**   
unite for children