



FINAL PROJECT REPORT

Project Title:	Assistance to law enforcement and prosecution services in Southern Africa to implement the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, to the United Nations Convention against Transnational Organized Crime
Project Number:	FS/RAF/R98
Duration:	April 2005 – March 2006 (Extension to June 2007)
Executing Agency:	United Nations Office on Drugs and Crime
Total Budget:	US\$ 223,000 (including 13% PSC)
Donors:	United States

I. SUMMARY:

Trafficking in persons has become a major concern in the Southern African region as well as in many other parts of the world and has become one of the most profitable activities of organized crime groups worldwide. The movement of trafficked people within, through, and from the sub-region is complex. Organized crime networks are involved in the process of trafficking albeit trafficking routes, methods of recruitment, forms of exploitation and degrees of involvement of organized criminal groups are complex. There is a need to strengthen the capacity of criminal justice systems in the Southern African region to respond in an effective and coherent manner in order to curb this form of crime.

UNODC ROSAF as a regional office and having established strong relationships with regional organizations took the initiative to assist SARPCCO in this area of crime prevention as part of its mandate.

The Southern African Regional Police Chief's Cooperation Organization (SARPCCO) comprises of twelve Member States, namely: Angola, Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia, and Zimbabwe. SARPCCO was established in 1995 and is an international independent police organization in Southern Africa. Membership is established by means of voting and the payment of annual membership fees. Although retaining its independence, SARPCCO Member States are affiliated with Interpol.

Most SARPCCO Member States have signed and, to a lesser degree, ratified a number of relevant international instruments. These include the United Nations Convention on the Rights of the Child, the UN Convention on the Elimination of All Forms of Discrimination Against Women, various ILO Conventions on minimum age at work and forced labour, the United Nations Convention against Transnational Organized Crime (TOC), and other instruments such as the Universal Declaration of Human Rights and the African Charter on Human and Peoples' Rights.

The objective of this project was to increase the technical capacity of police and prosecution agencies in the SARPCCO Member States in the implementation of the Protocol to Prevent,

Suppress and Punish Trafficking in Persons, especially Women and Children. This was to be achieved through a regional pilot training workshop for law enforcement officers and prosecutors from each SARPCCO Member State.

II. PROJECT RESULTS:

The following are the expected **outputs** at the end of the project:

Output 1:

A comprehensive training curriculum, including training materials, tools and case studies, for training of law enforcement and prosecutors on trafficking in persons will have been finalized.

Output 2:

One police officer and one prosecutor from each participating country will have been trained in identifying, investigating and prosecuting cases of trafficking in persons, in light of the existing current legal provisions.

The primary direct beneficiaries are the SARPCCO Member States' police and prosecution officials responsible for dealing with cases of trafficking in persons, and responsible for the development of anti-trafficking policies, strategies and legislation. The beneficiaries also include the SARPCCO Secretariat. Its increased knowledge and capacity to deal with trafficking in persons have contributed to the harmonization of a regional approach to curb trafficking.

The countries of transit and destination should have benefited from the increased capacity to prevent and tackle the problem. The direct beneficiaries also being the victims of trafficking, who would be assisted and supported through improved awareness on the side of the law enforcement and judiciary. These include those victims whose cases are successfully dealt with in the criminal justice system as a result of improved capacity and the potential victims whose risk of becoming victimized is reduced as a result of increased responses and awareness among the Member States and their officials.

The project was implemented in the form of a pilot. This pilot phase of the project provided for the development of standardized training curricula for the training of police and prosecutors. Subsequently, it provided for the training of one police and one prosecutor per country in the identification, investigation and prosecution of cases of trafficking in persons.

III. EXTENT TO WHICH THE OBJECTIVES OF THE PROJECT HAVE BEEN ACHIEVED

On a general basis it can be concluded that the project managed to achieve its intended objectives as outlined on the project document. In addition, through this project, a good working relationship has been established with the SARPCCO Secretariat.

A pilot training for SARPCCO Member States was organized based on the revised training curricula. The main objective of the training was to raise knowledge about trafficking in persons among the participants and also using the participants as a "sounding board" regarding training needs in the region and the usefulness of the training materials. One police

officer and one prosecutor representative from each SARPCCO Member State was invited to take part in the training workshop.

With the assistance of UNODC's Headquarters in Vienna, workshop trainers were identified based on knowledge and experience in the area of trafficking in persons; however, they were not familiar with the region, regional problems or the situation of trafficking in person in the region.

The objective was attained through the pilot training that was held and attended by the majority of the SARPCCO countries. Two-day expert group meetings were held to revise the UNODC existing manual to Southern African regional situation. A comprehensive training curriculum, including training materials, tools and case studies, for law enforcement and prosecution on trafficking in persons was modified and revised.

A regional five-day pilot training workshop was held and participants were trained on identifying, investigating and prosecuting cases of trafficking in persons, in light of the existing current legal provisions. Twenty two participants from 11 member states attended the workshop (Botswana, Lesotho, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Tanzania, Zambia and Zimbabwe).

The training was regarded as effective in terms of assisting the participants in understanding trafficking methodology, the difference between smuggling and trafficking in persons, identifying, investigation and interviewing trafficking in persons' cases and assisting a trafficked victim and avoiding re-victimization.

The following concerns were raised by participants after the training workshop as part of the evaluation of the training:

- In order to assist government officials in the different countries in their efforts to combat human trafficking, the roll out of the training in all countries would be a requirement;
- When considering the roll-out to the specific countries, it was recommended that the information contained in the manual, receives further amendment to suit the situation and needs of each country;
- More information/revision was required for the section on prosecution of trafficking cases;
- Participants also raised concerns about the sharing of information among the countries to enhance cooperation;
- At least two weeks should be allocated for the training;
- Field visits to shelters/courts should be incorporated in trainings to allow for better acquiring of information.

IV. DRUG AND CRIME PREVENTION CONTROL IMPACT MADE BY THE PROJECT

Trafficking in persons occurs in all parts of the world. It is also not only a transnational phenomenon; people are trafficked across and within national borders into various sectors of the local economy, such as domestic service, factories and sweatshops, farming and

agricultural, commercial sex, begging and street vending. Criminal networks are exploiting opportunities to expand their operations to illicit activities such as the drug trade, harvesting of human organs or body parts, mail-order brides and illegal adoption.

Trafficking in persons has become highly organized, as evidenced by the existence of sophisticated transnational criminal networks. At a lower level, yet equally as harmful, this illicit activity can be facilitated by single individuals.

A strong working relationship between the SARPCCO Secretariat and UNODC ROSAF has been established at both the managerial and operational level. The SARPCCO Secretariat expressed its satisfaction in the partnership established and the implementation of the project. As a result, SARPCCO is willing to have the training manual tabled at its training sub-committee meeting to enhance the passing of the resolution from Member States to have police officials in different countries trained with the SARPCCO/UNODC ROSAF manual. The SARPCCO Secretariat has also expressed its willing to extend the project by having a Phase II with UNODC, as a follow up to this project. The interest is to have regional training conducted for all SARPCCO Member States as a method of raising awareness in its member states.

V. PROJECT SHORTCOMINGS

The project was designed without consideration to the limited available information on and knowledge of trafficking in persons in the Southern African region. Informative research about trafficking in persons in the region is required since very little is known about the problem.

The project envisaged to have expert group meetings for the review and modification of the UNODC ECOWAS training curricula on trafficking in persons to the Southern African regional situation. However, some of the participants expected to review the manual were not conversant with the topic. As a result, full participation was received from few participants who had more information regarding the issue. A training / study tour would have aided the participants of the expert group meeting. Participants experienced problems of preparations due to uncertainty regarding the topic. Problems of continuity regarding attendance of participants were also experienced. Countries and stakeholders nominated different representatives to attend the meetings.

As was mentioned earlier, the trainers lacked thorough information and knowledge about regional problems, and the situation of human trafficking in the region. This created a challenge for the trainers who were not informed about the region at all. It was noted that it is important that there should be an understanding of the concept of the region before the region can implement, therefore getting the right trainers will be crucial for any effective regional training. Hence, regional experience needs to be considered for future trainers.

VI. LESSONS LEARNED / RECOMMENDATIONS

The following challenges were noted at the end of the project implementation.

The expert group meeting participants who were expected to draft, provide inputs and comments on the training curricula, had limited information or knowledge on the problem of trafficking in persons. It is therefore recommended that certain requirements will be set for the participations of members in an expert group meeting.

Furthermore, the trainers that are guiding the workshops should have experience and detailed knowledge on the needs and situation of human trafficking in the Southern African region.

No mechanisms had been put in place as a follow-up on action taken by participants to disseminate information acquired during the training to other service providers. Despite the fact that Member States were requested to participate in the final revision of the manual, no substantive comments were received; as a result each country will have to re-revise the manual according to their situation. Commitment and buy-in from Member States through decision taken at the SARPCCO Secretariat is important to assist with continuity, sustainability and ownership of the project.

In addition to training law enforcement and prosecution officials, it is recommended that training of magistrates on the issue of human trafficking is made a priority in the Member States.

There is no arrangement or agreement in place to ensure that the manual will be adopted by all Member States for continuous training in the countries. Hence, for future projects, it would be essential to assess the processes that need to be entered in order to secure the future roll-out and ownership by the Member States.

Disclaimer

Independent Project Evaluations are scheduled and managed by the project managers and conducted by external independent evaluators. The role of the Independent Evaluation Unit (IEU) in relation to independent project evaluations is one of quality assurance and support throughout the evaluation process, but IEU does not directly participate in or undertake independent project evaluations. It is, however, the responsibility of IEU to respond to the commitment of the United Nations Evaluation Group (UNEG) in professionalizing the evaluation function and promoting a culture of evaluation within UNODC for the purposes of accountability and continuous learning and improvement.

Due to the disbandment of the Independent Evaluation Unit (IEU) and the shortage of resources following its reinstatement, the IEU has been limited in its capacity to perform these functions for independent project evaluations to the degree anticipated. As a result, some independent evaluation reports posted may not be in full compliance with all IEU or UNEG guidelines. However, in order to support a transparent and learning environment, all evaluations received during this period have been posted and as an on-going process, IEU has begun re-implementing quality assurance processes and instituting guidelines for independent project evaluations as of January 2011.