

# GloACT

Global Action against Trafficking in Persons and  
the Smuggling of Migrants (2015-2019)



*This project is funded by the European Union*

## GLO.ACT' implementation

### Summary Report

15 July 2015 – 30 September 2019



Photo credit: Leandro Barbosa



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# 1. Introduction

**The Global Action against Trafficking in Persons and Smuggling of Migrants (GLO.ACT)** was a four-year (2015-2019) joint initiative by the European Union (EU) and the United Nations Office on Drugs and Crime (UNODC) that was implemented in partnership with the International Organization for Migration (IOM) and the United Nations Children’s Fund (UNICEF). GLO.ACT aimed to provide assistance to governmental authorities and civil society organizations across 13 strategically selected countries: Belarus, Brazil, Colombia, Egypt, the Kyrgyz Republic, Lao PDR, Mali, Morocco, Nepal, Niger, Pakistan, South Africa, and Ukraine. The project supported the development of more effective responses to trafficking and smuggling, including providing assistance to victims of trafficking and vulnerable migrants through the strengthening of identification, referral, and direct support mechanisms.

In terms of coverage, UNODC operated in all of the 13 selected target countries, while the IOM component of GLO.ACT covered 6 out of the 13 selected target countries (Belarus, Brazil, Lao PDR, Mali, Morocco, and South Africa), and the UNICEF component of GLO.ACT covered 3 out of 13 target countries (Belarus, Colombia, and Lao PDR).



The overarching aim of the project was to reduce Trafficking in Persons (TIP) and Smuggling of Migrants (SOM), and to assist and protect victims and vulnerable migrants, including children. Through targeted, innovative and demand-driven interventions GLO.ACT worked alongside the partner countries in developing and implementing more effective national and international responses to TIP and SOM linked to the following pillars of intervention:



GLO.ACT delivered targeted, innovative and demand-driven interventions under all of the above-mentioned pillars. With regards to the overall project aim, monitoring and evaluation data shows that GLO.ACT contributed to increasing the quantity and quality of the assistance provided, and the TIP/SOM cases investigated and/or prosecuted. When considering the project pillars individually, the most significant contributions were made in the area of strategy and policy development, the provision of legislative assistance and capacity building for key project stakeholders.

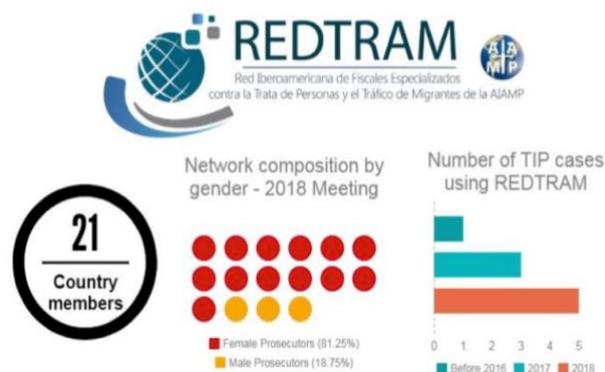
In the strategy and policy sphere, the work undertaken by GLO.ACT contributed to putting on the public agenda important issues about and related to TIP and SOM in the target countries. This resulted in the adoption a National Strategy on SOM in Colombia, the adoption of the 3<sup>rd</sup> National Plan on TIP in Brazil and the adoption of the National Strategy Framework in South Africa, while the success of the GLO.ACT supported 100-day awareness campaign in the Kyrgyz Republic resulted in the adoption of a communication strategy by the government.

In terms of legislative assistance, the standout example is the expert support provided by GLO.ACT on the need to enact new legislation on TIP and SOM in Pakistan. A key focus of that work included bringing a gender perspective to the drafting and negotiations of the laws on TIP and SOM. As highlighted by the [Final In-depth Independent Evaluation](#) of the project, the enactment of new legislation on TIP and SOM in May 2018 can almost be directly attributed to the work undertaken under GLO.ACT. Meanwhile in South Africa, legal analysis and reviews undertaken by GLO.ACT have contributed to the development of a bill on SOM, and in Mali GLO.ACT supported the creation of a legislative committee to review the law on trafficking and smuggling.

Under the capacity building pillar, GLO.ACT made significant contributions in terms of improving the technical abilities of criminal justice actors through training and exposure to relevant tools. There are many examples of results achieved but some of the most significant include the launch of the #EsoEsCuento campaign in April 2018, which contributed to a 166% increase in the number of investigations launched by the Public Prosecutor's Office in Colombia. Secondly, a joint law enforcement operation between Malawi and South Africa, that built on work done by GLO.ACT, led to the rescue of 87 victims of trafficking and the arrest of 21 suspected traffickers. Lastly, a survey undertaken with participants of a training workshop run by the IOM component of GLO.ACT in Morocco, showed that their skills had considerably improved in terms of identification and assistance provided to TIP victims and smuggled/vulnerable migrants.

Contributing to improved cooperation in investigations and prosecutions, especially at regional and trans-regional level, was another outcome area that saw significant contributions made by the project. Through GLO.ACT, UNODC has made supporting prosecutorial networks a key priority in all the 13 target countries it covered. A particularly successful example of such networks is the [Ibero-American network of specialized prosecutors against TIP and SOM, recently named REDTRAM](#). With the support of GLO.ACT, the network developed

an operational protocol to improve TIP investigations and prosecutions based on a victim-centred approach. Most notably, for the first time, this protocol included a component that addresses migrant smuggling. Furthermore, the Triple Frontier Region between Colombia, Brazil and Peru benefited from

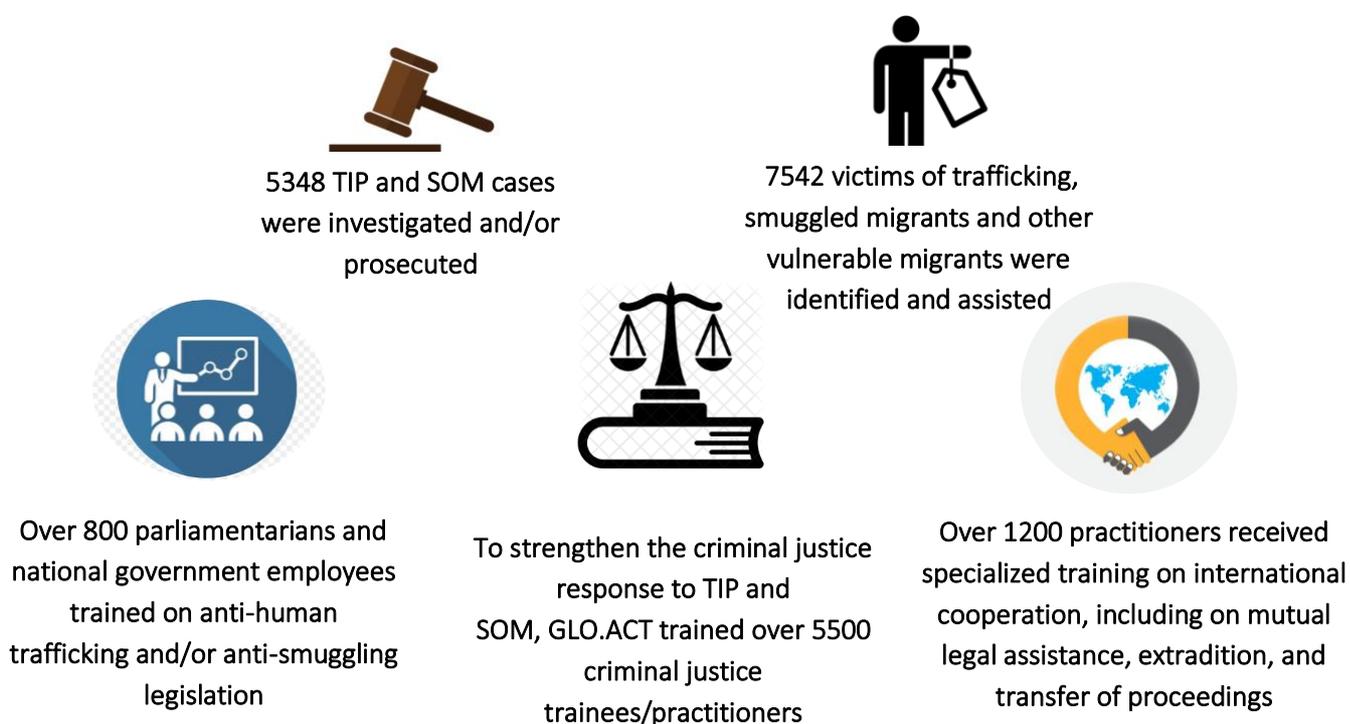


work undertaken by the UNICEF component of GLO.ACT. Here UNICEF supported the development of a transnational plan for prevention and prosecution TIP and the sexual exploitation of children.

The IOM component of GLO.ACT focused on developing assistance and support programmes for TIP victims and protecting the rights of vulnerable migrants, such as smuggled migrants. While UNICEF focused on developing frameworks for the protection and assistance of children among trafficked victims and smuggled migrants within child protection systems, IOM provided 10 grants to civil society organization and in Mali for example, in its first year of operation alone 139 (three boys, 135 men, and one woman) migrants from 11 nationalities were assisted at the centre supported by the grant. IOM also developed standout publications such as the [IOM Handbook On Protection And Assistance to Migrants Vulnerable to Violence, Exploitation and Abuse](#). In Belarus, UNICEF ensured that criminal justice actors were trained on TIP for the purpose of child sexual abuse and exploitation online. In Colombia, UNICEF organized a high-level conference to develop technical inputs for the Government's child protection agency policy on unaccompanied minors as well as strengthening migratory legislation and policy. In Lao PDR, UNICEF organized training for provincial/district para-professional social workers and social welfare officials. As a result, participants were able to increase their level of understanding and apply, in practice, the principles of social welfare, legislation relating to child protection and assistance at central and local level.

All these contributions were achieved, despite project implementation taking part in highly volatile and complex political environments in many of the target countries. From 2015-2019 GLO.ACT contributed to many positive changes in tackling TIP and SOM and assisting victims and vulnerable migrants. Out of 34 outcome indicators in the results matrixes, 33 were reached with most significantly exceeding the target, and the remaining 1 was partially achieved. Outcome 3.3 was partially achieved as only Pakistan was able to develop concrete assistance and protection measures to smuggled migrants embedded in a criminal justice response. As highlighted by [Final In-depth Independent Evaluation](#) (recommendation 6), more emphasis and strengthened cooperation is needed between criminal justice providers and specialized victim assistance (service providers).

#### Significant contributions by numbers:





46 workshops conducted to strengthen cooperation and create synergies between law enforcement actors, child protection authorities and NGOs



42 Publications finalized



438 practitioners trained by IOM



10 Civil Society Organizations received grants to provide direct assistance

- **60%** of partner countries reviewed, amended existing and/or developed new policies/strategies/action plans on TIP and SOM.
- **54%** of the target countries, namely Brazil, Colombia, Egypt, the Kyrgyz Republic, Nepal, Pakistan and South Africa prepared and/or adopted domestic TIP legislation.
- **70%** of the countries, namely Belarus, Colombia, Egypt, Lao PDR, Nepal, Niger, Pakistan, South Africa and Ukraine established and/or initiated partnerships with national training academies/centres.
- **46%** assisted countries, namely Belarus, Brazil, Colombia, Egypt, Lao PDR and Mali developed, established and/or integrated mechanisms and frameworks into existing and/or following national child protection systems for the identification, referral and assistance of child victims of trafficking.
- **69%** of survey respondents (undertaken under the framework of the [Final In-depth Independent Evaluation](#)) strongly agreed with the statement that “attending GLO.ACT activities contributed to expanding their professional contacts in the area of TIP and/or SOM”.



Photo credit: GLO.ACT Final Independent Evaluation

The [Final In-depth Independent Evaluation](#) concluded that the global nature of GLO.ACT has been frequently recognized. National stakeholders welcomed being part of an international initiative and clearly stated that they benefited from learning about good practices and challenges of other countries. Achieving common understanding on TIP and SOM, especially around criminal behaviours related to TIP and SOM and being able to distinguish trafficking from smuggling was one of the most reported



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changes in knowledge. The evaluation also highlighted that a key added value of GLO.ACT was its expertise on the legislative aspects of TIP and SOM, not only allowing it to foster closer links between national stakeholders and the normative work of UNODC, but also enabling it to make a high standing contribution to the global discourse on TIP and SOM. It is worthwhile emphasising that the [Final In-depth Independent Evaluation](#) pointed that the main added value of GLO.ACT with respect to other projects and organizations working on TIP and SOM has been its legitimacy in providing guidance on aspects of TIP and SOM due to its privileged position stemming from its normative work.

## 2. Background and context

The **United Nations Convention against Transnational Organized Crime (UNTOC)**, adopted by General Assembly resolution 55/25 of 15 November 2000, is the main international instrument in the fight against transnational organized crime. It was opened for signature by Member States at a High-level Political Conference convened for that purpose in Palermo, Italy, on 12-15 December 2000 and entered into force on 29 September 2003. The Convention is further supplemented by three Protocols, which target specific areas and manifestations of organized crime. Two of these Protocols, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; and the Protocol against the Smuggling of Migrants by Land, Sea and Air were particularly important when implementing GLO.ACT.

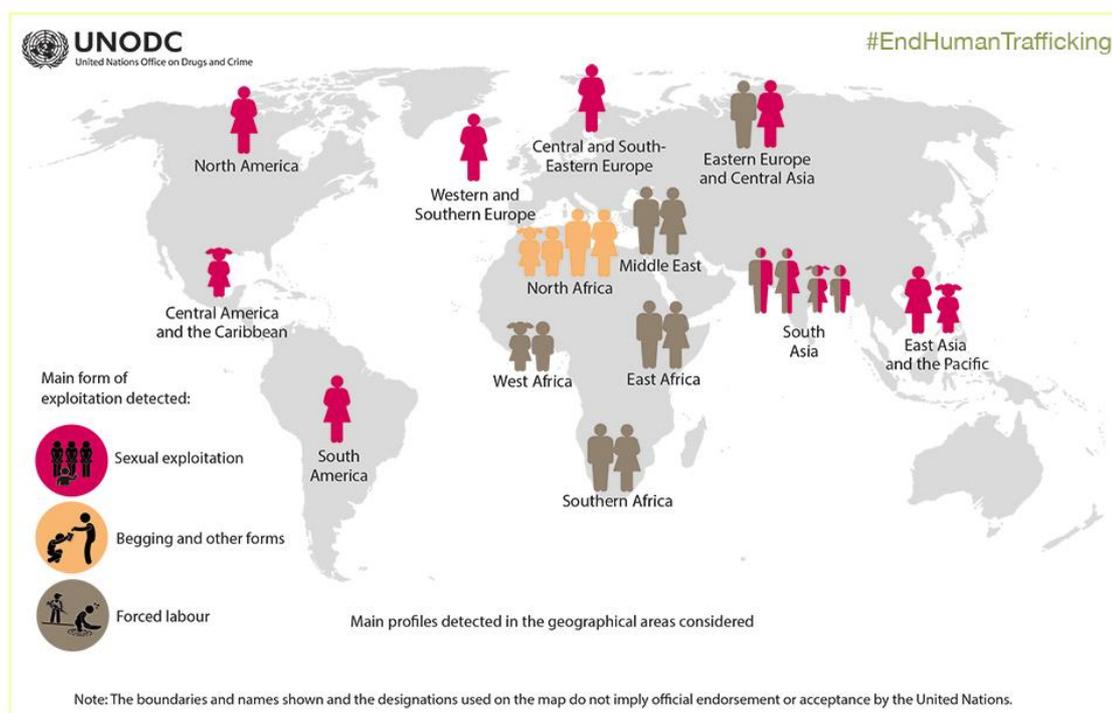
The Convention represents a major step forward in the fight against transnational organized crime and signifies the recognition by Member States of the seriousness of the problems posed by it, as well as the need to foster and enhance close international cooperation in order to tackle those problems. States that ratify this instrument commit themselves to taking a series of measures against transnational organized crime, including the creation of domestic criminal offences (participation in an organized criminal group, money laundering, corruption and obstruction of justice); the adoption of new and sweeping frameworks for extradition, mutual legal assistance and law enforcement cooperation; and the promotion of training and technical assistance for building or upgrading the necessary capacity of national authorities.

**The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (UN TIP Protocol)**, was adopted by General Assembly resolution 55/25. It entered into force on 25 December 2003. It is the first global legally binding instrument with an agreed definition on trafficking in persons. The intention behind this definition is to facilitate convergence in national approaches with regard to the establishment of domestic criminal offences that would support efficient international cooperation in investigating and prosecuting trafficking in persons cases. An additional objective of the UN TIP Protocol is to protect and assist the victims of trafficking in persons with full respect for their human rights.

**The Protocol against the Smuggling of Migrants by Land, Sea and Air (UN SOM Protocol)**, adopted by General Assembly resolution 55/25, entered into force on 28 January 2004. It deals with the growing problem of organized criminal groups who smuggle migrants, often at high risk to the migrants and at great profit for the offenders. A major achievement of the UN SOM Protocol was that, for the first time in a global international instrument, a definition of smuggling of migrants was developed and agreed upon. The Protocol aims at preventing and combating the smuggling of migrants, as well as promoting cooperation among States parties, while protecting the rights of smuggled migrants and preventing the worst forms of their exploitation which often characterize the smuggling process. It is important to note that countries must become parties to the Convention itself before they can become parties to any of the Protocols.



TIP and SOM are global concerns, with the former affecting virtually every country in the world as a place of origin, transit or destination, and the latter being perpetrated by migrant smugglers who generally face a low risk of detection and punishment. Due to the transnational nature of these crimes, governments are challenged by the involvement of many different jurisdictions, legislations, legal issues and sometimes different approaches in tackling those crimes.



**UNODC's Human Trafficking and Migrant Smuggling Section (HTMSS)** therefore seeks to reduce the number of people trafficked and exploited, the harm associated with smuggling, and the number, strength, and reach of migrant smuggling and human trafficking networks by strengthening criminal justice systems to respond effectively to these global crimes. HTMSS provides substantive guidance to the work of intergovernmental bodies and processes related to TIP and SOM such as the Conference of the Parties to the UNTOC and its Working Groups on TIP and SOM and the ECOSOC/Commission on Crime Prevention and Criminal Justice (CCPCJ), as well as the Security Council and the UN General Assembly. The Section also promotes multilateral cooperation, coordination and shared approaches between different organizations in order to effectively address TIP and SOM. HTMSS also builds a "community of practice" on TIP and SOM in which good practices and experiences are shared. Finally, HTMSS also delivers high quality, specialized technical assistance and support to capacity development to enable UN Member States to respond to TIP and SOM as well as to implement the UNTOC and its supplementing TIP and SOM Protocols and the United Nations Global Plan of Action to Combat Trafficking in Persons.

Global Programmes and projects such as **GLO.ACT** are the main vehicles for the delivery of technical assistance globally on both TIP and SOM. The provision of technical assistance entails evidence-based capacity building activities to strengthen national criminal justice systems to recognize, disrupt, investigate, and fairly prosecute these crimes.

**IOM** focuses on developing and implementing protection and assistance frameworks that uphold the rights of trafficked, smuggled migrants, and other migrants in vulnerable situations. It also works on improving vulnerable migrants' access to protection and assistance services, and by improving the capacity of protection actors to deliver high-quality services.



More specifically, under GLO.ACT IOM contributed to preventing and addressing trafficking in persons and the smuggling of migrants by assisting select beneficiary countries to develop assistance and support programmes for adult and child victims of trafficking and to protect the rights of vulnerable migrants such as smuggled migrants. IOM aimed to have governments and civil society partners in target countries that have the skills and mechanisms in place to identify and screen migrants for vulnerabilities, including adult and child victims of trafficking and smuggled migrants, and to refer them to the relevant service providers for protection and assistance in line with international standards.

**UNICEF** promotes and supports the development of national frameworks for the protection and assistance of child victims of trafficking and smuggling identified within migrant populations. UNICEF focuses on targeting government institutions, including particular policy makers and ministries with oversight for social welfare, child protection and judicial authorities and government legislative programmes; criminal justice professionals including law enforcement authorities, prosecution and court authorities; and child victims of human trafficking and the smuggling of migrants.

GLO.ACT was directly related to work that UNICEF undertakes within the field of child protection in all 130 countries in which it is involved in programme implementation, and in particular in the three selected countries, related to both the prevention and response to violence, abuse, exploitation and neglect in the fields of Child Protection Systems Strengthening, Child Rights Promotion and Justice for Children. At national level, UNICEF invests significantly in building the capacities of the child protection sector and there is a growing cadre of child protection professionals in programming countries. At the same time, it is also essential to ensure that trained child protection specialists continue to emerge from academic and training institutions from around the world and UNICEF is contributing to this process through a range of global and regional learning initiatives.

## Approach to implementation

GLO.ACT worked closely with the EU, implementing partners (IOM and UNICEF) and the 13 partner countries in planning the provision of technical cooperation. GLO.ACT's approach placed human rights at the centre of all efforts, was victim-centred, gender-sensitive and took into account the best interest of the child. Initial joint studies to assess priorities for programming were conducted in each GLO.ACT target country which led to the formulation of action plans. These very ambitious action plans initially formed the basis for the workplans that were developed on a six-monthly basis and reviewed by the HQ team in collaboration with the GLO.ACT National Project Officers, national counterparts, implementing partners and the EU. GLO.ACT was managed by UNODC Headquarters (Human Trafficking and Migrant Smuggling Section) and was implemented by staff from UNODC, IOM and UNICEF across Africa, Asia, Europe, Latin America and the USA.

## Target groups and final beneficiaries

The final beneficiaries of GLO.ACT were actual and potential victims of trafficking and smuggled migrants, including children, their local communities, and generally the society in the target countries who ultimately benefit from reducing the adverse effects of trafficking and smuggling. The most vulnerable groups (women, children, disabled people, indigenous and lesbian, gay, bisexual, transgender/transsexual and intersexed (LGBTI) populations) were specifically considered. Participation of these final beneficiaries in the assistance, reintegration and protection processes, as well as in other decision-making processes that concerned them, were pursued in the context of grants for civil societies managed by IOM.

The project target groups were those who were directly and positively affected by the project at the project purpose level. The project target groups included:



- Governmental authorities, judicial, prosecutorial and law enforcement officials and representatives of the legislative power and legal practitioners in the target countries who benefited from increased capacities and expertise, as well as strengthened cooperation networks to deal with trafficking and smuggling;
- Civil society organizations working in this area who benefited from increased capacities and improved mechanisms for prevention, victim/migrant assistance, as well as enhanced cooperation with criminal justice authorities;
- Actual and potential victims of trafficking and smuggled migrants who benefited from improved mechanisms for assistance and rehabilitation and enhanced awareness.

### 3. Project achievements

GLO.ACT contributed to many positive transformations in tackling TIP and SOM and assisting victims and vulnerable migrants across its 13 target countries, despite the fact that the complexity of the issues will continue to demand actions of much greater scale than a project such as GLO.ACT can offer.

Throughout the duration of the project, the main gaps related to TIP and SOM response identified by the countries and through the country assessment reports were addressed by GLO.ACT. From 2015-2019, GLO.ACT supported governmental authorities and civil society organizations in targeted, innovative and demand-driven interventions: sustaining effective strategy and policy development, legislative review and harmonization, capability development, and regional and trans-regional cooperation. The project also provided direct assistance to victims of human trafficking and vulnerable migrants through the strengthening of identification, referral, and protection mechanisms. In addition, the project shone light into sensitive topics such as TIP for the purpose of organ removal, which made it more relevant to the needs of final beneficiaries. Despite the fact that the project had to frequently operate in highly volatile and complex political environments, GLO.ACT made a concerted effort to go beyond the capital and reached where it was needed. This meant sometimes working in remote areas in Brazil, the Kyrgyz Republic, Pakistan, Niger, Morocco and South Africa.

The objectives under which GLO.ACT contributed the most were:

- Influencing strategies and policies;
- Influencing legislative development;
- Building the capacity of key stakeholders and partner organizations.

**Policy influencing**

Putting issues on public/political agendas <i>A few examples</i>	Influencing legislation <i>A few examples</i>	Strategy and policy development <i>A few examples</i>
<ul style="list-style-type: none"> <li>• <b>Niger</b>, better understanding of the rights of <u>children accused of terrorism</u></li> <li>• <b>Kyrgyzstan &amp; South Africa</b>, recognition of practices like <u>forced marriage &amp; bride kidnapping as forms of TIP</u></li> <li>• <b>Brazil</b>, shedding light on the <u>situation of the transgender community in TIP</u></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Pakistan</b>, the enactment of <u>laws on TIP and SOM in May 2018</u></li> <li>• <b>Mali</b>, support &amp; nurture the legislative drafting committee in drafting <u>new TIP/SOM legislation</u></li> <li>• <b>South Africa</b>, <u>bill on SOM</u> awaiting finalisation before submission to Parliament</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Colombia</b>, <u>National Strategy on SOM</u></li> <li>• <b>Brazil</b>, 3rd <u>National Plan on TIP</u></li> <li>• <b>Mali</b>, new <u>action plans on trafficking</u></li> <li>• <b>Kyrgyzstan</b>, <u>communication strategy</u> by the government</li> <li>• <u>Works in progress in Lao PDR, Morocco, Nepal or Niger</u></li> </ul>

Photo credit: GLO.ACT Final Independent Evaluation



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Building the capacity of key stakeholders and partner organizations to enhance their knowledge and capacity to combat TIP and SOM and to protect victims of trafficking and vulnerable migrants was a priority, not only for GLO.ACT, but for many counterparts as well. Throughout project implementation GLO.ACT improved technical abilities of criminal justice actors through training and exposure to UNODC tools and research. One of the key aims of the trainings was to achieve operational impact. In December 2018, five of the officials involved in rescue operation "Cinderella" were trained by GLO.ACT. Operation "Cinderella", a joint operation of labour inspection, prosecutors and federal police took place in March 2019, and led to the release of 38 transsexual people and the arrest of six people on suspicion of exploiting and assaulting transsexuals. Meanwhile, the one-year follow-up surveys on training provided by IOM to social workers in Morocco indicated that skills had improved in identifying and assisting victims.



Photo credit: GLO.ACT Final Independent Evaluation

Some of the key best practices that have emerged from GLO.ACT implementation across all 13 target countries worth mentioning are:

- Gender mainstreaming (particularly well executed in all actions in Brazil);
- Setting up of an international steering committee;
- Setting up of national steering committees (particularly effective in Colombia);
- Engagement of civil society partners (particularly effective in Brazil and Pakistan)
- Multi-disciplinary trainings delivered by national trainers (particularly effective in Morocco and South Africa)
- Embedding of activities into national UNODC country strategies;
- Excellent information flows between GLO.ACT Headquarters and field offices;
- Warm and supportive management style.

Much of this positive influence included not only a distinct gender approach but was also human rights based.



The overarching aim of the project was to reduce TIP and SOM, and to assist and protect victims and vulnerable migrants. During the duration of the project, the number of TIP/SOM cases:

Number of TIP/SOM **cases investigated and/or prosecuted** as reported by beneficiary countries

- Target: A minimum of 4 TIP/SOM cases investigated and/or prosecuted by assisted countries
- Cumulatively 5348 cases of TIP and SOM have been investigated and/or prosecuted throughout the duration of the project.

Number of trafficked victims, smuggled migrants and other vulnerable **migrants identified and assisted** by government authorities and civil society organizations (with breakdown by age and gender) from beneficiary countries

- Target: Percentage increase in the number of victims/smuggled migrants and other vulnerable migrants assisted in countries assisted.
- Cumulatively 7542 victims/smuggled migrants were identified and assisted by government authorities and civil society organizations including 4525 women, 2890 men, and 127 children in Belarus, Brazil, Mali, Morocco, Lao PDR and South Africa.

## 4. Crosscutting issues: Human rights and gender equality

### Human Rights

In line with the EU's comprehensive approach (prevention, protection, prosecution and partnerships) to addressing trafficking in persons as well as the EU's Action Plan against migrant smuggling which ensures the human rights of migrants, GLO.ACT placed human rights at the centre of all its efforts, making sure activities were victim-centred, gender-sensitive and took into account the best interest of the child.

The [Final In-depth Independent Evaluation](#) also confirmed that much of GLO.ACT's work included a distinct human rights-based and gender approach. It highlighted that the GLO.ACT team and many NPOs were aware of the links between human rights, TIP and SOM. However, the evaluation also pointed out that a victim-centred focus in practice had been difficult to achieve in several countries, explaining that this would have been aided by identifying potential human rights concerns during implementation. The evaluation concluded by stating that a human-rights based approach works well when the NPOs are human rights conversant, otherwise human rights expertise should be sought in programming to ensure a victim-centred focus is maintained in activities and that clear distinctions are made between the human rights implications of trafficking and smuggling. This recommendation has already been adopted by UNODC and under GLO.ACT Asia and the Middle East, the project is developing a human rights and gender mainstreaming tool that will contribute to creating gender transformative programming and assist policy makers, practitioners and UN staff in meeting their due diligence obligations when implementing activities to counter migrant smuggling and trafficking in persons. The focus of the Toolkit is not on the consequences of the crimes themselves, but on the human rights and gender equality objectives of the work that UNODC does to support States in responding to them.

### Gender equality

The [Final In-depth Independent Evaluation](#) pointed out that the GLO.ACT team were committed to integrating gender into the project and found many positive examples in different areas of the project underpinning this and an example highlighted was Brazil. Here the gender mainstreaming in all actions



was highlighted as remarkable according to the final evaluation, in its going beyond the binary, and including the voice of the transgender community with regards to TIP and SOM.

However, the evaluation also highlighted that the project would have benefited from a clearer plan on gender mainstreaming and that indicators should have included specific gender indicators. Therefore, and following the findings and recommendations from the final in-depth evaluation, GLO.ACT Asia and the Middle East is developing a human rights and gender mainstreaming toolkit that will contribute to creating gender transformative programming and assist policy makers, practitioners and UN staff in meeting their due diligence obligations when implementing activities to counter migrant smuggling and trafficking in persons. The focus of the Toolkit is not on the consequences of the crimes themselves, but on the human rights and gender equality objectives of the work that UNODC does to support States in responding to them. The Toolkit is currently being piloted in the delivery of UNODC's technical cooperation work. At the same time, GLO.ACT has engaged into discussions with UN agencies as part of the Inter-Agency Coordination Group on Trafficking in Persons and the UN Migration Network, as well as with experts from the European Union in order to maximize the reach of the new Toolkit to a widest audience as possible as well as validate its approach and content. UNODC expects to present and validate the toolkit during an Expert Group Meeting and finalize it afterwards. The idea is not just for UNODC to use it, but it will be also available for partners to use.

## 5. Communication and visibility

GLO.ACT's communication and visibility plan essentially aimed at raising awareness among the 13 selected partner countries, implementing partners as well as relevant stakeholder such as inter-governmental and non-governmental organizations and civil society on the implementation of the project. The overall goal was to communicate the impact and positive results of the project as well as to give ample visibility to the European Union (EU) as the project donor.

More specifically, the **EU-UNODC Communications and Visibility Plan 2015** contained five key objectives:

1. Communicate positive results achieved by project activities as well as their impact in achieving the project objectives.
2. Communicate and provide visibility in-country to the European Union with regards to their role in the project.
3. Raise awareness of how UNODC, the European Union, UNICEF and IOM work together to take action against Trafficking in Persons (TIP)/Smuggling of Migrants (SOM).
4. Build awareness about TIP/SOM realities as well as good practices and lesson learned.
5. Secure policy and political commitment at the governmental level to increase partnerships in order to contribute to project results' sustainability.

Overall, the work undertaken as part of GLO.ACT's visibility and communications obligations contributed broadly in two major ways. Firstly, national agencies welcomed being part of an international initiative. For example, they welcomed the international exposure received when their stories were featured on the GLO.ACT web page and the UNODC main page as well as being featured in key publications such as UNODC's Annual Reports. Secondly, the communication products developed by GLO.ACT have been credited by some sections in Headquarters and in Country Offices with enhancing the profile and visibility of UNODC. More specifically, the final evaluation positively commented on the great content, dynamism, and proficient use of new technologies applied under GLO.ACT but also noted that, at times, communication products were used to alleviate shortcomings of the project monitoring system.



## 6. Monitoring and evaluation



Photo credit: GLO.ACT Final Independent Evaluation

UNODC has adopted a results-based management approach to ensure effective delivery of technical cooperation. Monitoring, Evaluation and Learning (MEL) processes were built into all aspects of the programme (as per the above photo) to: 1. assess progress towards intended outcomes; 2. identify areas where existing approaches were not achieving the intended results, in order that they can be reviewed; and 3. help ensure that programme activities and policy advocacy were based on the best available information.

GLO.ACT developed as part of the Monitoring, Evaluation and Learning Approach a comprehensive 22-page MEL Strategy document that included a Theory of Change (ToC). As GLO.ACT believes that developing such MEL-focused tools and resources and building them into programme design can proactively address the kinds of gaps identified in the [ICAT Issue Paper](#) and the [ICAT Toolkit](#).

The [Final In-depth Independent Evaluation](#) was undertaken using a participatory, inclusive, mixed methods and gender-sensitive evaluation approach. The purpose of the evaluation was to assess GLO.ACT achievements using the OECD/Development Assistance Committee (DAC) criteria in order to derive lessons learned as well as best practices for the next phase (GLO.ACT Asia and the Middle East) and GLO.ACT Bangladesh) as well as for future project planning in the areas of TIP and SOM. The evaluators triangulated findings emerging from various tools and methods (desk review, interviews, surveys and workshops). Seven of the 13 GLO.ACT countries were visited, 315 people were consulted (48% women), and around 1,150 documents were reviewed.

The evaluation team was composed of two Senior Consultants and one Senior Advisor. The Lead Evaluator has 20 years of experience in international development, and she has been an independent consultant specialised in conducting evaluations and other learning processes. The Substantive Expert was a human rights lawyer with 20 years of experience working on human trafficking and migrant rights and Ms. Joy Ezeilo, as Senior Advisor, is a legal scholar and the former UN Special Rapporteur on TIP, she is also a leading authority in the field of human rights, especially on the rights of women and children.



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The evaluation found that GLO.ACT has contributed to many positive transformations in tackling TIP and SOM and assisting victims and vulnerable migrants across the globe. Most significantly it has influenced laws and policies and built the capacity of key stakeholders and partner organisations. In terms of **main best practices**, the evaluation found that:

- GLO.ACT has reached where it was needed, going beyond the capital cities, sometimes in remote areas.;
- Some countries have clearly integrated GLO.ACT into the UNODC Country Strategy and/or their national strategies, showing a high level of ownership;
- UNODC, through the project, has often used the convening power of UN to bring civil society actors to the table;
- The project often developed multi-disciplinary training, using local trainers and ensuring representation of victims' needs. There was an excellent flow of information between Vienna and the NPOs using informal channels and a warm management style.

A brief summary on the [Final In-depth Independent Evaluation](#) is [also available at the website of the Independent Evaluation Section](#).

## 7. Lessons learned and best practices

To ensure GLO.ACT was able to assist its partners in delivering targeted, innovative, demand-driven and sustainable interventions it proactively engaged in the continuous development of a community of practice (COP). The global nature of the project did indeed mean that we were building a 'global' COP that operated in a space where peers could share good practices, share what worked/didn't work, contemplate ideas and solve problems together. Through implementing the project, the team learnt that peer exchanges are most beneficial among peers who are part of the same community of practice.

Some of the lessons identified through the CoP meetings were:

### Developing a Community of Practice

#### Some of the lessons learnt when implementing GLO.ACT

- Challenges arose due to multiple layers of communication and reporting requirements with counterparts and implementing agencies. There is a need to clearly identify in-country coordination mechanisms between all project-implementing partners.
- When identifying counterparts there is a need to factor in high staff turnover, which can hamper implementation.
- Be mindful when developing tools, as it can take a very long time, especially if it involves comprehensive consultations.
- When developing workplans there is a need to factor in institutional processes that could impact the timely rollout of activities.
- Challenges arose due to the lack of concrete and workable mid/long term workplans. This can lead to the perception of the project being implemented in a fragmented way.
- Only having a project wide Theory of Change (ToC) and not having a ToC at national level means there is a missing link in terms of national level planning.
- Implementation can be hampered in countries where multiple stakeholders are working on TIP and SOM. This can mean that everyone works with the same counterparts and competes for their attention when rolling out activities.
- Develop better ways to ascertain whether trainers trained under the project are able to impart further trainings and understand the impact of the training.

Photo credit: GLO.ACT Final Independent Evaluation



In addition, the final project evaluation identified the following 10 lessons:

Lessons learned	
1.	The need to work with a national Theory of Change to understand and capture the connection between the work of GLO.ACT and the effects that the activities of the project have contributed to, and to update the context in which GLO.ACT operates, including mapping the main actors working on TIP and SOM.
2.	To capture change effectively, monitoring tools have to relate to the national ToCs. This requires the development of targets, indicators, (including gender indicators), data collection tools and analysis that are adapted to the country. Also, in order to avoid activities becoming “ends in themselves” it is important to think about how to monitor impact.
3.	The main added value of UNODC, vis-à-vis other agencies, stems from the legitimacy and technical expertise related to their normative work and their role as the guardians of UNTOC and Protocols.
4.	Effective gender mainstreaming works well, without an intentional strategy, when the NPOs are gender activists and there is a conducive environment. Otherwise, it is more efficient to develop a gender strategy tailored to the national context.
5.	Effective partnerships with the implementing partners (UNICEF and IOM) would have required shared ToCs at the national level. This ideal scenario might not be (institutionally) possible.
6.	Some countries implement at a different rate for reasons that are outside the control of the project. This needs to be acknowledged and integrated realistically in the project at the design phase.
7.	From a managerial perspective, it is key to have access to reliable and prompt financial information.
8.	In order to ensure the sustainability of the process at the national level, two key ingredients should be in place a) a guardian of the UNTOC, ideally the UNODC country office; and b) a national agency leading the process.
9.	The need to link up in practice and not only in theory, victim assistance and criminal justice capacity building so that criminal justice actors know where to refer victims and social service providers have trusted links with law enforcement to support victims engaging in a criminal justice process.
10.	A human-rights based approach works well when the NPOs are human rights conversant otherwise human rights expertise should be sought in programming to ensure a victim-centred focus is maintained in activities and that clear distinctions are made between human rights implications of trafficking and smuggling.

Photo credit: GLO.ACT Final Independent Evaluation

The lessons learned and follow on recommendations directly fed into the next phase of the GLO.ACT project in Asia and the Middle East and in Bangladesh. Significant work has gone into ensuring that the next phase of the project addresses these crucial issues starting with the design phase of the project.

In practice this means, that the new phase of the project now has for example reviewable national Theories of Change, a regional theory of change, workplans that cover longer periods (years versus months), improved finance and administrative support, to name just a few.

Throughout the project GLO.ACT worked continually on the dissemination of its learning and what it had identified as good practices. The team shared this learning and good practices through in numerous ways.



- GLO.ACT's newsletter, specifically edition 4 and 5 have special sections focusing on best practices and lessons learned;
- Community of Practice meetings - A key objective of the CoP was to facilitate a dialogue and information exchange between the countries - pooling valuable learning and building on the initial lessons identified;
- The EU ROM and final evaluation process itself formed part of our learning and feedback was disseminated through semi-formal and informal channels e.g. team conference calls, WhatsApp groups discussions and engagement with counterparts;
- Bi-Annual Field Staff Meeting: The bi-annual GLO.ACT Field Staff meetings that have involved the EU and all implementing Partners. This meeting has also allowed staff to receive training/refresher training on emerging issues and engage with relevant stakeholders. Training has included Communications and Visibility training and Mock Trials, for example;
- Inter-agency workshops: Given that GLO.ACT was implemented by three UN agencies, all GLO.ACT implementing agencies extended inter-agency invitations to workshops, events, expert group meetings in order not only to share the expertise of each organisation mandates but to ensure that there was uniformity to project delivery;
- GLO.ACT Staff Technical expertise - GLO.ACT has also lent its expertise to other UNODC sections (Justice Section) and engaged with international players through international fora that are active in combatting TIP and SOM. GLO.ACT staff members supported official high-level meetings (the Commission on Crime Prevention and Criminal Justice (CCPCJ), etc.). GLO.ACT staff members have also been asked to model and mentor the development of project management tools such as the Outcome Management Tool which have been further shared within UNODC.

## 8. Sustainability

GLO.ACT was committed to achieving lasting change at the level of institutions, legislation, policies and improved capacities of relevant authorities. To achieve this, GLO.ACT engaged relevant target groups in project design as well as project implementation. This approach allowed GLO.ACT to secure local ownership and ensures that, upon project completion, achievement of project objectives was not jeopardized and that progress towards the objectives will continue beyond the project end date.

To sustain the strengthening of capacity for relevant authorities in **Colombia**, sustainability has been ensured through the delivery of tools such as a tool for prosecutors for the investigation of TIP cases, and the introduction and implementation of guidelines for assistance to child victims of trafficking in persons which were adopted through government resolutions. Regionally, sustainability was ensured with the launch of the Protocol of the Ibero-American Network of Prosecutors on TIP and SOM (REDTRAM) which now includes migrant smuggling as part of the network's mandate. The network holds regular meetings and now has a technical secretariat located in the Public Ministry of Argentina, encouraging local ownership of the network and ensuring its sustainability beyond the project end date.

In its effort to achieve lasting change at the policy level, GLO.ACT supported the development of **Colombia's** first national strategy to combat SOM. GLO.ACT held several technical group meetings with the participation of multiple state institutions on the issue of SOM that ultimately led to a policy being created and approved by the Colombian government during the Third Session of the Intersectoral Commission to Combat Smuggling of Migrants.

To achieve lasting change at the level of institutions in the **Kyrgyz Republic**, GLO.ACT supported the nationwide awareness raising campaign "100 days against trafficking in persons". Two different stakeholder groups delivered the campaign in 2017 and 2018. In 2017 local government authorities in



seven regions and over 15 civil society organizations implemented the campaign. In 2018 it was run by over 30+ youth organizations in partnership with local government authorities, with the support of international organizations such as UNODC, IOM, UNICEF, ILO, UN Women and OSCE. To highlight the importance of this joint initiative, GLO.ACT facilitated the organization of a campaign closing conference. The aim of the conference was to ensure that experiences on the delivery, implementation and impact of the campaign were shared amongst all key stakeholders; this included a discussion on some of the challenges certain regions faced as well as the development of recommendations. A key recommendation was to have a nationwide ‘100 Days against Trafficking in Persons’ campaign run on an annual basis. As a result of its successful delivery, the Vice Prime Minister of the Kyrgyz Republic, initiated the drafting of an awareness raising /information strategy on TIP by government agencies tasked with implementing relevant TIP legislation. The drafting of this strategy took place in collaboration with youth organizations and civil society, ensuring sustainability and ownership by relevant government stakeholders at central and local levels.

In order to achieve lasting legislative change in **Pakistan**, GLO.ACT conducted extensive advocacy work by regularly engaging senators and members of the National Assembly resulting in the passing of the “The Prevention of Trafficking in Persons Act, 2018” and “The Prevention of Smuggling of Migrants Acts, 2018.” These laws enshrine victim protection and non-criminalization of smuggled migrants into federal law, which gives prosecutors mechanisms to assist victims as well as increase prosecutions in cases of TIP and SOM. By focusing on strengthening the capacity of relevant authorities such as prosecutors, investigators, criminal justice practitioners and relevant law enforcement agencies in a sustainable manner, levels of coordination, information and data sharing in Pakistan have substantially improved, which in turn is contributing to an increase in the rate of prosecutions.

Following four years of successful GLO.ACT implementation, **Pakistan** was selected to be part of the upcoming Global Action against Trafficking in Persons and the Smuggling of Migrants – Asia and the Middle East project. **GLO.ACT Asia and Middle East** is a four year (2018-2022), €12 million joint initiative by the European Union and UNODC, implemented in partnership with IOM in 54 countries, including Pakistan. To take advantage of the second phase of the project continuing in Pakistan, the project has already begun to focus on continuing to improve data collection in the country as reliable and comprehensive statistics are crucial in identifying and addressing trends, developing evidence-based policy, and measuring the impact of initiatives. Data collection workshops have already been planned in late 2019, early 2020 as well as the recruitment of a data collection specialist who will be the link between UNODC and the Federal Investigation Agency. This will ensure training knowledge is institutionalized and relevant reports on TIP and SOM are developed on a consistent basis. Between 16 to 17 September 2019, a regional workshop was held in Islamabad, Pakistan which brought together countries from the first and second phases of GLO.ACT to share lessons learned and good practices in regional cooperation and begin developing a regional workplan for GLO.ACT Asia and the Middle East, a new phase of the GLO.ACT project.

GLO.ACT (first phase) staff and stakeholders highlighted a range of different achievements within the project that they considered would be sustainable beyond the life of the project, many of which were validated by the project evaluators. These included:

- Training curricular integrated in the judicial and police academies;
- Training tools and manuals developed for use by partners, including guidance for training participants to refer to post-training;
- Using and developing local expertise (not just government staff) in training, which has improved the quality and usability of training;
- Support for governments to implement existing national obligations;
- Establishment and development of networks within and across disciplines and borders;
- Introduction of a 4-steps training of trainers (TOT) programme:



- 1) training on presenting skills;
- (2) training on content;
- (3) first practical live training and
- (4) second practical live training.
- Effective engagement of high-level politicians.

## Looking ahead

Building upon the results and engagement of GLO.ACT in **Colombia**, UNODC will continue implementing in the country, specifically with UK funds they will focus on finalizing the design of a tool for labour inspectors for identifying cases of forced labour in conjunction with the Ministry of Labour. Colombia has also recently signed an agreement with US J/TIP in response to the Venezuelan migration crisis, to continue strengthening regional cooperation, specifically within the network of specialized prosecutors, REDTRAM. In September, a meeting between UNODC and REDTRAM was facilitated by the second phase of GLO.ACT in Buenos Aires, Argentina within the framework of the INTERPOL Global Conference on Trafficking in Persons and the Smuggling of Migrants and ISON coordination meeting. The upcoming Fifth Meeting of REDTRAM is planned from 19-21 February 2020 in Bolivia

Building upon the results and engagement of GLO.ACT in **Kyrgyz Republic**, the UNODC Programme Office in the Kyrgyz Republic will continue implementation against TIP and SOM in the framework of its Programme for Central Asia 2015-2019 as well as additional funding from the Bureau of International Narcotics and Law Enforcement Affairs (INL). UNODC and IOM are developing a joint project proposal for Kyrgyzstan and Kazakhstan to enhance capacity of government structures and civil society organizations in implementation of National Referral Mechanisms (NRM) for victims of TIP aimed at identification and rendering comprehensive assistance to victims of TIP. In October 2019, GLO.ACT Asia and the Middle East Policy Lead attended a regional event in Kazakhstan, there are currently consultations underway so elaborate if the project could work with GLO.ACT Asia and the Middle East to exchange lessons learned and good practices in the areas of regional cooperation and the implementation of NRMs.

Building upon the results and engagement of GLO.ACT in **South Africa**, UNODC will continue implementing in the country, specifically under a US J/TIP funded project that will focus on data collection to strengthen coordination between departments and the training of data focal points in provincial areas. The project also plans on organizing Judicial Colloquiums in South Africa and regional litigation surgeries to continue to build the capacity of prosecutors in Southern Africa. An Instructors Guide on Generic Training on Trafficking in Persons was developed that will soon be presented by The Department of Justice and Constitutional Development at the Justice Crime prevention and security cluster. It is envisioned that the guide will be adopted by the various Director Generals and embedded in all department trainings. Looking ahead, in South Africa UNODC is working with IOM to coordinate several provincial refresher trainings on combating TIP. The Department of Justice and Constitutional Development will also be meeting with the US J/TIP Ambassador at large and presenting the materials developed within the framework of GLO.ACT, thereby institutionalizing the knowledge while also working towards continued implementation through other funding.

In June 2019, GLO.ACT assisted the National Agency in the Fight Against Trafficking in Persons and Migrant Smuggling (ANLTP-TIM) in Dosso, **Niger** to revise and improve their data collection system, by reinforcing its operationality and alignment with international standards on data collection. On the margins of the workshop, two strategic meetings were held, one with representatives of the EU Mission and another with the Ambassador of Italy to Niger. The main purpose of these meetings was to share information on the latest GLO.ACT actions and activities in Niger and seek support for the continuation of some activities in the country. This concluded with the signing of a new grant between UNODC and the Government of Italy on 19 September 2019 to continue work in Niger based on GLO.ACT lessons



learned and good practices. This continuation of work against TIP and SOM is planned until September 2021 and is designed not only as a continuation of the UNODC Global Programme but foresees its articulation and complementarity with other field-led projects and initiatives such as WACAP, PROMIS and the Sahel programme, thus promoting synergies among different actors while avoiding duplication at national, regional and international level. Based on the good practices and lessons learned within GLO.ACT, this proposal aims to further strengthen the role of the NPO with a more direct mentorship at national level, in partnership with other projects in the region like PROMIS (which will be deploying a law enforcement mentor to the country), thus contributing to increasing national capacities while ensuring the national ownership and sustainability of good practices.

The [Final In-depth Independent Evaluation](#) identified a number of positives with regard to sustainability. In particular, it highlights the important normative role of UNODC. By locating its project and advice in the context of established international legal principles and commitments made by partner countries, the evaluation notes that UNODC is well positioned to make important substantive links between TIP/SOM and other forms of organized crime, including money-laundering, terrorism and drug trafficking. This offers a number of potential gains with regard to sustainability, particularly in increasing attention and resources for TIP and SOM by embedding action within in a broader organized crime response and reducing skills loss through rotation as many skills are transferable across different areas of organized crime response.

The evaluation also cautioned against producing outputs without adequate reflection on their sustainable use, and a lack of follow-up to training to assess outcomes. These issues have already been addressed by the next phase of the project, GLO.ACT Asia and the Middle East and GLO.ACT-Bangladesh. The new GLO.ACT target countries, namely Islamic Republic of Afghanistan, Islamic Republic of Iran, Republic of Iraq and Islamic Republic of Pakistan and GLO.ACT-Bangladesh are already benefiting from tailor made sustainability and exist strategies.

## Exit Strategy

A key lesson learned from the first phase of GLO.ACT was the importance of having an Exit and Sustainability Strategy at the beginning of a project. This was a focus during the inception phase of [GLO.ACT Asia and the Middle East](#) and [GLO.ACT Bangladesh](#) which aims to improve the likelihood that the outcomes of the project will be sustainable over the longer-term. It builds on the project document, as well as the findings and recommendations of the final evaluation for the first phase of the GLO.ACT project.

GLO.ACT Asia and the Middle East and GLO.ACT Bangladesh have a time-bound exit, but it is one which is clearly known at programme outset. As such, there is an opportunity to plan for exit right from the initial stages of the programme. This strategy is primarily concerned with the phasing over of activities to local institutions. At the same time, it recognizes that many of the solutions are long-term. Focusing only on outcomes that can be fully achieved within the programme timeframe will result in a limited contribution to the goal of reducing and eventually eliminating trafficking in persons and smuggling of migrants.





**GloACT**

Global Action against Trafficking in Persons and the Smuggling of Migrants



*This project is funded by the European Union*