Southern Africa Counter- Trafficking Programme (SACTP) Review

Final Review

Liv Tørres, NCG (team leader) and Denise du Toit

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INTERNATIONAL ORGANISATION OF MIGRATION (IOM)/NORAD

Southern African Counter-Trafficking Programme (SACTAP)

Review report

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ECONOMICS · FINANCE · SOCIOLOGY · RESOURCE · MANAGEMENT

Acknowledgement

Table of contents

Acronyms

AU	African Union
CSO	Civic Society Organization
CBO	Community Based Organisation
EU	European Union
GEA	Gender Empowerment Assessment
HSRC	Human Science Research Council
IDP	Internally Displaced Person
IOM	International Organisation of Migration
ILO	International Labour Organisation
ISS	Institute for Security Studies
ITC-ILO	International Training Centre (Turin)
MFA	Ministry of Foreign Affairs (Norway)
NGO	Non-governmental organisation
Norad	Norwegian Agency for Development Cooperation
NPA	National Prosecuting Agency (South Africa)
PRSP	Poverty Reduction Strategy Paper
RBA	Rights-based approach
SACTAP	Southern Africa Counter-Trafficking Programme
Sida	Swedish International Development Cooperation Agency
Stats SA	Statistics South Africa
STI	Sexually Transmitted Infections
TIP	Trafficking in persons
UNHCHR	United Nations High Commissioner for Human Rights
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime

1 Executive Summary[1]

1.1   Brief background

1. The International Organisation of Migration (IOM) started up the SACTAP programme in 2003. The budget was a little less than USD 2 millions (2003 – 2005) and had Norwegian, US and South African funding.

2. SACTAP II (2006 – 2009) was developed as the second phase of the programme, focussing on information and research, awareness raising, training, policy dialogue and protection of victims of trafficking in Southern Africa. The Norwegian Government came in as the main donor in line with Norwegian development aid priorities as well as the Norwegian Action Plan to Counter Human Trafficking (2007).

3. The counter trafficking programmes in the region were formed to a large extent on the basis of reports published in 2000 (by Molo Songololo) and 2003 (IOM), arguing that there was an extensive and increasing human trafficking problem in Southern Africa. This was confirmed by other organisations.

4. Lately, several research centres have questioned these findings and argue that the problems of human trafficking may be relatively small compared to the large problems of smuggling and other forms of complex migration flows and exploitation. There is, however, a shortage of baseline data and information on which to evaluate the scale of human trafficking in Southern Africa and policy progress in the area.

1.2   Summing up the results

5. Lack of baseline information, surveys and data on human trafficking as well as good indicators on progress forms a major stumbling block to proper monitoring and evaluation of the IOM program. Baseline information, and research is a prerequisite for the elaboration, implementation and evaluation of anti-human trafficking strategies.

6. IOM and the SACTAP programme has significantly contributed to the speeding up of the ratification of the Palermo Protocol and later development of anti-trafficking legislation in key countries in the region through the direct dialogue with key government officials, law enforcement officials and policy-makers.

7. While it was a main goal in the SACTAP II to provide accurate and updated information on human trafficking in the region, this has not been sufficiently achieved at the time of the review. The agreed and planned survey of levels of awareness at the end of the programme period, would have given comparative data for evaluation, but did not take place. Similarly, the survey of the scale of trafficking in the region (with the ISS) was not finalised. This must be seen as a non-delivery from the programme.

8. An impressive amount of information tools and public awareness campaigns have been developed. There are also good indications that the media campaigns have had an overall impact although this cannot be quantified. The information campaigns receive good evaluation from recognised training institutes like the ITC-ILO and stakeholders (in South Africa and outside) argue that the campaigns have contributed to increased attention, awareness and priority to the issue of human trafficking. Future activities would benefit from professional measurement of effectiveness of different communication channels.

9. A broad spectre of government officials has received training: both law enforcement officers as well as social workers, department of health and hospital employees et al. For some government departments, such as the SA Police, the Department of Health etc. the training has undoubtedly contributed to institutional capacity, strategising and improved planning. While progress seems to have taken place in terms of large and impressive numbers of people being trained, there are still considerable challenges and needs left. Several hundred people from civil society have been trained, contributing also to an increased capacity at the grass root level to recognise and assist victims of trafficking.

10. Regarding victims assistance, a good referral system seems to be in place between IOM and the NGO shelters. The system is reported to work well also between the police, health personnel etc., the IOM and shelters. Close to 20 shelters in the region form part of the IOM network, i.e. the capacity of shelters

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[1] See report chapters for more detail

approved for victims of trafficking has increased. 15 of the shelters are in South Africa and additional shelters in Zimbabwe, Zambia and DRC. IOM is also part of the South African Shelter network established by Department of Social Development. About 300 victims have been assisted through the programme with shelter, medical assistance, counselling etc. 57 children (victims of trafficking) were assisted.

11. The economic stabilization programme seems, in the short-term, to have had an impact in reducing the risk of trafficking for the women included in the programme. However, we know little about how high the risks were for these women in the first place. Furthermore, with huge numbers of poor and needy women at risk combined with limited programme funds, resources should rather be spent where they could have more direct and broader effects on reducing human trafficking.

12. More efforts should be invested in developing the regional profile of the programme. SACTAP is still to a large extent a South African programme. Success has not been achieved on the development of a regional strategy or the establishment of an overall regional SADC task team. Limited success here may, however, not necessarily be the result of failed initiatives from the side of the IOM, but to low political priority on the side of the SADC governments. Priority should be given to a government-led regional strategy in the following.

1.3   Summing up management and organisation

13. Programme management has changed little in structure and organisation through the two phases of operation, but has been broadened in terms of activities and geographical scope. The organisational model (regional, managed from Pretoria), with a consolidated core in South Africa broadened out in parallel with consolidation of the core, makes sense and seems like a solid model. As such, the preparatory phase (SACTAP I) laid important ground for a successful implementation also of SACTAP II. A gap was, however, found in the programme design and implementation; the structure and financial priorities of SACTAP II does not overlap with the ten trafficking routes identified by IOM in the programme document.

14. The delivery of research and other programme components is the responsibility of the IOM. The failed delivery on this component of the programme was found to be a stumbling block to the programme.

15. Substantial gaps were found between budgets and actual costs of the SACTAP II as the total budget and programme activity plan was never revised to reflect the actual donor contribution. Institutional/programme audits providing an overview of total incomes and expenditures would have helped in monitoring Norway's funding to the programme. Planning, monitoring etc would also have been facilitated and improved by result-based budgets, reporting and accounting as well as the development of good outcome indicators.

16. IOM´s coordination with stakeholders and civil society get good feedback from stakeholders interviewed. All respondents give positive evaluation concerning the role of the IOM in facilitating their own entry into, and introduction, to the field of human trafficking.

17. The cooperation agreement with the UNODC aimed for in the SACTAP II programme has not materialised.

18. In South Africa, the upcoming Action Plan on human trafficking will hopefully have allocated ideas for each of the international organisations to operate within their clearly defined mandates, and if not, this should be strived for and supported by donors (under a clear lead by the South African government).

1.4   Overall impressions of outcome and impact

19. The SACTAP programme is highly relevant for recipient countries, donor priorities, national governments as well as the IOM´s own broader strategy, principles and focus area.

20. Neither trade in organs, trafficking among men nor trafficking for broader forced labour and child labour is sufficiently addressed politically, in data gathering or counter-trafficking programmes in the region.

21. It is desirable that the southern African governments themselves take over the programme in the short to medium term. The tasks of the program relate to human rights as well as crime management and prosecutions, i.e. tasks that closely relate to core government functions and responsibilities. Political ownership and institutional sustainability seems to a large extent to have developed in South Africa.

22. In areas of capacity building, awareness raising and training, the programme seems to have achieved effective outcomes. In the area of research and information gathering, the programme has not delivered sufficiently.

1.5   Main conclusions and recommendations

23. Substantial results have come from the IOM's SACTAP programme. This, and massive needs, **legitimates** the **further use of the IOM also in continuous efforts at counter trafficking** in Southern Africa.

24. The team is of the opinion that **certain factors need to be fulfilled in order for a further counter-trafficking programme to be successful.** Hence, while recommending further funding for a counter-trafficking programme run by the IOM, the team also believes that Norwegian funding to a new "SACTAP III" be made contingent on the below factors at programme level:

    o   Funding for a possible SACTAP III be in partnership between the IOM and regional and national partners.

    o   The South African part of the programme is relatively downscaled in favour of regional activities, and closely coordinated with the NPA, or any other institution chairing the national task team on trafficking in order to assure national ownership and sustainability.

    o   The investments made in South Africa could favourably be used in other countries in the region benefitting transfer of skills as well as facilitating regional integration and coordinated efforts.

    o   Regional activities should be closely coordinated with task team in SADC with the aim to transfer skills and capacity as well as to be able to target also the whole trafficking "chain"/process. A regional strategy should be developed in close cooperation with stakeholders.

    o   A potential "SACTAP III" programme needs to be geared towards capacity building and institution building while direct support to shelters, help lines etc. are directed through national governments, possible "state to state" assistance and/or embassies in countries concerned.

25. Any **funding for a new "SACTAP III" should rely on baseline information being available, and be made contingent on IOM developing proper indicators and results-based management.** Gender-aggregated data needs to be provided as part and parcel of planning and monitoring. More attention should possibly be given to male survivors of trafficking and appropriate services for them. Information also needs to be gathered on the scale of trafficking for forced labour in sectors such as farming, mining, domestic labour etc and the gender breakdown of such information.

    o   The issue of non-delivery of the ISS research needs to be solved by IOM/ISS as stated in the contract, not by donor. The amount (USD 350 000) should either be reimbursed or the partners need to find a way to finalise the research and publish

26. There is a need for **policy processes and political dialogue** in which the complex issues of identifying trafficking versus broader migration flows, smuggling, prostitution etc. is dealt with as well as real debates take place about complex and difficult priorities around migration, forced labour and human rights.

27. **Research and baseline information is crucial both for programme planning and the broader counter-trafficking efforts in Southern Africa.** Also relevant for the data gathering is a need to discuss and clarify the Palermo Protocol and its operationalisation for data gathering.

28. **Direct cooperation and partnerships between the international institutions** working in this field is also important, such as between the IOM and both UNODC and the ILO

29. Norway, along with like-minded donors that provides funding for human trafficking programmes, should consider having national governments as key partners, who in turn would identify and coordinate the need for capacity-building, training etc.

30. The programme would benefit from exchange of information and best practices between the Norwegian embassies in the region as well as with Norad.

31. Donors contact and coordination could be improved to facilitate the monitoring of the programme, the administration of the IOM and overview of the southern African governments.

2 Background

2.1 Overview of report

The report consists of an overview of concrete outputs and outcomes, and an overall assessment of the IOMs´ impact with the human trafficking programme in Southern Africa. The report has seven chapters; an executive summary with key findings, conclusions and recommendations; chapter two presents the purpose and scope of the review, approach and methodology. Chapter three provides a brief overview of the context and background in which the programme has been implemented. The output and results of the programme are presented in chapter four, and chapter five assesses the management of the programme. Chapter six highlights the overall outcomes and impact of the programme based on the four DAC criteria relevance, effectiveness (and briefly efficiency), impact and sustainability. The seventh and last chapter provides recommendations for future strategies and funding within the area of human trafficking in Southern Africa. There are three annexes; Terms of Reference, List of people interviewed and an Overview of questions sent out to stakeholders in the region for comments.

2.2 Purpose and scope of review

The purpose of this review is to document the outcomes of projects implemented by the IOM on human trafficking in Southern Africa, generally referred to as SACTAP (Southern African Counter-Trafficking programme). SACTAP was conceptualised in 2003 and run, primarily in South Africa, as what has often been referred to as a "pilot phase" through 2005. This first phase, also called SACTAP I, was then evaluated and a new and broader programme, SACTAP II, was initialised for the period 2006 to 2009. The following review assesses progress for the whole programme period (2003 to 2009, extended to 2010). The terms of reference for the review are attached as annexure 1 to this report.

The review assesses how outputs and results produced by the IOM have contributed to outcomes and possible impact as drawn up by the goals in the programme outline, the Agreement(s) with the Norwegian Embassy and the broader Norwegian political priority focus on gender violence and human trafficking. As several national governments in the region of Southern Africa, are currently working with their new strategies and policies regarding human trafficking, there is great interest in the approaches utilised by IOM´s partners for obtaining their goals as well as learning from counter-trafficking measures and methodology more in general. Being an organisation dedicated to promoting people's human rights and humanitarian needs, the IOM sees its contribution as a facilitator for change by enabling government departments and organisations to develop policy and strategies in this area while at the same time protecting the actual victims of the trade.

2.3 Approach and Methodology

The TOR states that the main purpose is to assess the **results, outcomes and impact** of the programme. Outcome review as a methodology indicates an assessment of the impacts/benefits/ changes for participants during or after a program beyond the specific inputs and activities. The changes, or outcomes, are usually expressed in terms of:

- Knowledge and skills (these are often considered to be rather short-term outcomes)
- Behaviours (these are often considered to be rather intermediate-term outcomes)
- Values, conditions and status (these are often considered to be rather long-term)

The above indicators are qualitative in nature and can only measured against a baseline of knowledge, skills, behaviours and values before the projects had been initiated. Such baselines did not exist for the IOM programme, thus the team agreed that application, and agreement and plans would have to be used as a baseline when assessing the results. However, for objectives like for example – capacity building and awareness rising, the IOM reports would not function as a baseline to establish how much outcome has been achieved. In such methodological dilemmas, the team have decided to report on outcomes based on the stakeholder

partner's own self-reporting on achievement in this area. Furthermore, we argue for what is *reasonable* to assume of institutional and policy impact on the basis of the results and stakeholders views.

As illustrated in the figure[2] below, results are found at least on three levels. The two first levels (in blue colour) indicate the specific and measurable inputs from the implementing partners (IOM and partner stakeholders) with regards to human resources, funding and infrastructure. The inputs then lead to measureable activities in terms of outputs (what is produced and delivered). When the figure moves into the second and third level, it becomes more difficult to measure the outputs and later the outcomes and the impact. With all the weaknesses attached, this evaluation tries to identify achieved changes, the effects of the activities and outputs in terms of outcomes and impact.

Fig. 1 The Result Chain

| What resources are used? | What is done? | What is produced or delivered? | What do you wish to achieve? | What long-term change are you aiming for? |
| Inputs | Activities | Outputs | Outcomes | Impact |
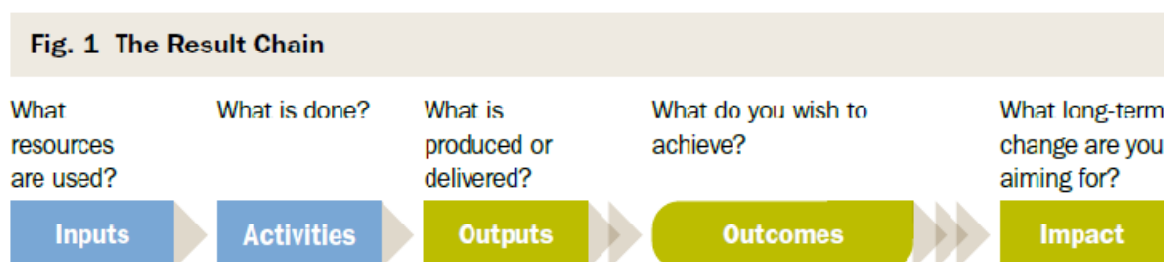
In identifying the results, outcomes and impact of SACTAP, the following methodology was applied:

- Desk study mapping of projects and output by IOM 2006-10 based on project proposals, annual report, budgets, audit reports as well as other relevant documentation and reports.

- The evaluation of SACTAP I is given weight in the current review, but particular focus is given to achievements 2006 – 10 (i.e. SACTAP II).

- During the field survey key stakeholders were interviewed. Some 30 people were interviewed, in Pretoria and Johannesburg during February 2010, including from the Norwegian Embassy, IOM staff, and a wide range of stakeholders in government and non-governmental agencies. Furthermore, a questionnaire was sent out to stakeholders in the region and approx. ten representatives of organisations and government departments responded.

- In the report, an assessment was made of programme output, in addition to stakeholder assessments and views, information provided by stakeholders regarding institutional changes and analyses of the approaches applied by the IOM in reaching their objectives and targets.

With South Africa widely assumed to be the destination of many of the victims of trafficking, the programme, and also this evaluation report, has mostly focussed here. Yet, information has also been gathered from IOM partner organisations and stakeholders in the region. The report is submitted to both Norad Oslo and the IOM for comment and corrections of factual errors before final review report is submitted.

2.4 Limitations/obstacles

There are several limitations that the reader should keep in mind. First of all, the review covers selected activities, and not the operational part of the IOM office in Pretoria or offices elsewhere in the region. The main factor, however, impeding the team's understanding of IOMs value-added rests with weak, or non-existing baseline information combined with shortage of a revised budget and planned activities at the onset of the programme. With shortage of baseline information, lack of original plans and budgets (corresponding to available funding) and relatively large deviations between annual plans and actual activities, the team struggled to find out how the process of monitoring was done and how to evaluate overall progress.

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[2] Norad's manual for results-based management (2009)

3 Context: human trafficking in Southern Africa

3.1 Human trafficking – the international context

Human trafficking has received wide attention over the past decades. The US State Department estimates that 800 000[3] are trafficked internationally every year. Even though numbers are uncertain, trafficking is a serious human rights violation, offence and often closely linked to other crimes, such as drugs traffic, smuggling, selling of illegal weapons, terrorism. Human trafficking is commonly defined according to the United Nation Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children from 2000, generally referred to as the "Palermo Protocol". The Protocol offers the first internationally agreed-upon definition of human trafficking:

> Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of 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.

> Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.

The Protocol includes force, deception or inducement at the point of recruitment, transport/re-location and exploitation as core elements of the definition of trafficking. Yet, while the Palermo Protocol represent an important step towards developing international consensus[4] on how to understand human trafficking, several ambiguities remain. The way, "trafficking" is understood has important consequences for how the phenomenon is explained[5], approached and which solutions are offered. The Palermo Protocol is a political document expressing intentions and goals. In order to develop legislation and measurement tools, however, more clarity is needed when it comes in particular to the terms of "exploitation" and defining a "position of vulnerability". The conceptualisation and practical impact of linkages between trafficking, prostitution[6] and smuggling of persons persist as subjects of heated debate (Tyldum et al 2005). The issues continue to be part and parcel also of the Southern African debate, as we will see below. Frequent criticism in the south also relate to why victims of trafficking should receive more policy attention and assistance than those who are deceived and exploited but without having been relocated. While key interest concerning trafficking has generally focussed on the sex industry, trafficking must be seen as a broader problem relating to forced labour and sectors such as farming, mining etc.

3.2 Trafficking in Southern Africa

In Southern Africa, trafficking appeared on the political agenda at the beginning of the millennium. In 2000 Molo Songololo, a Cape Town based NGO, published a report on sexual exploitation of women and children in Western Cape. Thereafter, IOM published a report in 2003. Both reports found high levels of intraregional and extra regional trafficking. Thereafter a conference was organised on human trafficking in 2004 with the aim to help compile the agenda for a newly formed task team constituted to combat human trafficking in South Africa. South Africa was said to be the destination for women and children from Kenya, Malawi, Mozambique, Zambia et al and as far away as Taiwan. None of the countries in southern Africa had legislation outlawing human

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[3] The numbers differ substantially with different methodologies. The USA, ILO, IOM and UNODC each have their international databases on human trafficking, but they are difficult to compare due to the different definitions used, and unclear distinctions between trafficking, smuggling and illegal immigrants.

[4] Several other definitions exist. The US State Department continue to use another definition, used in the annual "Trafficking in Persons" report to Congress and as basis for their worldwide estimates. This definition is widely regarded as more narrow and without reference to "exploitation".

[5] Identifying the causes behind trafficking is of key importance to policy interventions and solutions. Generally, the reasons that perpetuate demand for sexual services and cheap labour are the unregulated nature of certain labour markets, an abundant supply of exploitable labour and social norms.

[6] Questions as to solutions that continue to spark controversy relate for example to whether decriminalisation of the sex industry will reduce, increase or have no effect on human trafficking.

trafficking at the time.

Over the following years, the focus on trafficking among politicians and the general population increased in the Southern Africa Development Community (SADC). While trafficking in general was seen to be lower in Southern Africa than elsewhere (UNODC, USAID et al), signs were picked up that the problem was significant and growing. The UNODC (2007) estimated in 2005 that human trafficking in Zimbabwe, Mozambique and South Africa was widespread. With its youthful population, great disparities, and porous borders, SADC seemed to host a diverse range of human trafficking, from the global operations of transnational organised crime, to the trade in persons perpetrated by small-scale local syndicates that recruit acquaintances and family members across the region. SADC-countries were considered source, transit and destination countries with South Africa regarded as the main destination where victims of trafficking are forced to work as domestic workers, miners, sugarcane workers and farmers, drug couriers and prostitutes. Parents often assume that there are abundant job opportunities in South Africa and are willing to send their children off for a 'better life'. Some ten "trafficking routes" were identified already in 2003. One of them goes from Mozambique into South Africa.[7] Others go from Malawi, Thailand, China and Eastern Europe into South Africa. Trafficking of women from refugee-producing countries into South Africa also takes place as well as of women from Lesotho into the South Africa's Free State. Moreover, trafficking of women and children from Malawi to Northern Europe happens and South African women have been found to be trafficked to China (IOM 2006).

> "Six men have been arrested in Maputo, Mozambique for allegedly trying to traffic people into South Africa. The men were arrested whilst trying to drive 43 people between Maputo and Witbank. Some of the alleged victims are helping police with their investigation into how the crime syndicate worked. Mozambique's interior ministry spokesperson Ilidio Miguel said that many people were being trafficked from Mozambique's poor areas into South Africa, lured with the promise of good jobs. In fact many of them were being sold into forced prostitution and labour at exploitation wages." (SABC News, 22 February 2006, quoted in UNESCO 2006)

There is also assumed to be considerable trafficking of foreign non-southern African women into South Africa. Furthermore, the internal trafficking in South Africa is considerable and victims were reported transported from rural areas and informal settlements to the urban centres in South Africa (IOM 2008). Nigerian, and other foreign, organised crime syndicates traffic local black South African females into commercial sexual exploitation. Yet, the trafficking is not only for purposes of feeding the sex industry.[8] There are reports of considerable trafficking of people for domestic work, the farming sector and illegal mining. Boys are for example recruited from rural regions of Western and Northern Cape Provinces for exploitative labour as street vendors in Cape Town. And men and boys are recruited to work on farms under false promises, exploited, deported and then some re-trafficked particularly to and from Mozambique. In general, the children who are most vulnerable to recruitment for trafficking are child-headed households due to HIV and AIDS, unregistered children, and children living in impoverished rural areas and informal settlements. The IOM and others claimed that trafficking was the second most lucrative form of organized crime in South Africa after the trade in illicit drugs.

An increasing number of research reports have over the past few years, questioned the findings of Molo Songololo report (2000) and the IOM. While Molo Songololo estimated that there could be as many as 28 000 children prostitutes in South Africa, a research report by CASE (2006) had problems finding anyone who had encountered actual cases. With Cape Town generally regarded as the sex capital of South Africa and the principle destination for trafficked victims from refugee-producing countries (Martens et al 2003), one would expect the number of trafficked women to be considerable. Yet, Gould (2008) found that few sex workers considered themselves to be victims of anything more than circumstances. And while Molo Songololo still estimates that there are around 500 child prostitutes in Western Cape, Gould argues that only half that number is active in the total sex industry in Cape Town. By 2008, research of the IOM as well as others indicates that level of trafficking is lower than anticipated. Cormsa (2009) argues that the Molo Songololo and IOM estimates most likely were inflated.

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[7] Mozambique is a place for transit, origin and to a lesser extent destination of trafficked persons. Mozambicans have been trafficked to South Africa, Portugal, Swaziland and Zambia. Trafficking of Mozambicans for body parts or organ harvesting for purpose of traditional medicine ('Muti') has also become common phenomenon (Mulu 2009). Mozambique also serves as transit country to victims from Asian countries that are trafficked to South Africa.

[8] While the US Department of State reports (2004) that 70% of victims are women, we do not have data to make similar analysis in southern Africa.

Exploitative labour though exists in abundance. Much of this in South Africa is found in vulnerable migrants from the neighbouring countries. South Africans living in impoverished conditions are subjected to exploitative labour practices and may choose to be employed for low wages and under harmful conditions as the only viable option for employment. Traditional migration patterns of labour to South Africa; the practice of children being sent to better-situated family members to be raised; and casual border procedures contribute to acceptance and expectations of unregulated movement. A high incidence of child labour is found in subsistence and commercial agricultural. Adult and adolescent girls are in high demand and actively recruited for domestic services. Social norms inherited from the apartheid era may perpetuate the use of individuals in an exploitative manner. The border lines between these kinds of exploitation, the smuggling of desperate people[9] from neighbouring countries and the sex industry continue to provide grey-zones for policy-making, research and evaluations of progress in areas like human trafficking.

3.3 The International Organisation (IOM) for Migration and trafficking

IOM takes a comprehensive approach to trafficking in persons within the wider context of managing migration. IOM's wide range of activities is implemented in partnership with governmental institutions, NGOs and international organizations. The approach is based on three principles that govern all counter trafficking activities: 1) Respect for human rights; 2) Physical, mental and social well being of the individual and his or her community & 3) Sustainability through institutional capacity building of governments and civil society.

The IOM has been working to counter the trafficking in persons since 1994. In this time, the IOM has implemented almost 500 projects in 85 countries, and has provided assistance to approximately 15 000 trafficked persons. IOM's primary aims are to prevent trafficking in persons, and to protect victims of the trade while offering them options of safe and sustainable reintegration and/or return to their home countries. At the turn of the millennium, attention was turned towards human trafficking as a key problem within the broader migration in Southern Africa.

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[9] Human smuggling is defined in the UN Protocol Against the Smuggling of Migrants as: "the procurement, in order to obtain, directly or indirectly, a financial or other material benefit of the illegal entry of a person into a State Party of which the person is not a national or permanent resident."

4 Outcomes of the SACTAP programme

The International Organisation of Migration (IOM), regional office for the Southern Africa has since 2003 received 35 million NOK (around five million USD) in support for the Southern African Counter-Trafficking programme (hereafter "SACTAP") from the Norwegian Ministry of Foreign Affairs (through the Embassy of Norway in Pretoria).[10] The goals of the programme are two-fold: first, stakeholders should institutionalise sustainable counter-trafficking measures and second, protection should be developed for the victims of the trade. The expected results of the programme were:

- to provide accurate and updated information on trafficking in the region and the trafficking of women and children for purposes of sexual exploitation in particular
- make a substantial contribution to national and regional policy-dialogue surrounding the issue of trafficking
- to sensitise the public to the issue of trafficking through information campaigns and advocacy
- to support government efforts to combat the trafficking in persons with appropriate technical training and assistance options
- to create an informed NGO referral and support network for victims of trafficking in southern Africa
- to offer assistance options to victims of trafficking (including return and reintegration assistance)
- to ensure that identified best practices and lessons learned are not lost upon conclusion of the programme, but integrated into governmental and civil society structures in the SADC region.

4.1 Effectiveness and results

The assessment done of SACTAP phase I (2003 – 2005) argued that SACTAP was a success. The evaluators were impressed by the achievements of the programme, especially taking into account the newness of the issue in the region. Without SACTAP, there would by 2006, they argued, have been less knowledge of the issue of trafficking in persons, less government and law enforcement action, and a weaker base for action against trafficking. The evaluation argued that SACTAP has had a significant impact in getting the Trafficking in persons (TIP) issue on the agenda of public policy; getting the Palermo Protocol ratified and giving momentum to the legislative process in some countries. Specifically, the programme had raised awareness among the general public and stakeholders; provided victim assistance; provided high-quality training, and embedded this in key organisations, especially those involved in law enforcement.

The SACTAP II builds on the progress made in SACTAP I. A central aim of SACTAP II is to *integrate best practices into sustainable government and non-government structures*. The appraisal of SACTAP II (2006) specifically advised the IOM to give more attention to the regional level, underlined that research forms a key pillar of the programme and recommended that the core model, activities and outlook of the programme be continued and elaborated from SACTAP I. The evaluation also stressed that more efforts were needed to measure results, and the impact of results.

According to the SACTAP II programme outline, the IOM targets the following as indicators of success: the information component will conduct a baseline assessment of human trafficking awareness among the general public in target countries in the first year, the results of which will be measures against those of a second assessment in the final year of the programme to determine any changes in awareness levels. The effectiveness of the capacity building component was also to be measured according to the number of trainings delivered, and the degree to which governments are able to integrate counter-trafficking into the training programmes of relevant departments. And as occurred during the pilot phase, the effectiveness of the victim assistance component will be determined based on the number of trafficked persons assisted, and the degree to which they are sustainably reintegrated. In addition to awareness raising activities to be undertaken, a **new** component is introduced into the programme in 2008 with the objective of assisting those most vulnerable to trafficking in human beings in the Southern African region. Hence, the team approaches the further assessment with the need to map the following results:

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[10] An extension of SACTAP II was granted, with an additional ca NOK 4 million, while this programme review was carried out.

Outputs of	Accurate and updated baseline information
	Contribution to policy dialogue and legislation in the region
	Awareness campaigns
	Information and capacity to stakeholders
	Training
	NGO referral and support networks
	Victim protection and rehabilitation

4.2   Accurate and updated information on trafficking

As of 2010 relevant and reliable baseline data on human trafficking in southern Africa is hard to get by. The area is still dominated to some extent by knowledge from the Molo Songololo 2000 and IOM 2003 reports. The Molo Songololo report (2000) focussed on sexual exploitation of women and children in Cape Town on the basis of interviews with around 40 women. The IOM report (2003) on the other hand provided a snapshot of trafficking in South Africa, Lesotho, Malawi, Mozambique and Swaziland on the basis of about 230 interviews. These reports still constitute the main sources of information on human trafficking in South Africa and the region after 2000. While these reports were meant first and foremost to raise awareness rather than to provide an accurate description of the scale of the problem, they have been left to inform perceptions about the nature and the extent of the problem. While they had few hard figures and statistics about the extent of the human trafficking problem in the region, both reports argued that the problem of human trafficking was big and growing.

The huge insecurities and discrepancies in numbers highlight the urgent need for quantitative research and baseline information concerning human trafficking into the sex industry. Furthermore, the Molo Songololo and IOM reports first and foremost focus on trafficking for sexual exploitation, while there was, and is, almost no information about trafficking for other purposes, such as labour exploitation and particularly trafficking into farming, illegal mining and domestic work. The IOM conducted an assessment of internal trafficking of persons in South Africa in 2008 with the aim of to provide relevant qualitative findings concerning the internal trafficking of persons for the purposes of commercial sexual exploitation, forced labour, and the removal of organs. While the research pointed to signs of human trafficking taking place in South Africa, the report was unable to provide accurate numbers and indicate the scale of the problem. The forthcoming report by the HSRC (commissioned by the National prosecuting Agency NPA) also falls short of giving any real sense of the extent and scale of the problem. These reports, as well as the information and resources developed by CASE, ISS/Sweat, CorMSA and others may, however, serve as a valuable base for development of methodology and information in the future.

Cultural traditions linked to systems of lobola[11] and "ukuthwala"[12] may add to the sex industry and exploitation. However, while both these, and the myth among some that having sexual intercourse with a virgin may cure HIV/Aids etc., exist, there is no real evidence neither about the prevalence of these phenomena nor about whether and how they feed into human trafficking. And while the upcoming FIFA World Cup in South Africa 2010 has sparked specific concerns around both internal and cross-border trafficking for the purposes of sexual exploitation, few seems to have any well-informed idea as to whether this will happen.[13] Drawing the border lines between smuggling of persons, prostitution and cultural traditions vis-à-vis human trafficking continue to cloud both data gathering and the debates about needed policy.

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[11] The practice of husband-to-contribute cattle, money, cloth and/or other culturally appropriate material goods as compensation to the wife's family.

[12] Literally means "carry the woman" whereby men are able to grab women they want to marry. Negotiations about lobola are later entered into with the girls family, but the girl/woman herself has limited freedom to decide.

[13] In the 2006 FIFA World Cup held in Germany, speculation was rife that human trafficking incidences would increase by 40 000. Yet, an International Organisation for Migration (IOM) research conducted after the tournament revealed that rather than the 40 000 predicted cases; there were only 33 victims of human trafficking. Both previous awareness raising, prevention work, the fact that the German WC to a large extent pulled families etc. may be part of the explanations for this.

The IOM had planned to conduct new research into the remaining countries in the region (countries not covered by 2003 report) in order to get a better understanding of the scale and nature of trafficking in the region. In fact, both the programme outline as well as the Agreement with the Norwegian Embassy highlights this to be a crucial part of the programme. The Institute of Security Studies (ISS), Cape Town was commissioned to conduct the research in 2006. By the end of 2008, the report should have been finished. One year later, the research report was still not finalised. By the end of 2009, the ISS and IOM together decided not to publish, mutually agreeing that the report failed to meet the requirements as set out in the terms of reference for the report. At the same time, the total payment for the survey had been paid out (USD 350 000). This lack of delivery had implications for the planning, monitoring and strategies for the other components of the programme, as well as for strategies and policies of stakeholders.

Summing up the findings on the knowledge-based component of SACTAP II:

➢ Knowledge of, and research into, the specific national and regional trafficking in person's context is a prerequisite for the elaboration, implementation and evaluation of anti-human trafficking strategies. Attention should be given to developing a research strategy and partnerships with research centres in the region

➢ The programme goal of providing accurate and updated information on human trafficking in the region has not been achieved at the time of the review.

➢ Lack of delivery in such a core area of the programme will need to be compensated by reimbursement of 350 000 USD. Alternatively, the funding already provided should be used to revise the existing drafts in order for it to be good enough to be published.

➢ Compiling reliable and comprehensive statistical time series on the criminal justice response to human trafficking is an important step towards a better understanding of the phenomenon. It is also quite a challenging task. Any assistance provided in this regard seems like a good and needed investment.

➢ Research existing in the area of human trafficking in South Africa would benefit from a clearer operationalisation of the Palermo Protocol in order for further gathering of comparable data and a better informed and unifying debate about the scale and nature of the problem.

4.3 National & regional policy dialogue, policy development & legislation

How to deal with human trafficking is a question of protection of human rights, but also reflects policy debates on general social protection levels, poverty eradication, gender rights and discrimination, level of conflict and transition, level of state efficiency and governance etc. While initiatives and policies in all these areas may be important in counter trafficking, only direct measures in terms of protection and preventative policies will be assessed below. States are generally seen to be well equipped to combat trafficking if they have ratified the Palermo Protocol; prevent human trafficking with measures that inform and educate; investigate, prosecute and convict etc. perpetrators; protect trafficked persons and cooperate with governments of other countries.

Countries that have ratified the Palermo Protocol are obligated to address the issue as a crime and make it punishable by law with sentencing appropriate to the gravity of the offense. The UNODC argues for the establishment of "vertical" specific legislation, making it possible to be able to deal with the whole "chain" of the trafficking industry.[14] It is only specialised laws, which will make it possible to gradually integrate strategies, law enforcement and investigations as well as extradite people across national borders. By early 2010, most of the SADC countries have either ratified the Palermo Protocol, or accessed[15] to it later. Only Angola, Swaziland and Zimbabwe have not signed on to the content of the Protocol. At the same time, most SADC countries still need to integrate their commitment to the Protocol into national law. Furthermore, none have started

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[14] Several individuals, including recruiters, trainers, purveyors, creators of false documentation, transporters, money collectors, enforcers, and parents are involved in child trafficking.

[15] "Accession" implies that a state signifies its agreement to be legally bound by the particular treaty. It has the same legal effect as ratification, but is not preceded by a signature.

addressing prosecutions etc. Most of the countries struggle with resources or political priority in order to give victims of human trafficking sufficient protection in shelters etc. The growing number of state parties to the UN Protocol is an expression of political will of the member states to combat human trafficking. Nevertheless, ratification in itself is not sufficient to ensure effective execution and implementation of the laws.

Status of SADC countries and the Palermo Protocol

Country	Signature	Ratification	Accession	National legislation
Angola	-	-	-	No specific provision criminalising human trafficking.
Botswana	10 April 2002	29 August 2002		No specific provision criminalising human trafficking.
DRC			28 October 2005	No special provisions regarding trafficking.
Lesotho	14 December 2000	24 September 2003		No special provisions.
Madagascar	14 December 2000	15 September 2005		
Malawi			17 March 2005	Some provisions of criminal code may be used to prosecute some forms of trafficking and forced labour.
Mauritius			24 September 2003	
Mozambique	15 December 2000	20 September 2006		2008, but regulation in order to effectuate the law not yet in place (Feb. 2010).
Namibia	13 December 2000	16 August 2002		Some provisions in existing law may be used to prosecute some forms of trafficking.
Seychelles	22 July 2002	22 June 2004		
South Africa	14 December 2000	20 February 2004		Comprehensive draft Bill (formed on the basis of Protocol) submitted to Parliament March 2010. Regulation will need to be developed thereafter.
Swaziland	08 January 2001			Draft Law, which would penalise Trafficking, still pending mid 2008.
Tanzania	13 December 2000	24 May 2006		
Zambia			24 April 2005	Anti-trafficking law launched mid 2009.
Zimbabwe	-	-	-	No special provisions regarding trafficking.

The U.S. Department of State releases a Trafficking in Persons annual report to monitor the status of trafficking internationally and provide recommendations for prosecution, protection of victims and prevention. TIP listing has consequences for access to some international development aid funds and will hence force the attention of many politicians towards the issue of human trafficking. Countries are ranked based on their ability to effectively address the problem. In 2009, South Africa was placed on the Tier 2 List (not fully complying, but making significant efforts) after four years on the "watch list". For the third consecutive year, Mozambique is on 'tier two' under the 2009 report. The governments of Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Tanzania, Zambia and Namibia do not fully comply with the minimum standards. Despite their overall efforts, the governments have not made sufficient progress, not investigated, prosecuted, or convicted any trafficking offenders etc and are therefore also placed on "tier two" list. Swaziland and Zimbabwe do not even make any efforts to comply with standards, hence a ranking as "tier three" countries. The only country within SADC that fully complies with the US standards, and is placed on a "tier 1" list is Mauritius.

In South Africa, the Prevention and Combating of Trafficking in Persons legislation was submitted to parliament in the middle of March 2010.[16] The new legislation aims at providing a basis for prosecution of those involved

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[16] Until this becomes law, provisions listed under various legislation referring to child welfare and sexual offences (the Prevention of Organised Crime Act, the Basic Conditions of Employment Act, the Refugee Act, the Sexual Offences Act, and

in the process of trafficking and to create a statutory framework for victim assistance.[17] There will be considerable need to follow up in the area of victim assistance after the legislation has been passed. As the first SADC country, the National Assembly of Mozambique passed the comprehensive law on human trafficking in 2008. However, the law requires regulation to be developed for its implementation and by March 2010, the law is still not implemented. Zambia has also developed anti-trafficking legislation (2009) and a task team has been established. So has Tanzania.

While legislation is still pending, South Africa has come far in other regards. The National Prosecuting Authority (NPA) is leading an initiative to combat human trafficking called *Tsireledzani* (Venda for 'Let's protect'), the objective of which is to work towards full compliance with the Palermo Protocol. The initiative includes training, research, awareness raising and feeds into the process of drafting the respective legislation. The SOCA (Sexual Offenses and community act) unit and PCU unit (human trafficking Programme Coordinating Unit) in the NPA are central to the task team and the government engagement with these issues. The IOM as well as UNODC participate in the task team. The NPA is also responsible for a National Action Plan expected to be approved by Cabinet shortly and has had research commissioned (conducted by the HSRC) on the scale of the trafficking problem in South Africa.

The African Union (AU) adopted the Ouagadougou Action Plan in 2006. The plan reaffirms and reinforces the Palermo Protocol and requires states to sign, ratify and fully implement the Protocol. The Action Plan provides for prevention, provision and prosecution of trafficking. Member states are supposed to allocate resources for the implementation of the plan. In addition, the AU has formulated different other policies on trafficking and has launched the AU Commission's Initiative, among others a three-year campaign, against Trafficking (June 2009) to advocate for the implementation of Ouagadougou Action Plan. The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (the African Women's Protocol), adopted in 2003 and the SADC Gender Protocol (2009) also contain specific provision on trafficking. The SADC Gender Protocol states that by 2015 all state parties shall enact and adopt specific legislative provisions to prevent human trafficking; put in place protection for victims, ensure capacity-building awareness raising etc. Furthermore, recently the SADC ministers responsible for combating human trafficking have adopted a ten-year Regional Strategic Plan of Action.

The IOM has been involved in, both as a communication partner, adviser and on the basis of its training, the policy and legal developments that have taken place in several countries in the region. Both the Minister of Home Affairs and the Permanent Secretary Ministry of Home Affairs have acknowledged in media interviews the role of the IOM in training, awareness raising etc. and as such a key partner also in the development of the Zambian 2009 legislation against human trafficking. The IOM, together with the ILO and UNICEF, participate in dialogue with the Zambian government around a new policy to address human trafficking. The IOM has also been instrumental in the setting up of the Zambian task team. In Angola, a conference was organised in October 2009 together with the Ministry of Interior on the African Cup of Nations in Angola and human trafficking. The Minister pledged the government's commitment to fight human trafficking, argued that the partnership with the IOM had helped raise awareness and sought further collaboration in this regard. In 2006, the IOM contributed also to the SA Law Reform Commission drafting of new legislation, which is expected to be passed by parliament shortly. The IOM has also brought human trafficking up in its meetings in the Migration Dialogue for Southern Africa (MIDSA). There was a MIDSA workshop on human trafficking and legislative responses in Southern Africa held in Botswana May 2007 with government representatives from all SADC countries attending, several of whom were headed by members of parliament. A similar workshop was organised in South Africa 2008. These workshops address and discuss the need for national legislation, challenges with prosecution, etc. The IOM is also a partner to the AU in their campaigns against trafficking. The IOM stated in the SACTAP II proposal that it would engage SADC directly in view of establishing a regional task team (composed of representatives of SADC secretariat, national task teams, IOM and possibly also other UN

provisions of criminal law) are used in prosecution. However, conviction rates are low and if convicted, offenders generally receive minimal sentencing, often just a monetary fine (IOM 2008).

[17] Several issues, challenges and complexities of victim assistance are however said to remain after the legislation passes Parliament, for example issues around victim protection if victims refuse to participate in investigation of traffickers et al. (see Gould et al 2008). The passing of the Bill will also have to wait for following regulation, which will take considerable time, before there will be sufficient protection and legal institutions set up.

agencies), but has not yet succeeded in this. The IOM does however, participate as a technical expert in various relevant SADC consultations.

Summing up IOM/SACTAP's contributions to national and regional policy dialogue, policy development and legislation, the team found:

➤ IOM and the SACTAP programme has significantly contributed to the speeding up the ratification of the Palermo Protocol and later development of anti-trafficking legislation in key countries in the region through the direct dialogue with key government officials, law enforcement officials and policy-makers.

➤ The IOM dialogue with and training of civil society representatives has also most likely had an indirect impact on policy processes and legislation in the region by creating a pressure for political attention to human trafficking. The success of Mozambican legislation is among others said to be due to the lobbying and pressure of civil society

➤ There is yet no official mechanism for immigration and law enforcement officials in the region to allow them formally to share information and intelligence on human trafficking. The strengthening of the SADC in this regard is promising but it is too early to assess effects

➤ No success has been achieved on contact with, and the establishment of the SADC regional task team. However, this is not necessarily the result of failed initiatives from the side of the IOM, but may be ascribed to low political priority on the side of the SADC governments

➤ Technical assistance "tools" such as the elaboration of the International Framework for Action to Implement the Trafficking in Persons Protocol (UNODC 2009) now available should assist those countries currently strained by lack of resources in identifying gaps and putting in place additional measures in conformity with international standards.

➤ In order to develop more concerted efforts to help member states develop effective anti-trafficking strategies, regional meetings and strategies should be promoted also in the future.

➤ Pressures from civil society in the region is reported to have had an effect on the concerted efforts of governments to take this challenge of human trafficking seriously

4.4   Sensitising the general public – awareness campaigns

Internationally, the most common strategy used for the prevention of human trafficking is information campaigns aimed at young people or parents (Moen & Wiik 2008). Such campaigns often assume that the target group is unaware of the dangers involved in human trafficking. They do not take into consideration the possibility that some choose to take that risk, or allow themselves to be exploited because of the potential financial gain. Moreover, many information campaigns do not taken into account that victims are often recruited by close relatives and acquaintances, but focus instead, on the idea that recruitment is done by those unknown to the victim. According to the ITC-ILO (2009), campaigns should in general run both in source, transit and destination countries and should be appropriately targeted for each. Language used must be precise and not cause adverse reactions to victims et al. Campaigns must also not cause target audiences to put anyone at risk. And messages must remain fully informed by understanding of trafficking. The IOM campaign material includes a whole range of different information tools from print media to film and theatre (see below).

Year	Kind of information/campaign
2004	Billboards (3): 2 in South Africa, 1 in Mozambique
2005	Litter bins: 21 distributed in South Africa
2005	Vehicle Stickers: 20 cross border mini bus taxis plying different routes in South Africa
2006	Media training Zimbabwe: 1 media workshop 2 days training targeting 22 journalists in Harare
2006	Drama (Public Performances): 18 plays were staged in 18 different locations in South Africa.
2006 – 2009	Annual human trafficking awareness week
2004 – 2009	The *Eye on Human Trafficking* bulletin circulated to 693 000, a total of 22 issues (issue no 22 February 2010)
2005 – 2009	*10 questions on Human Trafficking* brochures to 195 000 readers (in 4 languages), distributed in South Africa, Congo, Mozambique, Angola, Zambia, Mauritius, Zimbabwe
2005 – 2009	A2 & A1 Posters: 78,045 Flyers: 217,500 All printed in 13 regional languages and 6 South African local languages

2007	Radio adverts: Congo: 4 radio stations, 2 adverts aired for approximately 1 month. Zambia: 3 radio stations, 6 adverts aired for 48 days. Zimbabwe: 4 radio stations, 2 adverts aired (in 5 languages) for 42 days. Mozambique: various radio stations, 5 adverts
2007	Television Advert (continues to be aired intermittently) 2 television stations 14 days, 35 adverts
2008	Radio adverts Zimbabwe: 4 radio stations, 2 adverts aired (5 languages) 42 days
2008	Radio Drama (A radio programme with 13 episodes); Zambia (Dealers) – 8 Radio Stations aired the programme Mozambique (Troco) – 31 community radio stations in Mozambique aired the drama programme.
2008	Media training workshops: 2 days each in 3 provinces in South Africa. 32 journalists in total attended.
2009	Animated video released to young internet users about the dangers of human trafficking in South Africa
2009	Media training Zimbabwe: 2 days media workshop (1 Harare, 1 Bulawayo) targeting 40 journalists from the print and electronic media
2009	Radio adverts Zimbabwe: 4 radio stations, 2 adverts aired (5 languages) 42 days
	Theatre: IOM commissioned CMFD to crate and tour a community theatre production about human trafficking for Mozambican migrant communities in South Africa. Khuluma Afrika! Was performed in Portuguese and Shangaan.

According to the ITC-ILO, which assessed the SACTAP campaigns in 2009, SACTAP information and awareness-raising activities target, through different interventions and tools, both source, destination and transit areas. In source countries the campaign messages aimed to prevent vulnerable groups from falling victims to trafficking, while in South Africa, identified by the IOM and others, as predominantly a destination country, the campaign aims at raising awareness, promoting victim support and advertising a helpline number. The IOM campaign used, according to the ITC-ILO, a wide range of media (as well as languages, distribution and tools) tailored to the target audience. The campaigns benefitted from donations in kind, and were accompanied by advocacy, media outreach and public initiatives. The distribution of information material used the networks of established partners and benefitted from the capacity-building component of the project, which helped create a network of partners (ITC-ILO 2009).

The Eye on Human Trafficking in particular is distributed to stakeholders, government offices, international organisations and NGOs, among them are immigration officers, police stations et al. Copies of the Eye are also inserted into the magazine of the soccer team Kaizer Chiefs and circulated to 50 000 subscribers. Posters, flyers and stickers are reprinted on a regular basis in conjunction with the quarterly publication of the Eye on Human Trafficking Bulletin. The print material was organised in three different campaigns: "seduced, imported, sold" (2004); "For Sale, need help" (2005 – 2006) and "Mouth, Hands, Eyes, and Feet" (2006 – 2007). The IOM also produced an anti-trafficking public service announcement that won the best overall award at South Africa's 9th MultiChoice VUKA awards.

IOM also produced a 30 minute documentary, entitled Soul Trade, on trafficking in Southern Africa, shown on SABC for a wide audience as well as used in training and capacity-building efforts with government, civil society and NGOs in the region. A short-film was also produced, Escudo, on human trafficking, telling the story of a young Mozambican woman being trafficked to South Africa. The film won a number of awards and was selected for regular national broadcast on Mnet and DSTV in South Africa and across the region. The key significance of the awareness weeks is the joint effort of communities, civil society, the private sector, media and government as well as international organisations to raise awareness. The human trafficking awareness week 2007 was recognised as a best practice for the private sector by the US Trafficking in Persons Report. Various activities are run both within government departments as well as at schools, universities, radio announcements, television interviews etc. Furthermore, the IOM has released about 30 press releases, uses a wide range of media channels, is widely interviewed in the press etc. and keeps generally a high profile on issues of trafficking.

A Markinor Survey in 2007 indicated that 41 percent of South Africans were aware of human trafficking. Levels of awareness were lowest among black young women in rural areas, i.e. those most at risk of trafficking in the first place. While there are goals in original programme outline of a similar survey to be conducted at the end of the programme timeline, no such survey has been conducted in 2009/2010 in order for us to have comparative data for evaluation. Yet, media interest, stakeholder interviews as well as increased public attention and interest more in general indicates that awareness today may be higher, although it is uncertain whether this is primarily in South Africa's urban centres, or also in rural areas and neighbouring countries where girls are recruited from.

According to the IOM, their counter-trafficking helpline recorded a 48 percent increase in calls during the month of October 2009 when the annual human trafficking awareness week took place.

Summing up the team's key findings on IOM/SACTAP's contribution to awareness-raising:

➢ An impressive amount of information tools and tools for public awareness campaigns have been developed

➢ There are good indications that the media campaigns have had an overall impact although this can not be quantified

➢ The information campaigns received a good evaluation from recognised training institutes like the ITC-ILO. While the media work in SACTAP I was relatively unfocussed (Duncan et al 2006), more targeted campaigns seem to have been developed thereafter

➢ Stakeholders argue that the information campaigns have contributed to increased attention, awareness and priority to the issue of human trafficking.

➢ Also stakeholders outside South Africa argue that the awareness campaign material has been invaluable and that they would not have managed this without the material produced by the IOM.

➢ The agreed and planned survey at the end of the programme period, which would have given comparative data for evaluation, did not take place. This must be seen as a non-delivery from the programme. Future activities would benefit from professional measurement of effectiveness of different communication channels. While radio seems to have an effect towards rural communities, media interviews etc. seem to have received the attention and awareness of political stakeholders.

➢ The campaigns seem to also have effect on calls to helpline etc. with high increases in calls to helpline during for example human trafficking awareness weeks.[18] Likewise radio use has been effective in rural areas also in Zimbabwe and Mozambique and directly led to increased phone calls to the IOM offices.

➢ Needs may be there for more attention to internal trafficking in the various countries and in South Africa in particular in the information campaigns. The need to also give more attention to trafficking for forced labour (in mining, domestic work, farming et al) should be considered.

4.5   Capacity support to stakeholders: governments and NGOs

In any given human trafficking situation, the higher the general awareness among police, judges and prosecutors of the issue, the more personnel and resources devoted to pursuing it, and the more coherent the criminal justice response to the challenge, the higher the share of actual cases detected. Likewise, the higher the awareness among social workers, health personnel etc., the more protection and help victims will receive. Yet, identification of victims is a major issue for social workers, police officers and others that are in a position to help. When trafficking cannot be prevented, the most important policy response becomes to identify victims and assist them in breaking away from their traffickers. However, we know relatively little about the various forms of coercion, violence, and the mechanisms and conditions for leaving a situation of exploitation. A major problem is that many women do not want to be identified. Some may fear the repercussions, stigmatization, many fear to be sent out of the country or may not have information about their rights or trust the law enforcement officers to protect and help them. Separating victims of trafficking from smuggled people or prostitutes etc. may be the first hindrance. Because the forms of coercion tend to vary greatly, the efforts required to identify and assist victims will also have to differ and the training and capacity building accordingly.

As documented above, a considerable amount of information material, training materials and tools has been developed for the IOM programme. Several of the information tools developed for the general public are also used towards government departments. The Eye on Human Trafficking Bulletin for example has been reprinted for insertion into Servamus, the official magazine of the SA Police Service, and thereby accessing 30 000 police subscribers on a regular level. There has been a considerable number of requests for information material such

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[18] Likewise, the SA TV programmes "Special Assignment" and "Isidingo – the need" resulted in over 400 calls to the IOM helpline during SACTAP I (Duncan et al 2006)

a posters, pamphlets etc. from both government departments (national as well as local and provincial) as well as civil society organisations, law enforcement officers etc.

A study was conducted by the IOM in 2008 (Bermudez 2008) indicating that 52 percent of outreach persons such as social workers, faith leaders, and community advocates et al had direct awareness (from direct contact) of trafficking. 19 percent had indirect awareness (measured by knowledge of trafficking in the community but no direct knowledge). Victims were reportedly recruited from rural areas or informal settlements and transported to the urban centres of Johannesburg, Pretoria, Cape Town, Bloemfontein and Durban. While it is hard to use this as a basis for evaluating success of IOM awareness programs[19], there is little doubt that the IOM has been crucial in creating awareness around this issue in government circles and departments. All government informants interviewed during this evaluation confirmed this.

All the government departments interviewed underline that the information has contributed to awareness, which in turn has resulted in higher priority to trafficking legislation and protection. The information has been used widely in internal strategising and planning processes. Furthermore, the information and campaigns has been used also for more effective victims identification and protection.

Summing up:

➢ Information material towards, and capacity building among, key stakeholders like police and social workers seem to have been developed with success

➢ Awareness raising campaigns also get good feed-back from the region outside SA where it is underlined that similar work could not have taken place without the IOM

➢ Information material is successfully and efficiently distributed and used for internal planning and strategising

➢ Training and awareness raising need to keep the challenges of identification and screening in mind and enable government officers and service providers to identify, but also separate between various groups of trafficked victims as well as separate between them and smuggled persons etc. While progress seems to have taken place here in terms of large and impressive numbers of people being trained, there are considerable challenges still left

4.6 Training and support to stakeholders

Awareness raising and training aimed at making it possible to identify victims of trafficking from illegal immigrants, prostitutes, people being smuggled etc. is essential in order to assure victims the help and protection they require and are entitled to. Capacity building and training has also however, been part and parcel of awareness rising among stakeholders and government officials making them more aware of the need for legislation and regulation. Furthermore, any anti-trafficking law or regulation will only be as effective as those who administer it. Hence, training for law enforcement officials, prosecutors and magistrates is essential.

Training was part of the SACTAP program from the very beginning. A regional approved training handbook for use in training workshops for law enforcement officers in southern Africa was developed in 2004 as well as separate training material for NGO service providers. The IOM estimates to have trained approx. 1000 law enforcement officers in four countries and about 400 representatives from civil society in South Africa, Malawi, Zambia and Zimbabwe in the same period of SACTAP I. Training followed a "bottom-up" approach, starting with lower level officers, moving up towards senior management.

For SACTAP II, the programme aimed for considerable training of trainers (TOT) workshops and curriculum development while offering observation and monitoring of new government trainers in the final year of the SACTAP II programme in South Africa. In the region, the programme aimed for offering five 2-day workshops for law enforcement officers in each of the countries. IOM was also to work with Interpol and others to develop

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[19] The respondents selected for the interviews were not randomly selected but selected from those who had already gone through IOM training.

national training manuals in each of the primary target countries. Based on these manuals, the IOM was to conduct 5-day training, TOT course in each of the four primary target countries and in the final year offer monitoring and support to trainers. National training manuals were to supplement the efforts.

A considerable number of government officials and representatives of organisations have been trained under the SACTAP programme. Training and capacity building has in fact been extended on a wide variety of fronts since the SACTAP I evaluation. 11 000 people have been trained over the past few years of SACTAP II activities (i.e. 2006 – 2010, see figure below). Approximately 45 percent of them belong to government departments while the rest represent civil society organisations and NGOs.[20]

Hence, a considerable number of training workshops have taken place. In September 2009 for example, the IOM arranged training with law enforcement officials from Zambian-Zimbabwean border towns. The training focussed on gender socialisation, roles and violence including human trafficking, this as part of their gender programme in Zambia. In 2009, the IOM similarly built capacity in the Angolan police to respond to trafficking. Comparable workshops have been conducted in different Angolan provinces since 2008. During the training, the participants are typically taught the basic concepts of human trafficking, myths and realities, and causes. According to both stakeholders and participants, the training improves the capacity to identify and assist the trafficking victim. In October 2009, IOM likewise arranged a National Technical Workshop in South Africa, focusing on mobilizing 51 participants from various government departments as well as civil society representatives) on the need to implement and enforce comprehensive legislation in South Africa.
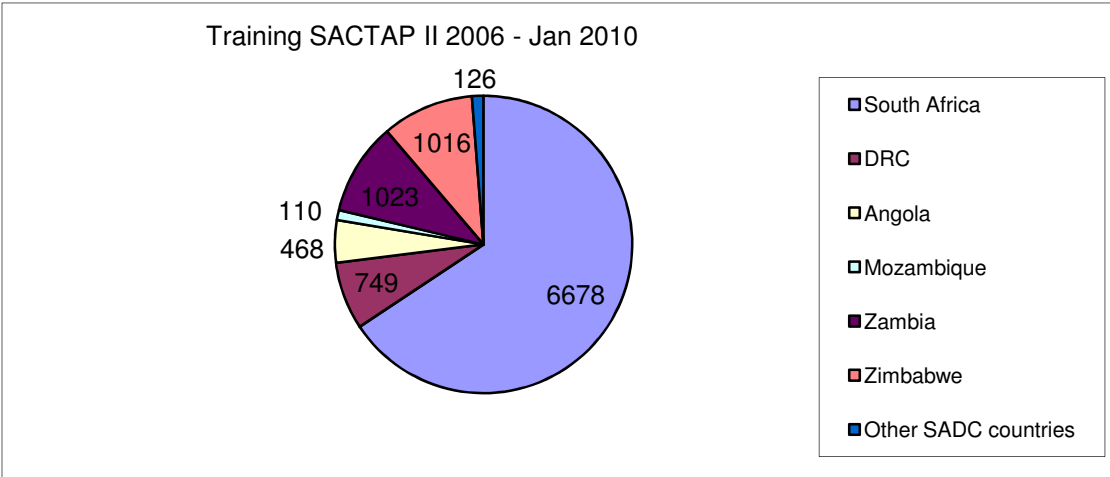
The training workshops generally also get positive feedback from participants as reported both in our interviews as well as from written feedbacks to the IOM. Community organisations as well as government departments have recorded their positive comments: the SA Police Service, Commission for Gender Equality, Minister of Home Affairs in Zambia, Permanent Secretary Minister of Home Affairs, Director of HARID, Ministry of Home Affairs Zambia, International Human Rights Bureau, Home Affairs, Research and Planning Department Zambia et al. There is also a continuous wave of requests for further training,[21] as expressed for example by the Prime Ministers office in Swaziland requesting continued support to their anti-people trafficking and smuggling efforts. Likewise, government offices in Zambia, Mozambique et al have requested further training. Other requests, like from the government of Mauritius was not possible to accommodate within the programme because of resource constraints.

Tools have been developed such as training modules and guidelines as well as a comprehensive training handbook for government departments. Training modules (on human trafficking, identification, needs and

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[20] Out of the 2574 South African government officials trained, about 1400 were, however, trained through the EU funded programme to which Norway only contributes a relatively minor amount.

[21] As documented in letters and emails to the IOM

emergencies) were developed for departments of health, labour, police, social development, NPA as well as civil society. Visual training tools have been used and a training manual has been developed (in partnership with the National Institute Community Development and Management Centre).

While the IOM gets very high marks for the training provided, the training may have come shorter than planned in terms of "levels of training". Most of the workshops in the region are still fairly basic, while the TOT workshops have come shorter than the IOM hoped for. This is in part due to lack of resources, and in part to the stated needs in government departments for more baseline training. This being said, there have been TOT workshops organised in South Africa and there is a cadre of trainers ready to take on the training within both the SA Police service and linked up to the intergovernmental task teams.

The team found some overlap between the training and activities of the IOM and those of the UNODC. The UNODC includes legal framework, issues of prosecution et al in their training of law officers, police officers et al in the region, while IOM also had law enforcement officers, training of legislators and the need for anti-trafficking legislation in their programme. The IOM has experienced some challenges with the workshops: in the EU/Norway funded capacity building programme in South Africa less participants than anticipated attended something which resulting in a focus more on follow-up with departments and conduct additional training for officers who missed previous training. There have also been difficulties in securing feedback and participation from government departments in the curriculum design and development process as well as in the trainer of trainer workshops. About 100 trained trainers have been trained thus far. Such problems are not unexpected however, when dealing with government departments in the midst of an election year. All in all:

➢ There has been considerable success in training government officials, as well as civil society representatives, on human trafficking.

➢ The IOM developed the training material on the basis of international best practices and gets top scores from participants, stakeholders as well as SACTAP I evaluation team (Duncan et al 2006) for excellent methodology etc.

➢ While the training is viewed widely as highly effective (which is also confirmed by continuous demands for more and expanded training), we are not able to quantify the their effects, impact or cost-effectiveness

➢ A broad spectre of government officials has received training: both law enforcement officers as well as social workers, department of health and hospital employees et al.

➢ At the same time, there are still massive needs for information, lack of knowledge and competence among law enforcers, immigration officials etc as stated also by the IOM.

➢ For some government departments, such as the SA Police Service, the Department of Health etc. the training has contributed to institutional capacity, strategising and improved planning.

➢ At the same time, there seems to be a lack of internal coordination among different levels and sectors of government in South Africa, especially when it comes to internal trafficking. There is no reason to believe that such problems are any smaller in neighbouring countries

4.7   Creation of NGO referral and support network for victims

SACTAP's Victim Assistance and Rehabilitation component includes an activity known as shelter and support network. The purpose of this is to facilitate the referral process so that when a possible victim of trafficking is identified, there is a ready safe haven for accommodation and comprehensive support.

Upon identification or referral of a trafficked person, IOM conducts an interview to determine the needs of the victim. If the individual is identified as a victim of trafficking, the beneficiary is referred to the SACTAP established NGO network. The network ensures, for example, that she has access to a secure place of safety as well as medical assistance etc (see below). A monthly grant is provided to the receiving shelter for a maximum

period of six months. The IOM works with the NGO network also to ensure the reintegration of victims where they have been assisted home.

The IOM established the NGO network already in SACTAP I. Networks are formed from registered non governmental and faith based organisations that are registered with Department of Social Development in South Africa, meaning that they have to meet certain requirements set by the government. Their mandates vary from domestic violence, child abuse as well as other forms of protection needs to different categories of people in need. The network of civil society partners was broadened through SACTAP II as stated in the programme outline, entering into cooperation agreements and providing training to those organisations that were well positioned to provide direct assistance to trafficked persons. Extensive training has taken place over the years both during SACTAP I (approx. 400 civil society representatives trained) and during SACTAP II (more than 5000 civil society representatives being trained).

After thorough assessments (of standards, security, professional capacity etc.) the IOM has established cooperation agreements with 15 shelters and places of safety. On a regional level, IOM also has cooperation agreements with NGOs running shelters etc. in Zambia, DRC and Zimbabwe.

In summary:

➢ A good referral system seems to be in place between IOM and the NGO shelters

➢ The system is reported to work well also between the police, health personnel etc., the IOM and shelters

➢ Several broad (formal and informal) NGO networks are in operation

➢ Altogether close to 20 shelters in the region form part of the IOM network, i.e. the capacity of shelters approved for victims of trafficking has increased. 15 of the shelters are in South Africa (of which 3 are for children victims). IOM is also part of the South African Shelter network established by Department of Social Development

➢ In addition, other networks and partnerships have been established, such as the partnership with Lawyers for Human Rights regarding legal assistance to victims

➢ Several hundred people from civil society have been trained and today form part of the broader network of persons directly, or indirectly, in position to assist the broader cause, contributing also to an increased capacity at the grass root level to recognise and assist victims of trafficking

➢ Capacity has been created in civil society to support government in addressing counter trafficking

➢ At the same time, there seems to be still a shortage of civil society structures to take on the tasks of shelter activities in Southern Africa, especially with the lack of government services and resources in this area (i.e. protection and shelters)

4.8   Victim support and protection

Rapid identification of victims, and safeguarding of victims human rights, is generally important in connection with the criminal prosecution of traffickers. Identification of victims of trafficking, however, is difficult. It can be a challenge to distinguish trafficking victims from other illegal migrants. In some countries, border police and immigration authorities have developed criteria for identifying victims. These have often proved to be over simplistic and stereotypical. Many also do not even want to be identified as victims of trafficking. The IOM has therefore given considerable attention to the training and capacity building of law enforcement officers, social workers etc. as mentioned above.

All victims assisted within IOM's counter trafficking programmes are registered in the IOM's Counter Trafficking Data Base that is administered at HQs level in Geneva. The review team has not conducted analysis or verification of the database, but the database is highly recognised internationally.

A helpline was established in 2004 in South Africa offering information, assistance and counselling. Similar helplines operate in Zambia and Zimbabwe. While most of the phone calls seem to be made by people wanting

more information etc., a certain proportion of the calls are "trafficking related calls" where people ask for specific assistance for themselves or someone they know and suspect may be a victim of trafficking.[22] OM interviews and screens victims in order to distinguish between human trafficking and smuggling. Upon identification or referral of a trafficked person, IOM conducts an interview to determine the needs of the victim.

IOM´s assistance to victims consists of referral, identification and screening, medical screening, legal assistance, psychosocial support, assisted voluntary return and reintegration. Although IOM cooperates extensively with law enforcement, screening remains problematic because of lack of awareness of officials. Stakeholders have indicated that training in this area needs to be intensified. IOM provides comprehensive advice to the victims on health and human rights issues, from the application of conceptual health and human rights frameworks and care regimes, ethical and safety principles, special health considerations (such as, for example dealing with STDs, medico-legal health aspects, clinical procedures and management, health planning etc). IOM pays for health screenings and medical treatment for victims and provides shelters with comprehensive and relatively high quality assistance. IOM assists with counselling services and assistance towards law enforcement officers, liaison with police units, technical cooperation and capacity building, intelligence sharing, and transfer of witnesses in criminal proceedings. Most law enforcement stakeholders the NPA, SAPS, and DSA expressed favourable views about the efficiency of IOM's cooperation with them.

IOM also provides referral and reintegration assistance to victims. The level of efficiency of reintegration activities may be questioned, since, although the IOM assists the victims of trafficking efficiently within the country to get back to their places of origin, some victims reappear. Some are also involved in the recruitment of other girls. This may be a way to escape debt to traffickers or a way to get out of prostitution itself. Return and family reunion may not always be a good thing when many are recruited to human trafficking by family members, or have been subjected to abuse by relatives. The fear of stigmatization prevents many victims and their families from using help mechanisms. This is, however, a general problem internationally. Upon return to their own countries, victims are met by the IOM as well as by representatives of relevant government departments (social welfare). The IOM assesses needs upon return, and offers counselling, and assistance. Different IOM missions have developed information on reintegration options available in countries of origin in local languages and this information is provided to the victims when they become beneficiaries of IOM programme. They are given time to think about what they would like to do, whether for example starting up a small business with assistance in preparing the business plan with the assistance of social welfare, NGOs and IOM. Monitoring of the success of reintegration process is provided for the period of 6 months. While the family situation et al that caused the individual to want to travel in the first place may be unchanged, and some therefore end up being trafficked again, it is hard to see how the IOM could do more than this upon return. At the end of the day, it is ultimately the home countries that are responsible for the welfare and living standards of their citizens. All the information is captured in the Counter Trafficking database managed at IOM HQ level.

Although the Palermo Protocol requires states (both country of origin and destination) to provide services to victims, few of the countries in SADC seem to think that they have resources available for that. Hence, victim protection and assistance is left to NGOs and international organisations. However, when it comes to Western or Asian countries citizens that should be repatriated to and integrated in their home countries, it may seem questionable that this should all be with international development funding. In the case of trafficked victims to South Africa from Thailand for example, the IOM could possibly be seen to, with Norwegian funding, take over the responsibility of Thai consular services. However, victims of trafficking all have the right to the same assistance from the IOM irrespective of country of origin. In this case, the Thai embassy assists and cooperates with the IOM, by referrals, assistance with translations, identification etc. While the Thai government has not yet ratified the Palermo Protocol, the government is recognised by for example the US TIP report to give considerable efforts at increasing efforts and resources to attend to the problem of trafficking, including prosecutions and reintegration.

In Mozambique, the government created a nationwide police unit to counter violence against women and

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[22] Activity on the helpline is recorded and analysed on a monthly basis. For February 2010 for example, the South African helpline received about 200 calls, with the great majority of calls being hoax calls or calls asking for more information or training. Five calls were "SOS" calls asking for assistance for victims.

children in 2000. The unit gives protection and counselling service to victims subjected to violence including victims of trafficking. The government has also provided six hospitals with counsellors to help victims of violence, including trafficking. Women and children friendly police stations are also established to protect victims of trafficking in several border towns. However, the government does not run any shelter facilities, from which it can make interviews, give medical and counselling service and rehabilitate victims, but relies on NGOs for the provisions of shelter services. It co-ordinates and assists the NGOs effort by providing them with necessary securities, referring to them victims and providing them with professionals such as counsellors. While the government struggles with financial and resource setbacks, there is need for capacity building in government departments (Mulu 2009).
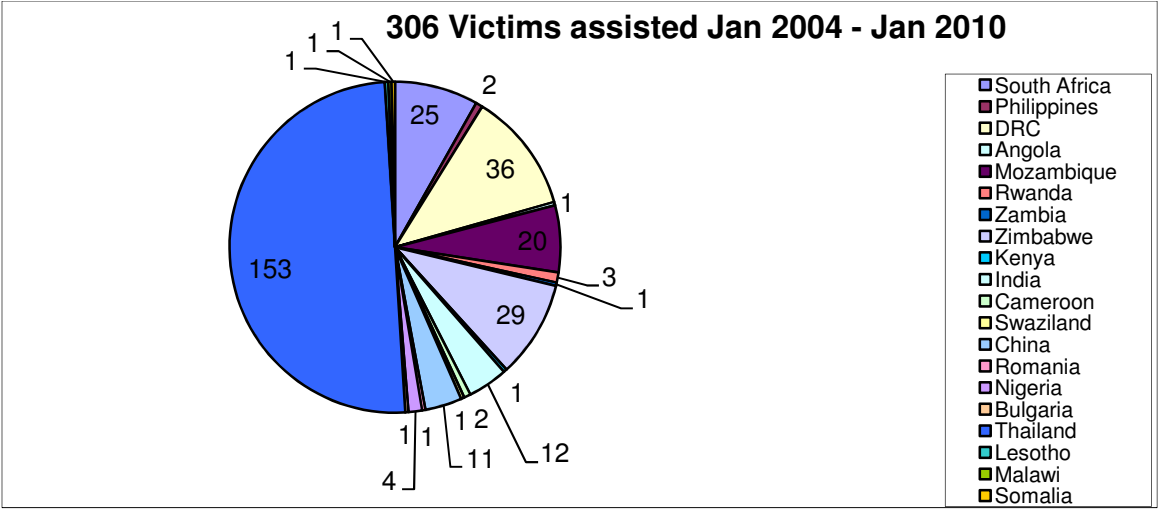
There is also lack of co-ordination and exchange of information on the identification of victims of trafficking and the arrest and deportation of Mozambicans between the South African police and its Mozambican counterpart. This has created a problem to the extent of non-Mozambicans being deported to Mozambique by the South African police and Mozambican victims of trafficking being treated as illegal migrants and facing detention and arrest in the hands of the South African police. There is no legal framework either administrative mechanism, which mandates such co-ordination at present between the two countries. The coming into force of the SADC Action Plan to combat trafficking will help to strength the co-ordination among Southern African countries in the future.

In South Africa, IOM research revealed (Bermudez 2008) that there was a need for better government coordination in order to assist those who are trafficked internally in the country. It was also highlighted that efforts should be made to improve the national helpline in order to give more relevant information regarding the regional specifics (shelters et al). While cases of international trafficking are referred to IOM on a regular basis, internal trafficking cases are often supported solely through local service providers with far less resources.

➢ About 300 victims have been assisted through the programme with shelter, medical assistance, counselling etc. 57 children (victims of trafficking) were assisted

➢ All victims assisted also have voluntary return and repatriation to home countries provided. Some are also helped with reintegration into their communities (jobs, shelter etc.). The IOM gets good feedback also from stakeholders in the region for their assistance to the repatriation and reintegration of victims.

➢ The IOM has assisted a small number of adult male victims with assistance from a community empowerment programme that provided short-term accommodation, but shelters for adult male victims are a challenge.

➢ A helpline was established in South Africa in 2004 and is in regular use. Help lines in Zambia, Zimbabwe and South Africa all get about 100 – 150 calls per month.

➢ The shelter referral system and actual assistance provided to victims is highly regarded among

stakeholders

- Several shelters have been upgraded as part of the programme (security as well as professional structure)

- With governments struggling with lack of resources in many countries, the running of shelters does not get sufficient funding from government sources and is generally being run by NGOs and international organisations. There is a huge need for shelters in many countries

- The establishment of a data base on these actual victims is a valuable result from the programme and provides the only existing data base on victims of trafficking in the region

- When appropriate, alternatives to repatriation should be considered for internal trafficking victims such as rehabilitation, education, and vocational opportunities

- Further research should analyze the propensity for re-trafficking amongst trafficking victims and the links between internally trafficked persons and cross-border trafficking

- There is a need for better coordination among different levels and sectors of government in order to assist especially the internally trafficked victims in South Africa. There is no reason to expect that this should be less of a problem in the other countries in the region.

- The help line is said to function well for cross-border victims of trafficking, but should possibly be supplemented by regional help lines with more local relevant information and assistance for victims of internal trafficking. This would possibly also enable better data collection around trafficking.

4.9   Economic stabilisation programme

Different people become vulnerable for trafficking for different reasons. Poverty, gender inequality, economic transition and scarcity of jobs are some of the explanations for trafficking. The desire for a better life is one of the reasons many migrate from their homes and is hence an incentive traffickers use to lure their victims.

Through the Economic Stabilisation Project, the IOM offers vulnerable women between the ages of 16 and 30 an option to improve their lives by giving them grants to start their own businesses. Vulnerable persons are identified through pre-established criteria and receive support to develop self-employment capacity that is sustainable for them in the long run (to a maximum of USD 2000). The project is two-pronged: the women receive participatory theatre skills training to enable them to use drama as a means to raise awareness against human trafficking. The IOM has partnered with local NGOs to identify the vulnerable women and to ensure that the women receive appropriate mentoring and support. The NGOs also provide ongoing business mentoring by providing the beneficiaries with business skills training. The project is a pilot project co-funded by the Bureau of Population, Refugees and Migration with the US Department of State and is an extension of the IOM prevention activities. The objectives are twofold: to prevent the occurrence of trafficking and address some of the root causes that create vulnerability (Eye on Human Trafficking 22/2010).

- In Angola, 18 women were identified from Kuando Kubango province and assisted to establish small businesses. Small enterprises established included shops selling prepared food to community members, tailoring shops and barbershops.
- In the DRC, 15 women from Ngaba and surrounding communities in Kinshasa were identified and assisted to establish income-generating activities. Businesses included establishing 4 independent general goods shops, a restaurant, pre-paid phone cards shop, hairdressing salon and four dress making shops.
- In Mozambique, 5 women residing in rural areas were identified and assisted to establish general goods shops and farming projects.
- In South Africa, rural expansion activities focused on building the capacity of those most likely to be affected by human trafficking. Three workshops were conducted targeting community members as well as those providing services from impoverished communities in Gauteng, Limpopo and KwaZulu Natal.

Income generating measures, which are the other key strategy in prevention efforts, have rarely been shown to generate sufficient increased revenue to discourage people trying their luck in other countries (Moen & Wiik

2008).[23] The IOM and its´ partner NGOs select recipients on the basis of criteria such as unemployment, poverty, family responsibility (responsibility for example for siblings due to HIV), their temptation to migrate etc. There is no doubt that the recipients are in need, but so are millions of others. And even though women included in the programme, such as "Mary" and "Thandi" who are two of the recipients telling their stories to *Eye on Human Trafficking* (22, 2010) mention that they had thought about migrating or been approached by someone who could "qualify" as traffickers, so have thousands of others. It is the view of the review team that poverty eradication efforts are important as a basis for fighting human trafficking. However, income generating programmes such as this IOM project will only have very limited effect in the broader picture while funds could have achieved more and more direct effects if used for counter-trafficking efforts that were more targeted and easier to evaluate.

➤ The economic stabilization programme seems, in the short-term, to have had an impact, in reducing the risks of trafficking for the few women included in the programme.

➤ Whatever success in reducing the risks of trafficking, it is impossible to evaluate the results of the programme with risks being uncertain in the first place for the women selected.

➤ There is no doubt that millions of women and young persons in Southern Africa are in vulnerable conditions and hence at risk for trafficking, but this must be addressed by broader programmes of job creation, poverty eradication etc and preferably by the government.

➤ IOM´s prevention work internationally does also not seem to embark on programmes of this nature. As such the Southern African programme may be seen as an interesting case study, but perhaps more for the testing out of the model with "ambassadors" for awareness raising than for the validity of the income generation model as a basis for counter-trafficking efforts.

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[23] Considering the risks being higher for trafficking in low-income groups, the lack of results of such programmes may be due to problems with evaluating results and impact.

5 Programme management

The SACTAP I evaluation underlined that the main reasons for the creditable performance of the programme were the strength of the SACTAP team, with high levels of commitment and professionalism, and aspects of the approach adopted (the partnerships, sensitivity to clients, working at several levels of government, and the sequence of activities that built the credibility of the SACTAP team). While the programme in SACTAP II follows more or less the same organisational set up and is built on the same components, it is considerably broadened both in terms of activities as well as geographical outreach.

Assessing the results, outcomes and impact of the programme, we look at the following indicators and dimension of planning and management:

Management	Management and organisation
	Resources and financial
	Monitoring and evaluation
	Donor communication and coordination
	Coordination with stakeholders and other organisations

5.1 Management and organisation

The IOM regional office in Pretoria, South Africa is responsible for coordination as well as all the information and training materials. This office coordinates and monitors the trainings and the victim assistance efforts. IOM missions in primary target countries are responsible for the day-to-day administration and the respective national implementation of SACTAP II regional activities, and country-specific activities as described in the programme document. In coordination with the regional office in Pretoria, each selected IOM country mission will identify and host one or several SACTAP focal point(s) to ensure adherence to objectives of the programme, and proper coordination with the technical unit based in the regional office in Pretoria x.

The secretariat started up with a relatively narrow programme focussing first and foremost on South Africa (SACTAP I), and later became a regional programme. It seems like a sound model to follow with the building up of capacity in one country first, which is later consolidated in correspondence with the increasing broadening of the programme. Furthermore, the programme management seems lean and efficient and receives broadly favourable comments from all external stakeholders for high speed, good quality delivery, good "service attitude" and efficiency. The programme seems to have been managed well in terms of development of shared vision, effective operation of activities and good interpersonal skills, which has assured credibility among stakeholders. Services are seen to be delivered quickly, flexibly and at good quality.

All in all, the programme has been managed more or less according to the organisational plan laid out. Some divergence is noted. The economic collapse in Zimbabwe made it challenging at best to run programme activities, reintegrate victims etc in the country. Furthermore, natural disasters at regular intervals in the whole region, the conflict in DRC, as well as "xenophobic violence" in South Africa etc has led to regular adjustments of plans. To some extent, this will have to be the "order of the day" in regions like Southern Africa and is a sign of flexible and ability to adjust to changing contexts and needs. At the same time, the evaluation team found that the level of deviations and changes of activities and reallocation between budget items, seem too high as we will return to below.

With the building up of programme strength in South Africa first, and South Africa also assumed to be the main destination country for most of the trafficking, the programme organisation was logical. It was important to consolidate the basis here. It seems like solid planning and organisational thinking to assure institutional and political ownership in South Africa first before spreading out to the region. At the same time, it is worth

considering whether it makes sense in the long term to spend approximately one third of the funds in the one country with most financial and human resources in the region.[24]

With limited resources, the structure and regional outlook of SACTAP II focussing on Angola, DRC, Mozambique, Namibia, Zimbabwe and Zambia in addition to South Africa does not overlap with the ten trafficking routes, or patterns, identified and set by the IOM at the offset of the programme. Malawi is mentioned as an ancillary country while one of the ten routes identified for trafficking into South Africa was exactly Malawi. At the same time, neither Angola nor DRC were identified as "sending" countries, but feature relatively high on the programme priorities. While it may make sense to plan activities in Angola when already having information material in Portuguese (from Mozambique), it will still require additional resources to manage the program in Angola. And while it may make sense to do *preventative* work in Angola, DRC and elsewhere, the IOM did not have baseline information to plan activities and be able to monitor success accordingly. Formulation of a specific regional strategy, as recommended by the SACTAP I evaluation was not done.

The lack of baseline information on which to base a result oriented management is a major stumbling block for the programme. The shortage is in part a result of the ISS/IOM research project failing to result in a report (see chapter 4), which could be used effectively as an internal management tool (in addition to external policy and strategy tool). In addition, there was not good enough data available neither on the scale of the human trafficking problem in the other countries in the region (in addition to those planned into the ISS/IOM study) nor was, or is, there reliable information on awareness and law enforcement, police and/or hospital registers of victims. As a result of weak/non-existing baseline information, any management will tend to become either driven by activities themselves or by demand for their services (requests for capacity building etc.), which may, or may not, necessarily be target oriented in terms of addressing the areas, groups, countries etc mostly affected by (different forms of) human trafficking. While it was understandable, and totally legitimate, even important, to start up programme activities without sufficient such reliable information, it is crucial and urgent to have that developed before going much forward with the programme.

Summing up:

➢ Programme management has changed little in structure and organisation through the two phases of operation, but has been broadened in terms of activities and geographically

➢ The organisational model (regional, managed from Pretoria), with a consolidated core in South Africa broadened out in parallel with consolidation of the core, makes sense and seems like a solid model. As such, the preparatory phase (SACTAP I) laid important ground for a successful implementation also of SACTAP II

➢ There is a gap between programme design and implementation; the structure and financial priorities of SACTAP II does not overlap with the ten trafficking routes identified by IOM in the programme document
➢ Baseline information has been lacking and has served as a major hindrance to result based management

➢ It is urgently required to have baseline information and indicators developed as part and parcel of result oriented management

➢ A regional strategy, as recommended by SACTAP I was not developed

➢ The delivery of research and other programme components is the responsibility of the IOM. The failed delivery on this component of the programme is a real stumbling block to the whole programme, but also reflects a management issue

➢ The Agreement between IOM and ISS clearly stipulates a dispute resolution mechanism, which should have been sparked off in order to reach a solution either to get a publishable report or have the funds sent back to the Norwegian Embassy. From a donor perspective, the team feels that it is important to underline that non-delivery of such large funds (350 000 USD) should either be reimbursed or a joint meeting between

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[24] Operational costs for 2007 – 2008.

IOM, ISS and Norwegian Embassy with facilitator should make a final arrangement as to the research and publication.

5.2   Resource and financial issues

During SACTAP I, the Norwegian government supported the IOM with approx. 50 percent of the total costs of the programme. The application presented for phase II, i.e. SACTAP II, was USD 8,244 mill According to the IOM, the EU, UK and the US indicated a total of USD 2 million to the programme. It was also expected that the positive evaluation after the first phase of the programme would increase the "market value" of the programme and hence become easy to get added funding. Hence, the embassy recommended to Norad a total support of about USD 4,1 million to SACTAP II total costs.[25] Both at the time and in the annual meeting May 2007, the Embassy requested more information regarding the status of other donors' commitment/pledging. Other donors, however, provided limited financial support and Norway ended up being the main donor. However, no revised budget and activity plan was submitted by IOM or requested by Norway. It is therefore not clear how IOM prioritised to spend the 4,9 million USD fund from Norway within the overall 8,2 million budget presented in the original programme document.

Requests from IOM for additional funds were raised in later annual meetings. While there are indications that parts of the SACTAP programme received funding also from the EU, the US State Department and the South African government, the annual accounts only refer to the Norwegian funding. Accounts and institutional financial audits reflecting the total programme would have been a great benefit to transparency, planning and coordination.

IOM's budgets and annual accounts include three categories of costs: operational costs, staff costs and office costs. The extent to which staff costs also include administration is unclear. However, office costs alone make up about 20 percent 2006 – 2007 of costs[26], 16 percent 2007 – 2008 and 16 percent 2008 - 2009. In addition comes the IOM overhead of five (5) percent as a separate budget post. Yet, the contract stipulates that no more than a total of 11,7 percent should be set aside for administration costs. This is already higher than what MFA generally accepts for administration.

	Contribution Norway (USD)	Costs (USD)	Reference and comments
Total budget SACTAP II (2006 – 2009)		8 278 622	Interim financial reports
2006 – 2007	1 602 941	1 537 522	
2007 – 2008	1 972 776	1 652 320	SACTAP II Interim Financial Report 01.06.2007 – 31.05. 2008. Balance carried forward USD 320 456.
2008 – 2009	1 387 227	1 377 638	
Total	4 962 944	4 567 480	

The Embassy accepted at the beginning of the programme (SACTAP I) the relatively high administration costs (11,7%) due to the SACTAP programme being human resource intensive and there was a need in the beginning to invest in the human resources in the programme with new infrastructure and staff starting up (Add. To Approp. Doc. 25 May 2006). Furthermore, it was recognised that the programme was to expand into new countries where administration had to be set up. It was also remarked that administrative versus operational costs are not easy to clearly define. Yet, the administration costs have exceeded the percentage accepted by the Embassy. This has been raised in annual meetings repeatedly, and was a recurring issue in the discussions in annual meetings also during SACTAP I.[27] It was expected from the beginning that the ratio operational costs

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[25] Be aware that totals referred to here do not include the approx NOK 4 million granted as an addendum to the SACTAP II programme while the programme was reviewed (2009 – 2010).

[26] I.e. of subtotals before the IOM overhead of 5 percent is added in.

[27] For the period 2003 – 2004, the budget had set aside 72 percent funds for activities, but ended up using 15 percent for activities and the remaining for wages, office costs and "overhead" (Mandate for annual meeting 2004).

vis-à-vis administration would level out through the programme and the IOM went through great efforts to reach those goals, but without arriving, it seems, to the goals set by Norwegian development cooperation. The Embassy was assured by the IOM in the Annual Meeting 2008 that administration costs were within the maximum level of 11,7 percent, but without, it seems, this being reflected in the financial reports and accounts.

There are also considerable deviations between the plans submitted for each year and the actual activities. For the financial year 2007 – 2008 for example, the proposal submitted included operational costs of 1 070 450 USD, staff costs of 793 641 and office costs 187 339. The financial report submitted for the same period show staff costs of 645 350, office costs of 250 457 and operational costs of 677 831 USD (USD 320 456 to be carried forward). The deviations within operational costs in terms of country plans vis-à-vis actual activities in those countries deviate with more than 100 percent changes for more than half the countries included in the programme. Some variation between budgets and accounts is normal, but variations of this scale should require approval from donor before reallocating between budget items.

It would have benefitted the monitoring if interim financial reports related to the approved (and funded) budget had been presented for that period rather than relating costs to the original total budget for the program of 8,2 million.

It is also hard to get an overview of Norwegian funded activities vis-à-vis those funded by other donors. The overall communication between the IOM and the Norwegian Embassy highlights that the Norwegian MFA is the only funding partner for the SACTAP programme. At the same time, some of the outputs from the programme (such as the *Eye on Human Trafficking* is clearly marked with the logos of funders Norwegian Embassy, US Dept of State (Bureau of Population, Refugees and Migration) and Department of International Relations and Cooperation SA. Likewise, a October 2009 conference in Angola (focus on Africa CUP, Angola 2010) has according to the Eye on Human Trafficking (22, 2010) received funding from both the Norwegian Embassy and the British Embassy in Luanda. The issue of accounting and reporting was raised also in annual meetings. Already in 2004, the embassy makes the point that the IOM accounting seems inadequate and confusing.[28] The EU Commission is also entering into a joint IOM, ILO, UNICEF programme in Zambia with similar goals in 2010.[29]

In 2007, 89 216 Euro was reallocated from the SACTAP programme to the "South African Capacity-Building and Training Project". The funding provided the co-funding with the EU Commission for capacity building in government departments in South Africa.[30] While the purpose of the programme was no doubt valid, reporting systems should be improved. The IOM applied to the EU in November 2009 for a non-cost extension to the programme, but the Norwegian Embassy received no communication to that effect. IOM reported to the Norwegian Embassy in 2007 that the EU had allocated more funds to this programme and hence asked for NOK 524 160 to be allocated to curriculum development for law enforcement instead.[31] The Embassy requested this proposal to be submitted in writing and raises it again in the annual meeting May 2007, but it was not followed up.

Summing up the main findings on the management of financial and administrative resources:

➢ Substantial gaps were found between budgets and actual costs of the SACTAP II as the original total budget was never revised to reflect the actual donor contribution. Norway was the only main donor.

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[28] The Norwegian Embassy made the point that it would be more useful to have reports where all contributions to the SACTAP programme were included rather than account statements featuring only the Norwegian contribution and proportional expenditure alone.

[29] The EU Commission enters with 3 years funding to create awareness of human trafficking in Zambia through a joint IOM, UNICEF and ILO programme. The programme will centre on mass awareness, capacity building and training on developing anti-trafficking legislation etc. Working with the Zambian police to revise their crime reporting and data management systems is also part of the programme.

[30] The project, called "Result Area 3: Capacity-building and Training" has its origin in a financing agreement between the Government of South Africa and the European Community to implement "Assistance to the Government of South Africa to Prevent and React to Human Trafficking" to the value of 6,3 million Euro between 2007 and 2009. The component, which is administered by the IOM, requires co-funding by the IOM that is hereby covered by the Norwegian government funds.

[31] Meeting between Embassy and the IOM, 31 January 2007. REG 2009 – 121/07

- Norway's monitoring of SACTAP II budgets and cost could have been improved. If IOM had utilised result-based budgets, reporting and accounting as recommended in the SACTAP I evaluation it would have eased the monitoring

- Institutional/programme audits providing an overview of total incomes and expenditures would have helped in monitoring Norway's funding to the programme

- Anti-corruption measures are difficult to assess with current IOM SACTAP reporting and accounting systems (only tracking Norwegian money as opposed to institutional accounts)[32]

- It should be underlined that IOM training of law enforcement officers, immigration officers etc. may in the broad picture contribute to a reduction in corruption

5.3   Monitoring and evaluation

Systematic gathering and analysis of data on trafficking in persons is an important step for monitoring trends and patterns at national and regional levels. Data gathering and analysis are important as they help set the baselines against which states may assess progress in the implementation of policies, strategies and programmes. The same goes for the IOM. Yet, existing data or baselines did not exist at the beginning of the programme and do not exist today.[33] More specifically within the IOM responsibility was also to conduct a baseline assessment of human trafficking awareness among the general public in target countries in the first year, the results of which were to be measured against those of a second assessment in the final year of the programme to determine any changes in awareness levels. While the first was conducted, a second survey has not been conducted in order to evaluate progress. While progress can to some extent be evaluated on the basis of actual results, i.e. numbers of people trained and numbers of victims assisted and reintegrated etc., actual *outcomes* and *impact* are more difficult to measure, monitor and evaluate.

In South Africa, both the SA Police Service, the NPA, Department of Home Affairs et al are establishing their own registers of victims of trafficking. The Department of Justice has developed an e-Justice database. The Department of Health has developed a monitoring form, which is sent to all provincial coordinators of human trafficking in an effort to monitor the occurrences. Only the provinces KwaZulu-Natal and Mpumalanga have so far submitted information and applying the questionnaire. At the end of the day, such efforts will be coordinated by the NPA as soon as legislation is in place and the Action Plan operative. The donor community in South Africa and the rest of the region should support all such efforts.

In terms of reporting, the IOM generally reports with massive numbers of output, such as numbers of seminars, people trained, numbers of posters etc. At the same time, it is unclear how this relates to the overall goals of the programme and the extent to which individual learning for that matter is translated into institutional capacity. Already in the 2005 Annual meeting, the issue was made of data and reporting as a basis for evaluations and monitoring. Both the IOM and the Embassy recognised the legitimately hard problem of finding better data than the common "evidence of impact" in terms of output of trained police officers etc. It was among others for this reason, that it was underlined, as a core need, to have research and information conducted on the scale of the human trafficking problem in the region. It was stated from the Embassy at the Annual meeting already in 2005 that SACTAP II had to be matched with verifiable indicators and better reporting systems, it was a clear recommendation in the SACTAP I evaluation and a goal set up in the SACTAP II programme description.

Monitoring and evaluations would have benefitted also from clear indicators identified on progress of results such as training etc. It was clear from the beginning that institutional ownership, i.e. the extent to which

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[32] It should however be underlined that the IOM have clear procedures in place governing their financial transactions and auditing. There are Memoranda of Understanding and clauses in other agreements in place to prevent corruption. No form of irregularity in the SACTAP programme has been detected.

[33] The UNHCHR also recommends that states establish mechanisms to monitor the human rights impact of anti-trafficking laws, policies, programmes and interventions. The Council of Europe's Convention against human trafficking has established its own monitoring mechanism, GRETA, to ensure that countries meet their obligations. GRETA will provide advice to countries on the implementation of initiatives to combat human trafficking. The monitoring mechanism was put into effect by February 2009. This is also not available anywhere in the region

governments were, and are, able to integrate counter-trafficking in the training programmes of relevant departments was a clear goal. Hence, indicators such as the integration of anti-trafficking measures, policies, development of action plans, establishment of task teams etc. could have been used as indicators in the reporting in order to facilitate monitoring and evaluations.

The Norwegian Embassy has requested (in annual meetings) better reporting systems, where rather than "output", indicators are developed that may measure progress and outcomes. In terms of reporting, the minutes from the annual meetings (which is, according to the agreement, the responsibility of the IOM) should also be improved in order to monitor and evaluate progress. During SACTAP I, the minutes taken were relatively detailed, conclusions reported etc., which makes it far easier to monitor and follow progress of the programme. During SACTAP II, the Minutes do record what has been discussed, but follow-up of outstanding issues from previous meetings and conclusions are often not recorded. Comments and requests for improvements made at one meeting should be followed up, or concluded at the next meeting. With turnover of staff in both the IOM and at the Norwegian Embassy, it becomes difficult to follow the development of the programme and again, monitor and evaluate progress.

> Monitoring systems are not sufficient without actual figures on the scale of the problem, actual figures on levels of awareness etc. at start-up and at regular levels during the programme in order to assess for results, outcomes and impact

> Numbers of victims supported, protected and repatriated/reintegrated will to some extent give us a sense of impact on one dimension of the programme

> Counting numbers of victims is in some ways irrelevant in the sense that assistance to 300 victims is important in itself considering the grave offenses against human rights and the serious crime they have been subject to

> Without having a sense of the scale of the problem of human trafficking, however, it is hard to assess whether assistance to 300 victims reflects effective prevention work or the possibility that the problem is small in the first place

> Annual reports and meetings should have progress reports with clear indicators of progress along all project lines of the programme. A format for annual meetings would have benefitted the monitoring

5.4   Communication and coordination with stakeholders and others

Coordination between the various stakeholders at national and regional level is relatively clear. In South Africa, national efforts and programmes are coordinated through the NPA as the chair of the national task force. Likewise, inter-sectoral task teams are established at the regional level, facilitating cooperation, minimising duplication of efforts and making counter-trafficking efforts more efficient. The IOM has been instrumental in helping set up such task teams and has also lobbied for the importance of establishing similar teams in other countries in the region.

Likewise, communication with, and coordination of, civil society networks operative in this field also seems to function well with clear allocation of responsibility and information about competencies and resources.

Interviews with government officials in the region as well as feed-back to this evaluation confirms that the IOM has approached the field of human trafficking also there with the same sharing, respectful and open attitude with the aim to assist. They confirm the impression that IOM has played a valuable role in coordinating their own efforts and assisted in building up the capacity both within the field of human trafficking and in coordinating this with other government policy areas. Strengths underlined are accessibility, coordination, and also that the IOM has a wider network and expertise to draw on internationally.

Due to the close resemblance between the UNODC and IOM mandates and responsibilities, as well as lack of close cooperation between the two in addressing human trafficking in southern Africa, the IOM was asked both by the SACTAP I evaluation as well as the Norwegian Embassy in annual meetings to address this for the SACTAP II programme. In particular, the IOM was assigned responsibility in the programme for taking

appropriate measures to elaborate a cooperation agreement between itself and the UNODC in the implementation of the programme.

The UNODC and the IOM both work within the area of human trafficking. Yet, while some may see them as competing within the same field, they follow to a large extent two different approaches. The UNODC approaches the issue of trafficking from a criminal justice perspective, while the IOM approaches trafficking from human rights, or a "victim-centred" approach.[34] While the UNODC clearly offers legal expertise and resources within their mandate, the human rights approach is highlighted as a guiding principle to all work in this area. The UNHCHR also recommends that NGOs or international organisations help monitor the human rights dimension of anti-trafficking work where national actors have limited capacity to do so themselves.[35] The IOM gives focus to two of the "three P´s" of the Palermo Protocol: protection and prevention, while it is in the UNODCs mandate to address the last "P": prosecution. Yet, while there may have been some early tensions between the two organisations, these seem to have been overcome. At the same time, there is clearly still some overlapping in the activities of for example of training of law enforcement officers etc. that they are both doing. It would benefit the broader work in the area of human trafficking if the two organisations would enter into a cooperation agreement and distribute tasks accordingly.

The ILO runs a programme of assistance to the SA government to prevent and react to human trafficking (ending in February 2010) together with the NPA (under Tsireledzani). It includes research, capacity building, public education and awareness raising. Key activities in the ITC-ILO programme are: a baseline study on the levels of awareness of specific target groups in source, transit and destination areas (2009); review of communication campaigns; development of communication channels; design of communication materials, etc. with a final report to be published February 2010. There seems to be some overlap also between the fields of information campaigns that the IOM and the ILO run. While the one may target human trafficking for the sex industry while the other looks more broadly at forced labour, there should be clear spin-offs from a close coordination of the two. And while it seems like the two organisations are communicating closely, there may even here be beneficial to look closer at the possibility of direct cooperation.

Summing up the key findings on coordination with stakeholders and others:

> IOM´s coordination with stakeholders and civil society get very good feed-back from government departments interviewed

> All respondents give very positive evaluation concerning the role of the IOM in facilitating their own entry into, and introduction, to the field of human trafficking

> IOM is regarded as a highly efficient, service minded and open actor when it comes to awareness raising, information and training in the area of human trafficking and also as a respectful actor contributing to coordination and communication sharing

> The cooperation agreement with the UNODC aimed for in the SACTAP II programme has not materialised

> Cooperation between the IOM and both UNODC and the ILO should be considered.

> In South Africa, the upcoming Action Plan on human trafficking will hopefully have allocated ideas for each of the international organisations to operate within their clearly defined mandates, and if not, this should be strived for and supported by donors (under a clear lead by the South African government)

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[34] The victim-centred approach focuses on the human rights violations victims suffered by their traffickers and proposes for the protection of victims in addition to the prosecution of traffickers. Victim-centred approach empowers the victims and fosters victims' integration with the society. It also helps to have holistic approach to trafficking since it helps us to analyse not only the process of trafficking but also the causes and consequences of trafficking. A criminal justice approach deals with the legal dimension, prosecution, need for establishment of law and law enforcement etc., but does not address issues of causes of trafficking such as poverty, humanitarian crisis, repression of women etc and the consequence of trafficking such as torture, degrading treatment etc.

[35] The Office of the UN High Commissioner for Human Rights has also adopted the Recommended Principles and guidelines on Human Rights and Human Trafficking to change the paradigm from criminal justice approach to victim-centred approach (Sept 2009).

5.5   Donor communication and coordination

There is a parallel large EU (Commission) funded programme in South Africa supporting the NPA led South African human trafficking programme. There is also considerable American funding within this area. At the same time, there is relatively little donor coordination in this field. The EU and Norwegian Embassy has had limited contact on the SACTAP and related programmes. In general, donors should seek for the benefit of the SA and regional governments to coordinate their programmes better in order to facilitate administration for both the IOM and the recipient local organisations. Furthermore, benefits would accrue from common, or at least similar, reporting systems between various donors.

For the Norwegian funding, it would clearly also benefit reporting, monitoring and evaluation on a regional programme if information systems are set up gathering some information also from Norwegian embassies in the region.

Summing up:

➢ Donors contact and coordination could be improved to facilitate monitoring of the programme, the administration of the IOM and overview of the southern African governments

➢ Reporting systems and accounts etc. should be coordinated with other donors

➢ The programme would benefit also from exchange of information and impressions between the Norwegian embassies in the region

6 Overall assessment

The mandate for the review is to assess the outcomes and impact of the IOM's activities and to learn from the different approaches utilised in achieving results and long-term outcomes. This chapter provides an assessment of the outcomes along the defined review criteria of relevance, effectiveness (and briefly efficiency), and sustainability. We are also assessing the relevance of the Norwegian Action Plan as well as the integration of the crosscutting issues of gender and HIV/Aids.

6.1 Relevance

Assessing the relevance of the IOM's outcomes and the regional program, the team applied the following analytical framework:

Relevance	Of projects to target group/users/TIPS etc Of IOM´s overall vision, programme and thematic areas Of outcomes to countries and region's strategies and/or policies With regards to donor policies (Norway, EU)

The original objectives for the programme were relevant and appropriate on the basis of what was then known at the time of the programme inception. Human trafficking relates to violation of fundamental human rights and is a serious crime. It has furthermore been seen to be linked closely to other crimes such as smuggling, illegal trade in weapons, and is said to be one of the funding avenues of some terrorist movements. At the time, there was limited political awareness in Southern Africa about the extent of the problem of human trafficking and the problem had inadequate attention and priority among several national governments in the region. This is to some extent still the case in Southern Africa. There seems to have been a major increase in political attention to the problem, although possibly not yet supplemented by real actual political will to give high priority to human trafficking outside South Africa. While most of the neighbouring countries have signed on to the Palermo Protocol, there is still a way to go when aiming for actual implementation of the commitments signed on to by the ratification of the Protocol. With this background, the choice of target groups, beneficiaries and stakeholders in the SACTAP programme are highly relevant. It is, and will be, the responsibility of national governments to assure that the serious crime and human rights violations that human trafficking entails is actually taken seriously. At the same time, civil society was, and is, crucial in many countries as providers of services that the government is not able to or willing to provide.

Following from this, the programme is in many ways highly relevant in terms of the broader national strategies and commitment to a poverty eradication and human rights agenda of governments in the region. This will in turn have to be tested however against the real commitments to carry this forward in actual law, action plans, prosecutions and victims protection.

Furthermore, there is no doubt that the programme is highly relevant also when it comes to the IOM´s broader thematic profile, vision and strategies. Human trafficking is part and parcel of the broader migration complexities and flows in southern Africa. IOM takes a comprehensive approach to trafficking in persons within the wider context of managing migration. Few, if any, other organisations in the region could have carried out this programme. At the same time, it is clear that elements of the programme portfolio may possibly better be done in cooperation with other international organisations and institutions within the UN system, such as the UNODC and the ILO. For reasons of sustainability and local ownership it is also important that national governments take over the tasks as soon as possible (see below).

With regard to donor priorities, human trafficking is high on the Norwegian list. The Norwegian Government's overarching goal is to combat all forms of human trafficking, nationally and internationally, through measures

that will limit recruitment and demand; ensure appropriate assistance and protection for victims; ensure that child victims of human trafficking receive appropriate follow-up services; ensure a greater degree of exposure and prosecution of human traffickers; ensure more knowledge and stronger inter-disciplinary cooperation, and strengthen the international framework and international cooperation. With such goals, a Norwegian Action Plan was developed and considerable resources are set aside to combat trafficking internationally. Simultaneously, the Norwegian government has also committed itself strongly to support gender rights. Support for the ILO´s Decent Work campaign and the commitment to labour standards, including the ban on child labour and forced labour remains high.

The *Norwegian Action Plan to Combat Human Trafficking* (2007)[36] sets the parameters for assistance to programmes on human trafficking both in Norway and internationally. Both the Norwegian Action Plan and the IOM programme use the Palermo protocol as a starting point. The Norwegian Action Plan underlines that the fight against trafficking in women and children requires long- term efforts, not least to reduce the underlying causes, such as poverty, conflicts, inequitable social distribution and marginalisation. The Government has therefore chosen to increase development assistance in order to strengthen the position of women and render them less vulnerable to recruitment, which is an important framework and background for the Norwegian donor funding to SACTAP and IOM in the first place. Furthermore, it is an important indication that funding to this area is likely to continue. The Action Plans also recognise that since the reasons for human trafficking are complex, the responses designed and utilised must be numerous and wide-ranging.

The Action Plan gives particular emphasis to children victims of trafficking and their needs for protection. The Action Plan relates to trafficking problems and policy action in Norway, but has a particular focus also on the international framework, international cooperation and needs for global interventions. The Plan recognises that victims of trafficking are primarily exploited for sexual purposes, but are also used as illegal labour and, in extreme cases, for the removal of organs. Four[37] action points, or measures, are particularly relevant and important for the team in this regard: 1) Help transit countries and countries of origin to implement international agreements through political focus, project, activities and the transfer of expertise; 2) Support the efforts of the ILO to combat human trafficking and forced labour; 3) Norway will engage in close cooperation with the EU and EU member states, both within and outside the framework of Schengen Cooperation and 4) strengthen efforts to combat the illegal trade in human organs.

Norwegian commitment to assist countries implement international agreements is highly relevant in this regard. Norwegian assistance to SACTAP must indeed be seen against this background and the results have been highly successful also with all the SADC countries having ratified the Palermo Protocol and the IOM/SACTAP programme definitely giving a strong contribution to that. The continuous commitment to this in the Action Plan period (2009 – 2013) indicates continued interest in giving priority to similar activities in Southern Africa in the future.

The commitment to cooperate closely with the EU and EU member states is also highly relevant in this area. The EU is a large funder to counter-trafficking programmes in the region and as highlighted above closer dialogue, coordination and cooperation would benefit both administration and transparency as well as have potential added political benefits for both receiving and donor countries.

The Norwegian Action Plan's commitment to give high attention to illegal trade in human organs is also both important. There are stories and indications that illegal trade in human organs does indeed take place, especially for natural medicines ("muti") et al, but there is limited reliable information available and no sense of the scale of the problem. There are also indications of "irregular" trade taking place in organs (without the people being transported), which may strictly speaking possibly not be covered by the Palermo Protocol (or other international conventions), but still possibly suspicious although the magnitude of this problem is also unclear.

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[36] Ministry of Justice and Police 2006: The Norwegian Government's Plan of Action to Combat Human Trafficking [2006–2009]

[37] The action point 35: "Ensure that the fight against human trafficking is a theme in the human rights dialogue and political discussions in which Norway   is engaged with several countries" is particularly important for those countries where Norway has indeed human rights dialogues. At present, no such dialogues take place with Southern African countries, but this may well happen in the future.

The attention to trafficking for "broader" forced labour reflects the Norwegian commitment to and partnership with the ILO on the Decent Work Agenda, but also the strong, historical and long-term commitment to the ILO core conventions of high relevance in particular the conventions setting the bans on child labour and forced labour. Both child labour and forced (included bonded) labour takes place on a grand scale in Southern Africa and the commitment to fight trafficking for child labour and forced labour in particular is highly relevant. The IOM, ILO and national governments have found evidence of this taking place on a large scale both within farming, domestic labour and mining in South Africa. Similar trafficking patterns have been found in other countries in the region.

Summing up:

➢ The SACTAP programme is highly relevant for both recipient countries, donor priorities, national governments as well as the IOM´s own broader strategy, principles and focus area

➢ The Norwegian Action Plan raises issues that are highly relevant to the Southern African setting and counter-trafficking efforts

➢ Neither trade in organs, trafficking among men nor trafficking for broader forced labour and child labour is sufficiently addressed politically, in data gathering or counter-trafficking programmes

6.2   Sustainability and risk assessment

While development funding is generally high to the Southern African region, it is an overall goal for national institutions to gradually be able to take over and run the programs themselves. With human trafficking touching upon core human rights and serious crime, the policy area goes straight to the core of government responsibility. Sustainability and risks are therefore crucial concerns for the partners. The sustainability of the programme was assessed and discussed with a focus on the points mentioned in the table below.

Sustainability	Likelihood of results continuing to have an impact after donor funding has ended
	Main factors influencing sustainability and/or lack of sustainability
	IOM capacity-building efforts
	Major risks that could prevent sustainability

The prospects for long-term sustainability of results are now, as under the SACTAP I evaluation, mixed. Politically, reasonable progress has been made in building support for anti-TIP activities, especially in South Africa, Zambia and Mozambique. Buy-in is however still uneven. Institutionally, a good deal has been done to build partnerships and coalitions around TIP.

Institutional sustainability should be assessed against the capacity and sense of ownership in national governments and institutions to take over the programme activities themselves. The need for national ownership has been recognised, held high and strived for from the side of the IOM from SACTAP II. The impression emerging from interviews with stakeholders in South Africa is that there have been major achievements in terms of institutional capacity and ownership in South Africa. Intergovernmental task teams have been established, a draft Action Plan is waiting for government approval, draft legislation expected to pass Parliament before the World Cup 2010, TOTs have been conducted, handbooks and guidelines are ready to be used by government officials etc. In the rest of the region, it is however, far to go in this area. National ownership is not yet assured; the capacity is not yet there and there seems to be limited resources for this line of work in the future. If work is to be upheld, it seems unrealistic that it will happen without outside help and funding in the region.

Assessing the *financial sustainability* of IOM and IOM´s capacity-building efforts towards stakeholders into enabling them to move on with the assistance of other donors or become self-reliant, the team found that this is a highly fragile area (like the SACTAP I evaluation). One principle risk mentioned in the SACTAP I review was

the lack of financial resources to implement the programme at a critical minimum to achieve impact. With Norway contributing about 50 percent of the funding of SACTAP II (as stipulated in the original plan) and the EU and the US contributing additional funds, SACTAP II is still lacking resources according to stipulated financial framework. The Embassy requested improvements in risk management in the 2008 annual meeting. Financially, there is prospect that some activities in South Africa will be embedded in government budgets, but this may take time. In general, as long as there is international funding for a programme area, there may also be limited need or interest at the national level for having to give high priority to it.

Outside South Africa, the prospects of effective anti-TIP programmes over time will to some extent largely depend on continuing aid, creating dependency dilemmas for development agencies. The running of shelters etc will continue to run in the long-term on the basis of foreign development funding. With DRC still struggling with conflicts, Zimbabwe in a political and economic stalemate and Mozambique and other countries struggling with natural and regular disasters, priority is easily given to other challenges.

On this background, major risks to the programme continue to be that funding, provided by international donors or local governments, may be insufficient to sustain the efforts and investments already done in this area. While human trafficking is high on international donor's priority list it may not be likely to feature high on the lists of national governments. Even South Africa with relatively large human and financial resources available is likely to feature policy-making, strategising and plans relatively high but also have relatively limited funds for actual implementation of policies, prosecution, protection and shelters etc.

Summing up the key findings on risks and sustainability:

> ➢ It is desirable that the southern African governments themselves take over the programme in the short to medium term. The tasks of the program relate to human rights as well as crime management and prosecutions, i.e. tasks that closely relate to core government functions and responsibilities.

> ➢ There seems to have been investments made by the IOM in assuring potential other funding channels for the SACTAP programme activities. However, other funding has to date ended up as supplementary funding instead of possible *alternative* funding

> ➢ Political ownership and institutional sustainability seems to a large extent to have developed in South Africa

> ➢ Local ownership in South Africa with the NPA coordinating the national programmes should be supported

> ➢ International funding to the human trafficking area should consider having national governments as the key partner, who in turn would identify and coordinate the need for capacity-building, training etc. If international funding continues, this would be a particularly valid point for South Africa where there is capacity

6.3   Effectiveness and efficiency

When assessing the effectiveness of the IOM's outcomes and the regional program, the team examined to which extent the programme has achieved its stated objectives or if it is reasonably expected that it will do so. Although the TOR did not ask specifically for an assessment of efficiency of the overall programme, the team included a small section of measuring the qualitative and quantitative results. The review criteria are summed up in following analytical framework:

Effectiveness	Extent of outcomes achieved
	Main factors influencing achievement or non-achievement of outcomes
Efficiency	Timeliness and cost-efficiency of project activities implementation

Documentation of output from the programme and interviews with stakeholders indicate that the capacity building, awareness raising and policy impact components of the programme achieved their stated objectives. The information and baseline data projects studied however have not achieved its success and the institutionalisation of human trafficking into government plans and priorities seem to only partially having been achieved. Again, success on the latter point is uneven with South Africa having achieved far more than the governments of neighbouring countries.

To some extent degree of outcomes achieved depend on the investments made by the IOM and partners. However, it should be underlined of course that the institutional capacity to absorb new policy areas, training etc. was, and is, far higher in South Africa than in other countries in the region. This being said, the South African government is also strained by the transition of the civil service that has taken place after 1994, the loads of new policy areas, commitments and reforms as well as transitions of affirmative action, turnover of staff etc. Outcomes of the programme will of course in all countries also depend on factors such as staff turnover and the regular, but unfortunate strain of political conflicts, natural disasters and high levels of poverty and HIV/Aids, which makes planning and programming highly challenging at best within large and complex flows of migration and political tensions etc.

The lack of delivery on baseline information and research may to some extent be explained by the quality of the research and statistics sector in Southern Africa combined with the massive challenge in operationalising human trafficking and the Palermo Protocol into identifiable and measurable tools for statistics gathering. It is furthermore a legitimate and big challenge to get a sense of a sector, which per definition is hidden and closed, from scrutiny. It is however not impossible to get better information in this area. Both the research on the five "new" countries in the region as well as improved information on the five they had already covered by the IOM 2003 study could, and should have taken place in order to be able to improve impact of the total programme (by making for better planning, more targeted training, capacity building etc.). The team believes that the main reason for the lack of outcome in is area is related to the non-adjustments of activities and weak management (on the side of both IOM and ISS) during the course of the research period. As a result, there is no baseline with statistics for defining who the most vulnerable groups are – and thus, the statistics also in the reporting is vague and not broken down on target groups like women, top priority needed areas for intervention etc.

Having highlighted the project that was found to suffer from inefficiency, it is equally important to underline the projects that have been highly cost-efficient, i.e. projects that have achieved their stated targets in time and within the budget frames. Both the capacity building and awareness raising projects seem to have been efficiently organised. There seems in these areas to have been made excellent use of resources from one country to another, through trainers, translations of material used elsewhere etc. and the "economy of scale" has served to the benefit of effective programme outcome. This being said, it has also in these projects been considerable deviations in plans versus activities.

With shortage of funds, the IOM has been criticised for programmes being "centrist" in the neighbouring countries. With limited funds, campaigns have concentrated on the large cities and capitals, while rural areas to some extent have been overlooked. While stakeholders in the region have raised the need for a rural focus, the "urban focus" is from the team's perspective totally understandable and defendable with the shortage, lack of information about vulnerable groups and need to build capacity and awareness first and foremost among government officials. This concern should however be kept in mind for later programme planning.

Summing up the key findings on effectiveness and efficiency:

➢ In areas of capacity building, awareness raising and training, the programme seems to have achieved effective outcomes

➢ In the area of research and information gathering, the programme has not delivered

➢ Key factors explaining effectiveness and efficiency are institutional capacity on the side of partners, the programme strength and capacity building of the IOM as well as the factors outside the control of both the IOM and stakeholders such as political conflicts and natural disasters in the region causing large and complex migration flows making human trafficking more likely but also difficult to identify

➢ The programme has had an "urban focus" in the regional projects, which is highly understandable and defendable with limited resources and need for awareness raising among key politicians and government officials

6.4   Crosscutting issues: gender and HIV/Aids

Both gender and HIV/Aids are to serve as crosscutting themes in Norwegian funded programmes and be mainstreamed into programme planning and monitoring. While gender mainstreaming implies analysing the different implications for women and men of any planned policy action, mainstreaming HIV/AIDS would expect as a minimum that programmes should be sensitive to people living with HIV and/or Aids (PLWHA). Being gender and HIV/AIDS sensitive is also a goal to programme planning and implementation in the IOM as well as among stakeholders in the region, especially in South Africa that has come furthest in both regards.

When it comes to HIV/Aids, Southern Africa is the one region most heavily affected by the pandemic. At the same time, policy responses are clouded in many countries by religious and traditional stigma, lack of resources, etc. In South Africa, which in the past couple of years has progressed on both policy-level and the speed-up of solutions, medicines, preventive work etc. there are simultaneously still massive challenges in curbing the pandemic. While victims of trafficking are particularly vulnerable to transmitted sexual diseases and HIV/Aids in particular, all testing, medical assistance etc has to be voluntary in South Africa. The IOM/SACTAP programme hence provides information, counselling and assistance as required from the victims themselves. This review did not make an assessment of to which extent there was special facilitation for PLWHA and women/men to access program activities such as for example available childcare so that mothers/fathers could access training seminars, clauses of confidentiality for PLWHA etc.

Planning and implementing a gender sensitive programme in this area of human trafficking is not necessarily easily defined. Some would argue that this programme in itself is gender sensitive seeing that most victims are women. Others would argue, however, that while women constitute the largest group of victims, they should not receive disproportionate attention. Trafficking in both men and women should be acknowledged and similarities and differences in trafficking experiences of women and men should be addressed. Assistance to male victims is however a challenge, partly because the programme itself is possibly geared mostly towards assistance to women victims in the sex industry, but also because few shelters and support institutions exist for men in this area. Furthermore, the broader trafficking for forced labour in other sectors, where there would possibly also be more men included, happens more in hiding and there is limited information about the scale of this problem.

The training that has taken place has achieved a fairly good gender balance. Under the co-funding with EU, the breakdown was 544 men being trained and 636 women (i.e. of South African government officials). Among the civil society representatives trained, the documentation gathered for this evaluation indicates that there is a slight overrepresentation of women. For the region as a whole however, there will with all likelihood be a slight underrepresentation of women, particularly where there are large numbers of law enforcement officers included in the training (largely male dominated occupations). Such figures should be gathered and used in planning and monitoring on a regular level.

Summing up key findings of gender:

➢ Mainstreaming gender throughout the programme activities and scope of the programme should get more attention

➢ Gender-aggregated data needs to be provided as part and parcel of planning and monitoring

➢ More attention should possibly be given to male survivors of trafficking and appropriate services built up also for them

➢ Information needs to be gathered on the scale of trafficking for forced labour in sectors such as farming, mining, domestic labour etc and the gender breakdown of such information

6.5   Overall impact

The SACTAP programme has had as *an overall goal* from the very beginning to *reduce the prevalence of TIP*. The SACTAP I evaluation (Duncan et al 2006) states that there is no reason to believe that SACTAP achieved this, but the evaluators underline that the objective was not realistic. Yet, the SACTAP II programme aimed for the same and the present evaluation needs to underline the same conclusion. The programme may reduce TIP, but it may also not. The main problem is that we have no information to assess this goal.

The SACTAP I evaluation (Duncan et al 2006) stated that the *regional impact* was limited during SACTAP I, although that was also expected. SACTAP I was designed to establish a base of activities and capacity in South Africa, with outreach to other countries of the region. The model makes sense. Other countries look, to some extent, to SA for leadership, so lessons learned there would be influential elsewhere. Furthermore, South Africa is the main destination for trafficked persons within and towards the region. The issue of TIP is therefore more likely to gain political attention in South Africa. However, this approach made SACTAP in its first phase in effect largely a South African programme.

The SACTAP II plan was to effectively change the *model of organisation* in order to include a much stronger regional focus. However, progress at the regional level is hampered by the lack of a well-established regional institutional and organisational framework. There has been little engagement between IOM and SADC, the main entity for transnational governmental actions, which has undertaken some work on TIP, in partnership with UNODC. IOM has engaged with regional entities, notably SARPCCO and Interpol, and has made active use of its Migration Dialogue for Southern Africa (MIDSA) as a mechanism for putting TIP issues on the agenda. Even for SACTAP II, the programme remains to some extent a South African programme with relatively smaller and sporadic investments in the other countries.

At the same time, there is no doubt that SACTAP has contributed to a better understanding of human trafficking in the region and to real and *large political changes* through awareness raising, campaigns, training and political dialogue. SACTAP has established partnerships with institutions and political leaders in the region, which are valuable investments for the future. An *impressive range of partnerships* has been established with law enforcement agencies, government departments, and NGOs. Partnerships have been based on IOM's credibility and its record of delivering. Partnerships have not, however, developed with research institutions and with the private sector, neither in SACTAP I nor SACTAP II. Partnerships with research institutions could have facilitated the development of reliable information so desperately needed. And partnership with private sector could have been a base for mobilising corporate social responsibility towards programme areas that need funding.

There is little doubt that SACTAP has delivered impressive results and output in a whole range of areas. There is also little doubt that this has had impact, gathered from stakeholders interviews, views being expressed in media and written documentation as well as requests for further training, campaign material and not the least the degree to which this has been incorporated into institutional planning and strategies in some countries.

In order to improve programme planning and monitoring however, too much of the program activities lack quantifiable information on outcomes and impact. This, combined with lack of baseline information and good progress indicators, forces programme management towards an activity driven management rather than outcome oriented management. Planning, progress, monitoring and evaluations are also here is hindered by the lack of data on human trafficking and a real sense of the scale of the problem in the region.

7 Recommendations

Massive investments have been made in human and institutional capacity at the IOM, as well as in training materials, networks and partnerships etc. through SACTAP. This, and results achieved, legitimates the **further use of the IOM also in continuous efforts at counter trafficking** in Southern Africa. The nature of the trafficking problem being international and regional points implies that there is also a need for a regional profile of solutions and hence further legitimises the use of IOM and UNODC as examples of international organisations available with a regional profile and access to international resources. It is, however, also important to harvest the investments made and make significant changes to the programme in order to assure institutionalisation of results, real impact on the ground and further sustainability to counter-trafficking strategies.

The team is of the opinion that certain factors need to be fulfilled in order for a further counter-trafficking programme to be successful. Hence, while recommending further funding for a counter-trafficking programme run by the IOM, the team also believes that Norwegian funding to a new "SACTAP III" should be made clearly contingent on the following factors:

- o It is recommended that continuous funding is made available for a possible SACTAP III in partnership between the IOM and regional and national partners

- o It is recommended that the South African part of the programme is relatively downscaled in favour of regional activities

- o It is recommended that regional activities are closely coordinated with task team in SADC with the aim to transfer skills and capacity as well as to be able to target also the whole trafficking "chain"/process

- o It is further recommended that the South African component of the programme is closely coordinated with the NPA, or any other institution chairing the national task team on trafficking in order to assure national ownership and sustainability

- o The investments made in South Africa could favourably be used in other countries in the region benefitting transfer of skills as well as facilitating regional integration and coordinated efforts.

- o South African efforts at strengthening SADC and making SADC more efficient would reinforce such moves

- o It is recommended that the relatively more of a possible "SACTAP III" programme is geared towards capacity building and institution building while direct support to shelters, help lines etc. are directed through national governments, possible "state to state" assistance and/or embassies in countries concerned

- o It is recommended that any new "SACTAP III" should rely on baseline information being available

- o It is also recommended that a new "SACTAP III" be made contingent on proper indicators and outcome oriented management

Large amounts of resources have up to now been set aside for training and capacity building, but considerable resources are also allocated to victim support. It makes sense to **further strengthen the capacity building and institution building components** of internationally run and regionally focussed programmes such as this. There will remain a large need for capacity and institution building, especially in the region outside South Africa. South Africa is favourably positioned to take some of the investments forward more on its own, while other countries will not have that option. Mozambique is said for example to lack the most basic material resources to carry out investigations and protect victims and witnesses. The Counter-Trafficking Brigade within the Criminal Investigation Police lacks both material and human resources. There will also be a continuous (and large) need in many countries in the region for funding for shelters and protection of victims. While such needs are high, legitimate and totally in line with donor's priorities and more specifically the Norwegian Counter-trafficking Action Plan, it makes sense to have such direct support to victims going through government run

programmes, closely linked to government responsibilities and administered through embassies in the countries concerned.

- o It is recommended that the core of trainers trained in South Africa is used extensively both for further training in South Africa as well as possibly used in neighbouring countries

- o It is recommended that training in the region concentrates on training of trainers as well as possible further development of training modules, curricula and guidelines if needed

- o It is recommended that direct support for shelters etc. is administered directly at the national level

There is a need for **policy processes and political dialogue** in which the complex issues of identifying trafficking versus broader migration flows, smuggling, prostitution etc. is dealt with as well as real debates take place about complex and difficult priorities around migration, forced labour and human rights. More than a political awareness raising, this would entail IOM and UNODC et al facilitating and liaising roundtable policy discussions on the broader migration challenges of Southern Africa today and identifying the regional priorities on how to solve them.

- o It is recommended that the IOM and government partners take the initiative to a key discussion and clarification of the key components characterising trafficking vis-à-vis smuggling etc in an operationalised way, which can be used for gathering information through surveys

- o It is recommended that further regional workshops are organised to discuss common challenges

- o It is also recommended that as part of a regional strategy, roundtable debates are arranged where IOM and other relevant institutions liaise debates on the broader migration challenges in order to identify challenges, priorities and common ground

There is a critical and urgent need to develop reliable information as to the extent of trafficking in southern Africa. Three dimensions are relevant to the information needs in general. One, we need information about the characteristics, face and content of the phenomenon. Second, we need a sense of the extent and scale of the problem. Third and finally, we need information about the government(s) dealings with trafficking through police registers, numbers of victims sheltered etc. States should ensure a common national system for collecting and sharing information allowing for comparability within countries and across. The need for better research and information arises from both the need to understand and record the phenomenon and progress in countering it as well as from a need to help the people caught up into this industry. The issue of numbers, or lack of numbers, easily becomes a political issue and stumbling block for action. The lack of data has made the debate around needed policy interventions clouded by academic disputes and battles and religious and moral contests. The issue of trafficking is already used to garner support for various other agendas such as preventing migration, stopping organised crime or eradicating sex work.

- o It is recommended that the IOM, preferably together in partnership with, or in support of the NPA, organises a roundtable discussion, with key social scientists knowledgeable in areas of surveys and statistics, of the key research reports already existing with the main aim to prepare a plan and agenda for how to develop new research giving a sense of the scale of the challenge

- o It is also recommended that the IOM urgently takes the initiative of such data gathering, preferably together with, or in support of, government partners to assure that tools and information gets broad credibility and is used for later and comparable data gathering

Also relevant for the data gathering is a **need to discuss and clarify the Palermo Protocol and its operationalisation for data gathering in the region**. The issue of exploitation and what constitutes "a position of vulnerability" are concepts that are contested elements in the Protocol, unclear and strongly debated (Tyldum et al 2005). Quantification of the scale of the problem in southern Africa requires a clear operational definition of human trafficking. Some argue that the Protocol is too broad to be useful for data gathering.[38] The

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[38] Gould (2008) uses the example of a woman who enters an arranged marriage, a lobola (bride-price) is paid, she is taken to another city and required to do domestic work (by some seen as exploitative) and thereby by some seen as trafficked.

Protocol is a political document reflecting the intentions and commitments of ratifying states. The rational for setting a broad definition in the Protocol was to make states able to formulate domestic legislation, which incorporates their situation. Furthermore, it encouraged states that already had legalised sex work to sign up the Protocol because it gave them broader discretion. That this needs additional elaboration in order to define the regionally specific criteria for identification and measurement is hardly surprising.

- o It is recommended that the IOM and government partners take the initiative to a key discussion and clarification of the key components characterising trafficking vis-à-vis smuggling etc in an operationalised way, which can be used for gathering information through surveys

- o Clarifications of trafficking needs to also include trafficking for forced labour in other sector than the sex industry and all information streamlined with StatsSa (and similar institutions in neighbouring countries), Statistics Council, labour Department and others

- o There is a need both in research/statistics to clarify the borderlines between the complex flows of migration and smuggling or kidnapping of persons vis-à-vis human trafficking; the borderlines between forced labour and human trafficking; cultural traditions of "women-grabbing" vis-à-vis trafficking etc.

The **benefit of having a regional mindset** on a regional and international problem like this is immense and in fact a prerequisite for finding lasting solutions to the trafficking problem in Southern Africa. Law enforcement procedures, and immigration procedures need to be coordinated. Law should be synchronised in order to be able to target the whole "chains" of trafficking. Statistics, and statistics gathering, would benefit from coordination, at least one needs to assure that comparable concepts and methods are used for statistics and information gathering etc. Regional sharing of best practice is also listed by IOM as one of their best practices and "learnt lessons". Gradually, regional debates also need to form pillars for actual regional strategies and action plans. An expansion of regional activities and corresponding reduction in the South African part of the programme must assure that it does not reduce the size and quality of the "core" below a minimum level.

- o It is recommended that the IOM and government partners take the discussion forward on a regional strategy and action plan that goes beyond the need for new legislation and ratification of the Protocol

- o It is recommended that more regional meetings are arranged at various levels of policy as well as workshops on information gathering and statistics

A possible new "SACTAP III" will **require** thorough information gathering as well as the development of **good programme indicators for planning, strategising, monitoring** and for the facilitation of good and productive discussions with government partners about progress and priorities. Development of good outcome and impact indicators is in fact urgently required.

- o It is recommended that the IOM identifies actual and good indicators for the outcomes they want to achieve

- o It is recommended that all reporting relates to results and indicators

- o It is also recommended that institutional/programme accounts and reporting is introduced and result based budgeting and accounts

For the benefit of both the receiving countries, the programme at large and not the least the wider counter-trafficking efforts in Southern Africa, **direct cooperation and partnerships between the international institutions** working in this field is crucial.

- o It is recommended that donor coordination is strengthened

- o It is also recommended that donors underline the need for cooperation agreements and partnerships between the UNODC, IOM and ILO within the human trafficking field in order to prevent overlaps

- o It is recommended that the cooperation and partnerships between the international organisations respect the mandates of the various organisations and actively avoid overlaps

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Annexes

Annex I – Terms of Reference

For the Review of SACTAP (Southern Africa Counter-Trafficking Programme).

Background

IOM (International Organization of Migration) , Regional Office for the Southern Africa

has since 2003 received 35 000 000 Norwegian kroner (NOK) in support from the Ministry of Foreign Affairs (the Embassy of Norway in Pretoria).

SACTAP Phase I was a two-year programme 2004-2005 addressing the problem of trafficking women and children in Southern Africa. Also, to increase capacity on the law enforcement and civil society groups to protect and assist victims and increased public awareness of the problem. The total agreed amount of this phase I was NOK 8 000 000.

A review of SACTAP phase I was conducted in 2006. This review had specific recommendations that should be looked into also in the present review

In May 2006 a new agreement was signed for the period 2006 – 2009 with a financial frame of NOK 27 million. The purpose of this agreement was amongst others to provide accurate and up-dated information on trafficking of persons in the region, with a special focus on trafficking of women and children, exploited in vulnerable situations. This could be trafficking for different types of exploitation in work and migration, sexual work included. ILO's "Decent Work Agenda" is relevant in this connection.

In addition IOM were to contribute to policy dialog on trafficking of persons, and to sensitize the general public to the issue of trafficking in Southern Africa through information campaigns and advocacy. They should also support government efforts to combat human trafficking through air, land and water borders with appropriate technical training and support network for victims. Other purposes of outmost importance were to identify best practices and lessons learned so they will not be lost upon conclusion of the programme in 2009, but be integrated into local government and civil society structures in the SADC region.

Purpose and Context of the review

Since the present agreement came to an end on 30th of May 2009, this is a final review as stipulated in the agreement dated 26 May 2006.

At the time of the review there is no formal request or description of any prolongation or new third phase of SACTAP. There may, however, come a request and the review should therefore assess **the need** and whether an extension of Norwegian support would be **advisable.**

The review of the programme financed under the two agreements should be examined concerning **effectiveness**, **efficiency** and the extent to which the programme has developed according to plan in relation to the purpose. **Results** should be assessed, based on the goals established for the two agreement periods.

Scope of Work:

- **The sustainability** and **risks** of the work under the programme should be looked into, as well as clarity in roles and responsibilities between partners and other stakeholders.

- How has coordination within the programme and with other relevant actors outside the programme (UNODC, ILO, law enforcement, other embassies etc) been dealt with?

- Have legal frames and policies concerning the sex-industry in the region been adjusted to eliminate human trafficking?

- To what extent are the objectives stated in the Agreements achieved in a timely fashion?

- Were the objectives stated in the Agreements realistic?

- Were the objectives relevant? Has the support been consistence with beneficiaries' requirements, regional needs and the partners' and donors priorities?

- What can be said about the **results** of the seven Purposes of the programme, listed in the Agreement paragraph 1.3, a – g.

- Has the Norwegian support contributed to reduce national and regional trafficking of women and children? **(effectiveness)**

- Has Norway been efficient, management included? **(efficiency)**

- What is the current state of donor coordination in this field in the region?

- Could and should Result-Based Budgeting have been included in the programme?

- Have the monitoring systems been able to provide Norway with sufficient result information to enable them to manage the programme in line with the result-based management approach?

- **Impact** of the support. What positive or negative, primary or secondary, long term effects has the support had, directly or indirectly, intended or unintended?

- Has there been added value of SACTAP compared to other international donors' contributions and programmes to counter trafficking of persons in Southern Africa?

- Are relevant, reliable and sex and age disaggregated baseline data available?

- Has the programme been effective in engaging the public and academia using mass media and seminars/conferences to raise awareness and discuss issues surrounding human trafficking in the region?

- Has SACTAP contributed to scientific knowledge about human trafficking in the region?

- To what extent did SACTAP promote children`s right and women`s rights perspectives? *Ref. "Action Plan for Women`s Rights and Gender Equality in Development Cooperation (2007-2009), MFA*

- Have international rules and regulations, as UN Palermo protocol and EU Convention on action against human trafficking had effect on the programme?

- Assess the effect of the programme in **the region.** How has SACTAP cooperated with institutions, authorities and political leaders, nationally and regionally?

- How has the regional IOM office for Southern Africa performed and has their capacity been relevant and sufficient?

- Have sufficient measures been taken towards anti – corruption?

- Has HIV/Aids been included as a cross cutting dimension in the programme?

- With reference to the Norwegian priorities against Trafficking; "Stop human trafficking," the Norwegian Government Plan of Action to Combat Human Trafficking 2006 -2009" (Ministry of Justice), assess to what extent the points (33-37) in the Plan of Action are relevant to the work and results of the SACTAP.

- How have victims in the region been identified by SACTAP?

- What are the outcomes of the victims assistance programme? How many returns to the region after being assisted to their home countries?

- How has sustainability of programme activities and country ownership been advanced in SACTAP?

- What are the main lessons learnt from the two SACTAP phases?

Annex II List of people and institutions consulted

Name	Position/Title	Institution
Frøydis Aarbakke	Senior Adviser	Norad
Lea Boaventura	Programme coordinator	Terre des Hommes, Mozambique
Ilundi Cabral	Programme Officer	Save the Children, Mozambique
Cassandra Carraway	Political Officer	U.S. Embassy
Lily Chauque	Desk Officer	British High Commission, Mozambique
Reinette Coetzee	Captain	SAPS
Astrid Coyne-Jensen	Team Leader/Chief Technical Advisor	ILO
Adrien Ngoma Muaka Dikitelo		
Joan Groenewald	Director	Dept. of Social Welfare
Annette Hubschle	Senior Researcher	ISS
Guy Ikobokobo	President	AfricÁction, DRC
Liziwe Ntshinga	Section head, policy standards and monitoring, Directorate for Priority Crime Investigation	SAPS
Amanda Ledwaba	Director, Central Law Enforcement	Dept. of Health, South Africa
Nolwandle Qaba	Senior State Advocate SOCA Unit	National Prosecution Authority
Roland Kashwantale	Director	Direction General de Migration, DRC
Mariam Khokar	Programme Manager	IOM
Johan Kruger	National Project Coordinator (SADC) Trafficking in Persons & Violence against Women Programmes	UNODC
Thoko Majokweni	Special Director of Public Prosecutions Head of SOCA Unit	National Prosecution Authority
Tshepiso Machabaphala		Department of Social Welfare
Susan Malundu	Director	Home Affairs Research and Planning Department, Zambia
Bernardo Mariano-Joaquim	Regional Representative for Southern Africa	IOM Pretoria
Marshall P. Mokgatle	Deputy Director of Public Prosecutions	National Prosecution Authority
Kego B. Mokgoro	Programme Officer	Norwegian Embassy, Pretoria
Joel Mokonoto	Director	Dept. of Health
Arnold Mushiete	Director	Ndako ya Biso, DRC
Stein Nesvåg	First Secretary	Norwegian Embassy, Pretoria

Name	Position/Title	Institution
Marija Nikolovsk	Project Officer	IOM
Ingrid Palmary	Senior Researcher	Forced Migration Studies Programme, University of the Witwatersrand
Angela Sherwood	Project Officer	IOM
Alphonsin Tshabu	(former) director	Maison Mazzarello, DRC
Stefano Varriale	Attaché Justice and Human Rights	European Union Delegation of the European Commission to South Africa
Jo Vearey	Senior Researcher	Forced Migration Studies Programme, University of the Witwatersrand
Graeme Wiskar	Immigration Liaison Officer	British High Commission, UK Border Agency
Coleen Wilkinson	Manager	Mercy House Shelter

Annex III Information requested from regional stakeholders

Questionnaire sent on email:

1) Which organisation/institution do you work for?

2) Do you have any knowledge of the extent of the human trafficking problem in your country? If yes, please share with us some of that information or send us some material that may give us more detail.

3) What are your main challenges in dealing with trafficking? Capacity, lack of awareness, legal barriers or loopholes, shortage of shelters for protection or anything else?

4) Can you give us a bit of detail about how the government and national organizations in your country are working to fight the problem of human trafficking?

5) How has the IOM helped you in this area?

6) To what extent would you have been able to manage this on your own?

7) Are you able to mention some of the IOMs strengths and weaknesses in the area of human trafficking? ´

   Strengths?

   Weaknesses?

8) How will you (your institution) be able to deal with the problem of trafficking in the future?