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ANNEX 2

to the Commission Implementing Decision on the financing of the annual action plan for the thematic programme on Global Challenges People – Migration for 2023

Action Document for Promoting Action and Cooperation among countries at global level against Trafficking in Human Beings and the Smuggling of Migrants (PACTS)

ANNUAL PLAN

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Promoting Action and Cooperation among countries at global level against Trafficking in Human Beings and the Smuggling of Migrants (PACTS) OPSYS number: ACT-62243 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	Global Action
4. Programming document	NDICI-Global Europe Multiannual Indicative Programme (MIP) for the Global Challenges Thematic Programme 2021 - 2027 ¹
5. Link with relevant MIP(s) objectives / expected results	The proposed Action intends to contribute to the Global Challenges MIP Priority area 1: People, Specific Objective 5: Migration and forced displacement.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	151 – Government and Civil Society – General
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies. Other significant SDGs (up to 9) and where appropriate, targets: SDG 5.2. Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking in human beings and sexual and other types of exploitation;

¹ C(2021)9157

	<p>SDG 8.7. Take immediate and effective measures to eradicate forced labour, end modern slavery and trafficking in human beings and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms;</p> <p>SDG 16.2. End abuse, exploitation, trafficking in human beings, and all forms of violence against and torture of children;</p> <p>SDG 17. Strengthen the means of implementation and revitalize the global partnership for sustainable development.</p>			
8 a) DAC code(s)	<p>15130 - Legal and judicial development 10%</p> <p>15190 - Facilitation of orderly, safe, regular, and responsible migration and mobility 70%</p> <p>15160 – Human rights 20%</p>			
8 b) Main Delivery Channel	40000 – Multilateral Organization			
9. Targets	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health education and research	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Migration @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line: 14.020240 – Global Challenges People Total estimated cost: EUR 5 050 000 Total amount of EU budget contribution: EUR 5 000 000 The contribution is for an amount of EUR 5 000 000 from the general budget of the European Union for financial year 2023 This Action is co-financed in joint co-financing by UNODC for an amount of EUR 50 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with United Nations Office on Drugs and Crime – UNODC in accordance with the criteria set out in section 4.3.1.			

1.2 Summary of the Action

UNODC data show that **smuggling of migrants as well as transborder trafficking in human beings, often span over several continents**, connecting amongst others South Asia to Europe and North America, Central Asia to Central America, Africa to the Middle East and Eastern Europe, in a constantly renewed combination of countries of origin, transit and destination.

While many countries in the South have experience in preventing and combatting migrant smuggling and trafficking in human beings, they lack the tools resources, access to information and channels of communication

to ensure efficient international cooperation, as well as engage in, contribute to and benefit from multilateral processes and debates. As a result, investigations and prosecutions of the most serious transnational and transregional forms of these crimes remain scarce.

The **overall objective** of the proposed Action is to **Promote Action and Cooperation at global level against Trafficking in Human Beings (THB) and the Smuggling of Migrants (Som)**. The **Specific Objectives (SO)** are to 1/ effectively **investigate and prosecute** the two crimes; 2/ strengthen the framework for **assistance and protection** of victims of trafficking and of the human rights of smuggled migrants; 3/ increase the **engagement of countries at global level** in global policy debates on the smuggling of migrants and trafficking in human beings and facilitate the sharing of best practices. Gender considerations will guide all areas of action to ensure that men and women benefit equally from, contribute to and participate in initiatives under this Action.

Under SO1, the Action will endeavour to build on the global experience and further South-South cooperation against trafficking in human beings and the smuggling of migrants through the **organisation of operational meetings and short-term exchanges of law enforcement/prosecutors** between countries on transregional routes to discuss and advance the investigations into active cases; **regular mentoring**; the creation of a **global community of practice** of investigators and prosecutors handling smuggling and trafficking in human beings cases virtually; the promotion of debates and focused group discussions among experts from Government and civil society, at South-South level, to identify key areas for knowledge development on current and emerging forms of smuggling of migrants and trafficking in human beings; the development and dissemination of **knowledge tools** customized to the needs of specific regions and in local languages. Where appropriate these activities will be hosted virtually in UNODC's recently created on-line knowledge platform on trafficking in human beings and smuggling of migrants, called "KNOWTS" (Knowledge Center on Human Trafficking & Migrant Smuggling <https://knowts.unodc.org/login/index.php>)

Under SO2, the Action will seek to **increase awareness and understanding of the needs** of trafficking victims and smuggled migrants, in particular those in the most vulnerable situation and those falling victims to aggravated forms of migrant smuggling, in the Global South. It will seek to **empower civil society organizations**, including survivor-led organizations, to interact with other stakeholders, share experiences and inform the design of anti-human trafficking and migrant smuggling policies. The voices of civil society, survivors and youth organisations, will inform the development of **identification, assistance and protection** approaches/models throughout the Action while ensuring a human rights based approach and gender sensitive approach. This will be done through the design and rolling out of models for provision of trauma informed assistance and protection services, and memoranda of understanding between law enforcement and civil society, that tap into the capacities and experiences of developing countries. The global south has witnessed years of work on addressing impunity by involving survivors through restorative justice approaches. The Action will seek to create the first **Global Forum against Human Trafficking** to provide a much needed global level standing platform for interaction and exchange among Survivor-led and migrant-led civil society organizations, to inform cross-border cooperation on victim's rights. The first meeting of the Forum will be organised in the run up to the UN General Assembly Appraisal of the Global Plan of Action against Trafficking in Persons scheduled to take place in 2025².

To achieve all the above, Under SO3, the Action would foster the **closer engagement of developing countries in key United Nations and other global processes** against trafficking in human beings and the smuggling of migrants such as the 12th and 13th sessions of the UN Convention against Transnational Organized Crime Conference of the Parties and the sessions of its subsidiary bodies addressing trafficking in human beings and smuggling of migrants; the 2025 UN General Assembly review of the Global Plan of Action against human trafficking; and the 2025 International Migration Review Forum. This will be achieved through **awareness raising** about the relevance of these processes in setting the global agenda, as well as supporting the active participation and contribution of Least Developed Countries including NGOs, trafficking survivors and migrant representatives to relevant multilateral processes. The Action will ensure countries increasingly benefit from the accumulated knowledge that is shared at these meetings and allow them to contribute to relevant discussions at UN fora through

²https://www.unodc.org/documents/humantrafficking/United_Nations_Global_Plan_of_Action_to_Combat_Trafficking_in_Persons.pdf

thematic briefs, documentation and reports as well as public advocacy events and social media outreach. The Action will facilitate the **identification and sharing of related promising and better practices** among countries at South-South level and between these countries and the international community. At the same time and in the reverse direction, the Action will bring to the global south the latest developments discussed in these fora including emerging trends, patterns and manifestations of the crimes and global commitments determined by UN decisions and resolutions.

The global approach of the Action will rely on a **whole-of-the-route approach**, connecting countries affected by the same trans-regional routes. It would aim to address the threat posed by organized crime groups (OCGs) engaging in cross-border, trans-continental smuggling of migrants and trafficking in human beings by fostering closer cooperation between countries at South-South level. The Action is fully aligned with the recommendations of the Conference of the Parties to the United Nations Convention against Transnational Organized Crime (UNTOC), which in resolution CTOC/COP/2022/L.8 underlined the importance of strengthening a South-South, North-South and triangular cooperation and approaches that address transnational trafficking in persons along its routes (...)³.

In relation to Specific Objective 1, This action proposes to intervene in current major trafficking in human beings and migrant smuggling routes, namely: Horn of Africa towards the Eastern Route (to Yemen, the Middle East) Horn of Africa towards Southern, West Africa and North Africa, Horn of Africa towards West Africa and Latin America, the Latin America and Caribbean routes used not only by Latin Americans, but also people originating from Asia and Africa, the route leading from Asia and the Middle East to North Africa, Africa and Asia to the Gulf countries. These routes are not covered by existing Team Europe Initiatives on migration. As stipulated in art 43 of the NDICI Regulation⁴, in order to ensure the coherence and effectiveness of this Action and foster regional or trans-regional cooperation, this Action may also cover the routes going through the Western Balkans non-EU countries and Türkiye to the EU.

The exact routes that will be covered by the Action will be determined through consultations that will take place during a 3-month inception phase. In relation to Specific Objectives 2 and 3, the Action aims to be truly global, involving actors and stakeholders from all regions of the world. Particular attention under the Action will be paid to Least Developed Countries and especially Least Developed Island Countries.

This Action will be implemented over a course of 36 months, starting in 2024.

2 RATIONALE

2.1 Context

There is a **myriad of routes used by smugglers and traffickers** to facilitate irregular movements of migrants, using sometimes considerably dangerous geographic detours, to benefit from the lack of anti-smuggling provisions in specific countries, and to then continue their journey to their main destination. Movements are characterized by complex journeys, and the itineraries and modi operandi selected by smugglers depend on various parameters, such as the geography of the area to cross, particularities of the borders and their management, migration and visa policies.

Transnational organized smuggling networks operate across continents: South or Central Asian nationals have been smuggled through West Africa before reaching South and/or Central America and engage in an irregular journey across Latin American and Caribbean countries to reach their desired destinations, mainly USA and Canada.

³ [UNOTC 2022 Conference of the Parties Resolution L.8](#)

⁴ Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No 466/2014/EU of the European Parliament and of the Council and repealing Regulation (EU) 2017/1601 of the European Parliament and of the Council and Council Regulation (EC, Euratom) No 480/2009 (Text with EEA relevance)

The Caribbean is also a region of origin (more particularly Haiti and Cuba) of flows toward the USA and Canada, with boats with smuggled migrants sailing to Mexico or the Southern shores of the USA and air routes used by smuggling networks that forge travel documents to reach destinations in South America and then proceed by land to Panama and further northwards through Central America. The complexity and intersection of the routes is demonstrated by the fact that some countries in the Caribbean are used as hubs for irregular movements towards both North and South America, but also Europe. Irregular movements of migrants from Cameroon, Ghana, Nigeria, India and Sri Lanka arriving to the Caribbean by air and aiming to reach the United States southern borders, have been recently documented.

In addition to the migrant smuggling and trafficking routes crossing the Sahel and North Africa towards the Mediterranean and Atlantic shores of the continent, with European countries as destination, smugglers and traffickers are particularly active in other routes in Africa: important smuggling flows originate from the Horn of Africa and the Great Lakes region towards Southern Africa, transiting via Tanzania and Malawi, the Gulf countries, via the Gulf of Aden, or the French overseas department in the Indian Ocean, sailing through the Canal of Mozambique. Criminal networks take advantage of the vast maritime space of the Indian Ocean, a hub of global trade where regional cooperation remains insufficient. In addition to flows from Africa, migrants originating from south Asian countries such as Sri Lanka embark on 4,000-kilometer maritime journeys to reach French overseas territories sailing on tiny, unseaworthy fishing boats, with often tragic consequences as several incidents involving deaths at sea have been reported in recent years.

Migrants are using considerably dangerous and risky routes, being exposed to abuse and exploitation along the way. Criminal networks and exploitative actors pose a serious threat to the lives and safety of smuggled migrants, facilitating irregular movements that often entail dangerous, threatening and even inhuman or degrading treatment, including the exploitation of persons in the most vulnerable situation. Often journeys are not straight forward and are diverted in many directions trying to reach their destination, being exposed to exploitative conduct and abuse by several criminal actors along the ways. A telling example is the case of Nepali nationals that tried to reach the USA through Bolivia and ended up being exploited in forced labour in Malawi, which they reached via a complex route through Vietnam, Madagascar, Jordan, UAE, Azerbaijan and Ethiopia. In addition, UNODC evidence points to smugglers and traffickers using the Western and Central Mediterranean routes for further channelling migrants to exploitation within Africa, rather than crossing the Mediterranean Sea.

In recent years, arrivals in the Americas and the EU from the Middle East, Africa and Asia have led to the increased visibility of migrants smuggled across continents with exploitative acts occurring along almost all identified routes. Information indicates that more than one third (37%) of all interviewed migrants had a personal experience that indicated the presence of trafficking in human beings or other exploitative practices along the Central Mediterranean route, and 73% of them presented at least one indicator of exploitation, along with 14 % of migrants interviewed along the Eastern Mediterranean route⁵.

Frontex indicates that in 2022 approximately 330 000 irregular border crossings were detected at the EU's external border, while Europol estimates that more than 90% of the irregular migrants that reach the EU make use of smugglers, either during parts or all of their journey. The main nationalities of irregular migrants, mostly originating from Asia and Africa, differ according to the migratory route that is used. The International Organization for Migration estimates that since 2014, almost 27 000 migrants have died or gone missing when trying to cross the Mediterranean Sea towards Europe, while approximately 1 000 migrants have died or gone missing on other irregular migratory routes to and within Europe.

⁵ <https://publications.iom.int/books/migrant-vulnerability-human-trafficking-and-exploitation-evidence-central-and-eastern>

Over 7000 people are thought to become victims of human trafficking in the EU each year. Nearly half (43%) of the identified victims of trafficking in the EU were from non-EU countries and the remaining ones were EU citizens (53%)⁶.

INTERPOL and UNODC data reveal the existence of transnational organized trafficking networks operating on a wide geographical scope and observed as being increasingly specialized. During the COVID-19 pandemic, organized criminal groups initiated large-scale trafficking to commit online scamming and cyber-enabled financial crimes as a coping mechanism due to the loss of income generated by COVID-19 related restrictions. The increasing use of online social networks and digital platforms for the recruitment which was marked by the Covid-19 pandemic and the restrictions imposed to contain it in the Western Balkans range from using popular social networks (Facebook) for luring victims with lucrative job promises to advertising false job offers on specialized private employment platforms or by individuals posing as recruitment agents that act as intermediaries for employers, all resulting in debt bondage⁷.

Weak South-South cooperation results in inadequate human rights protection for smuggled migrants, especially those that are the object of aggravated forms of migrant smuggling involving violence and abuse, and limited assistance and support for trafficking victims.

Lack of resources and access to information also leads to limited engagement and ownership, but also fragmented responses and weakened confidence in multilateralism. In fact, the opportunities and knowledge that the intergovernmental mechanisms of the United Nations and other multilateral processes offer to strengthen South-South cooperation and shape global policy and priorities against trafficking in human beings and smuggling of migrants remain often unknown to the countries of the South, their experts and decision-makers. Leveraging their accumulated experience, which remains largely untapped, would be key to improve operational outcomes and increase protection for victims of trafficking and migrants in vulnerable situation.

This Action will **strengthen the EU as a global actor** in the area of migration, particularly on preventing and combating Trafficking in Human Beings and Smuggling of Migrants. It will demonstrate that the EU is willing to support South-South cooperation and to support partner countries in taking part in dialogues and decision-making at global level. At the same time, the Action will contribute to the implementation of the external dimension of EU policy priorities, as embedded in the EU Pact on Migration and Asylum and in the EU Strategy [on Combatting Trafficking in Human Beings 2021-2025](#) with the support of the EU Anti-Trafficking Coordinator. It will also support global efforts to strengthen multilateralism.

The Action meets the commitment set in the **European Consensus on Development (2017)**, which states that “the EU and its Member States (...) will also fight against the smuggling of migrants and trafficking in human beings, which are sources of instability⁸”. The Action is fully aligned to the **EU Pact on Migration and Asylum (2020)**⁹ and in particular to the renewed **EU action plan against migrant smuggling (2021-2025)**¹⁰, which underlines that “Stepping up the response to migrant smuggling is a common challenge for the EU, its Member States and partner countries alike. It requires a whole-of-route approach which combines international cooperation and coordination with our partners and between the Member States to break the business model of smugglers”¹¹. It is also fully in line with the **EU Strategy on Combatting Trafficking in Human Beings 2021-2025**¹² which acknowledges that it is “essential to advance international cooperation and partnerships by making best use of external policy instruments, cooperation tools and funding in order to share information and criminal intelligence on trafficking, related crimes and criminal networks”. The Action is aligned with the **European Commission EU**

⁶ Report on the progress made in the fight against trafficking in human beings (Fourth Report) [EUR-Lex - 52022DC0736 - EN - EUR-Lex \(europa.eu\)IMMC.COM%282022%29736%20final.ENG.xhtml.1_EN_ACT_part1_v6.docx \(europa.eu\)](#)

⁷ https://www.unodc.org/documents/human-trafficking/Exploitation_and_Abuse.pdf

⁸ European Consensus on Development - ‘our world, our dignity, our future’ - 26/06/2017, p.37.

⁹ COM(2020)609

¹⁰ COM(2021)591

¹¹ Renewed EU action plan against migrant smuggling (2021-2025), p.1.

¹² COM(2021)171

Gender Action Plan – GAP III for the period 2021-2025¹³, in particular to its thematic area of engagement “Ensuring freedom from all forms of gender-based violence” as well as with The EU Strategy on the Rights of the Child¹⁴. This action is also expected to contribute to delivering on the Joint vision for 2030 set out at the February 2022 European Union (EU)-African Union (AU) Summit where both continents’ leaders agreed on an enhanced and reciprocal partnership for migration and mobility.

This Action will contribute to **Sustainable Development Goal 10.7** (Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies), as well as to other significant SDGs such as: 5.2. (Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking in human beings and sexual and other types of exploitation); 8.7. (Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms); 16.2. (End abuse, exploitation, trafficking in human beings, and all forms of violence against and torture of children); and SDG 17. (Strengthen the means of implementation and revitalize the global partnership for sustainable development).

The Action will **complement other actions** implemented at regional and country level, which are rather focused on the more operational aspects of the fight against the trafficking in human beings and the smuggling of migrants. In particular, it will seek synergies and complementarities with other ongoing EU-funded projects such as the Global action to prevent and address trafficking in persons and smuggling of migrants in Asia and the Middle East (GLO.ACT Asia and Middle East led by UNODC); Southern Africa Migration Management (SAMM) Project (led by ILO with UNODC as partner); Support to the Niamey Declaration (led by UNODC); Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking (led by UNODC); Better Migration Management III (led by GIZ with UNODC as partner) for Eastern Africa; Eurofront – Component II in South America (led by IOM); as well as future programmes such as EL PAcCTO 2.0 in the LAC region, through continuous communication and coordination of relevant activities. This also applies to future projects that are pending contracting with the EU and are expected to commence in the next months, such as the UNODC-led PROTECT - Global Action against trafficking in persons and the smuggling of migrants in Central Asia and the Middle-East (GLO.ACT Central Asia and the Middle East), as well as the regional programmes under preparation addressing THB/SOM in South Asia and South East Asia

At the Global level, several resolutions by the UN General Assembly, Security Council, Economic and Social Council and its Commission on Crime Prevention and Criminal Justice, the Conference of the Parties to the UNTOC and its supplementing protocols on human trafficking and migrant smuggling as well as the recommendations of the Intergovernmental Working Groups on Trafficking in Persons and Smuggling of Migrants, have **all recognized the value and need of closer South-South cooperation** calling on UNODC’s technical assistance to enhance such cooperation. This has been most recently and precisely captured by the Conference of the Parties to the United Nations Convention against Transnational Organized Crime, through a key thematic resolution co-sponsored by 50 States across all regions, which “Urges States to strengthen South-South, North-South and triangular cooperation and approaches that address transnational trafficking in persons along its routes to promote coordinated cross-border cooperation and foster international and regional collaboration, using existing or establishing, when required, networks of competent authorities to enhance the effectiveness of criminal justice responses to trafficking in persons and improve the exchange of good practices, experiences and challenges¹⁵.

¹³ JOIN(2020)17

¹⁴ COM(2021)142

Moreover, the UN General Assembly Political Declaration on the Implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons (Resolution 76/7) which stressed the need “to intensify international cooperation, including capacity-building, exchange of best practices and know-how and technical assistance, especially for least developed and developing countries, including small island developing States, aimed at strengthening their ability to prevent all forms of trafficking and address the special needs of victims, including supporting their development programmes and to strengthen their criminal justice systems.”

2.2 Problem Analysis

Migrants are often in extremely vulnerable situation to fall prey to networks of traffickers and smugglers, who treat them as commodities. The little data on migrant smuggling that do exist comes from arrival numbers or are based on the number of migrants apprehended at a border. In addition, climate change, environmental degradation and conflicts have increased vulnerability to trafficking in human beings in and outside of conflict areas, as people need to migrate. Forced to flee and often in economic need, displaced populations can be targeted by traffickers and smugglers, who often abuse their vulnerability exposing them to life-threatening journeys and violence.

Trafficking in human beings and the smuggling of migrants are two different, but often connected, forms of organised crime. The impact of those illicit activities on development and security can be serious, posing an additional threat to governance and stability. Criminal networks seem to have intensified their operations in some regions (such as North of Africa and South East Asia), but also across continents, and there is increased evidence of connections with other criminal activities (such as drug trafficking or armed groups¹⁶). Systematic corruption at many levels (from petty corruption at the border, to the immigration official at the airport, via obtaining false birth certificates or passports) is known to be one of the enablers of trafficking in human beings and smuggling¹⁷. Communities along the main migration routes and cross-border communities can engage at various levels and in various forms in the migrant smuggling business and the income generated by such activities is often a vital livelihood. Migrant smuggling services are sought out, because restrictive regimes of transborder mobility have increased barriers for mobility overall, or to cross the sea, some regions such as Sahel Region is characterised by a paucity of infrastructure (road networks, communication networks), a semi-arid environment and the presence of criminal groups, which require facilitators to help navigate these challenges.

Even in regions regulated by Free Movement Protocols, smugglers are active facilitating irregular entry and stay by forging identity or travel documents, using corruption and bribes of officials at borders, or facilitating otherwise crossings over a border post or checkpoint. In bordering regions such as the Sahel Region, “the key determinants of the migrant smuggling market in the Sahel countries are: the demand for facilitation and smuggling services by refugees and migrants on the move; and the presence of actors who commit smuggling offences by providing them with transportation (facilitating illegal entry into other countries), intermediation, accommodation (enabling an irregular stay in other countries) and forged and fraudulent documentation for a financial or other material benefit¹⁸”. In addition, research from UNODC, EUROPOL, and the Mixed Migration Centre shows that migrant smuggling departing from West Africa seems to be largely based on opportunistic agreements and ad-hoc interactions among different local, and sometimes transnational, actors, rather than on highly structured transnational crime organizations.

The situation is different for Trafficking in Human Beings as sophisticated and organised crime networks are often involved and able to **organise long distance trafficking**. The UNODC Global Report on Trafficking in Persons of 2022 (GLOTIP Report) indicates that “compared to other regions of origins of cross-border trafficking, victims from Sub-Saharan Africa are detected in a growing number of countries, both within and outside the region of origin”. The same report demonstrates that even if domestic trafficking in human beings is on the rise, it seems that most flows remain regional. Most victims of cross-border trafficking are detected in neighbouring countries within the region of origin or nearby. Regional flows continue to show victims move from lower income to higher income countries; even when destination countries are low-income countries, victims are most often trafficked from neighbouring countries with lower GDP. At the same time victims from Sub-Saharan Africa are detected in a growing number of countries, both within that region and further. Trafficking in human beings of African victims represents the most substantial transregional flow detected in 2020 at the global level.

Female victims (women and girls) account for 60 per cent of the total number of detected trafficking victims in 2020, which marks a decline from previous years. Despite this drop, women and girls are three times more likely to suffer explicit or extreme violence compared to boys and men and are also often prosecuted as perpetrators of trafficking in human beings that they have been forced to commit by the criminals. However, a longer historical

¹⁶ UNODC TOCTA Report 2023: “Some smugglers in the Sahel do not limit their criminal activity to migrant smuggling (...). Among other things, trafficking in persons for sexual exploitation and forced labour, which is often linked to gold-mining, has been reported in Burkina Faso and Mali in particular, as have drugs and firearms trafficking in the Niger.” p.7

¹⁷ UNODC TOCTA Report 2023.

¹⁸ UNODC TOCTA Report 2023.

trend towards identifying more male victims seems to have accelerated in 2020. LGBTI are also reportedly targeted by criminals, especially for sexual exploitation¹⁹.

Sexual violence is an unfortunate common feature of all smuggling routes that affects female migrants in a much larger proportion than men. The victims, many of them children at the time, experience rape and other sexual violence on a daily basis. Women often face additional challenges to cope with consequences of sexual abuses experienced during transit, consequences that indeed exacerbate the endangerment to their lives through a higher vulnerability to physical injuries, exposure, or lack of adequate medical and health care. Criminal justice responses often do not recognize the gender complexities at play when prosecuting women for migrant smuggling. Capacity building needs have to be identified in order to address migrant smuggling and gender-based violence inflicted on smuggled migrants in gender- and age- responsive as well as trauma-informed ways. Many of the mechanisms that should be available to victims of trafficking would be beneficial to smuggled migrants who have been subjected to aggravated smuggling²⁰.

In this context, **global cooperation is key to the successful investigations** of transregional and transnational crimes such as migrant smuggling and trafficking in human beings especially when perpetrated by organized crime groups. Border control and immigration officials, police and prosecutors of the Global South remain poorly equipped to effectively prevent, investigate and prosecute transregional migrant smuggling and trafficking in human beings. Judges also have received little or no specialized training on how to adjudicate such cases and effective coordination between law enforcement authorities and prosecutors' offices is lacking. Most importantly, cross-border cooperation and exchange of information between law enforcement officials and criminal justice systems of countries along trans-continental migrant smuggling flows are scarce. To dismantle criminal networks operating across different countries and continents, countries need to find ways to exchange information, establish channels of communication, create a common understanding of the forms and manifestations of these crimes, and advance cooperation between their criminal justice systems at the operational level whether it is informal (police-to-police cooperation) or formal (mutual legal assistance, joint investigations or extradition proceedings).

Efforts to enhance cooperation among criminal justice systems are critical, but their impact will be multiplied if they are complemented by actions that aim at **integrating the expertise of civil society** especially in providing support and care, and the knowledge and ideas of stakeholders from the Global South into a holistic, cohesive initiative against trafficking in human beings and the smuggling of migrants.

Improving assistance and protection frameworks remains a key component to combat trafficking in human beings and smuggling of migrants. **Non-governmental organizations (NGOs) receive valuable information** in the context of their operations and are therefore knowledgeable and well placed to contribute to policy debates on migrant smuggling and trafficking in human beings. While in many countries tensions may exist between state and non-state actors such as NGOs, due to their different roles and priorities, their ultimate goal is similar, and their efforts are complementary. NGOs, especially those that include or are led by trafficking survivors,²¹ are often highly trusted by victims of human trafficking and also provide support to smuggled migrants who find themselves in a precarious situation (including migrants who are forced to leave their countries of origin, migrants facing vulnerable situations during their journey and at destination or migrants at heightened risk due to their identity or personal circumstances)²². They can provide a safe and neutral environment in which victims of trafficking and smuggled migrants can start recover, have access to support services such as food, accommodation, medical and psychological support and legal counselling. They often have direct access to migrant communities and can play an essential role to help identify migrants facing a situation of vulnerability to provide targeted protection and assistance services. They are also key to providing useful information to migrant communities including information about regular migration pathways and available humanitarian and assistance support. In addition, the chances of successful prosecution can be significantly enhanced if the rights of victims of trafficking and smuggled migrants are effectively protected, and the victims are able to provide evidence against traffickers and smugglers.

¹⁹ [UNODC Global Report on TIP 2022](#)

²⁰ [UNODC 2022. Abused and neglected.](#)

²¹ <https://www.unodc.org/unodc/en/human-trafficking/survival-stories.html>

²² [Regular Pathways for Admission and Stay for Migrants in Situations of Vulnerability](#), p4 and [Principles and Guidelines supported by practical guidance, on the human rights protection of migrants in vulnerable situations](#) p. 5

In that sense, NGOs contribute significantly to such efforts through the help, support and protection they provide to victims of trafficking and smuggled migrants, thus facilitating a more effective law enforcement response.

Finally, supporting the closer engagement of the Global South will be a key component of this Action. Developing countries are often unable or do not actively take up the opportunity to participate fully in UN and other international processes to share practical information, experience and promising practices in combating trafficking in human beings and migrant smuggling, and, most importantly, shape the discourse and set future priorities against these crimes. They lack resources, and/or access to related information which results in limited engagement and ownership, but also fragmented responses and weakened confidence in multilateralism. Many of the opportunities that these processes offer to shape the global discourse against these crimes remain unknown to them as does the impact of the decisions already adopted by UN bodies. The more active participation of the Global South in UN and other international processes relating to trafficking in human beings and the smuggling of migrants would **strengthen multilateralism, increase understanding of the benefits of international cooperation and reinforce the complementary work undertaken on the ground** under this Action. It will also strengthen ownership of the debates and related outcomes by the countries involved as well as coordinated responses to the common challenges and implementation actions.

Identification of main stakeholders and corresponding institutional and/or organizational issues (mandates, potential roles, and capacities) to be covered by the action:

This Action will work with partner countries to establish and strengthen countries' central and competent authorities for mutual legal assistance and international legal cooperation to enhance partnerships among prosecutors and judges and foster transnational collaboration between law enforcement stakeholders. It will make use of regional Judicial Cooperation Networks UNODC already supports, such as the West African Network of Central Authorities and Prosecutors against Organized Crime (WACAP), the Judicial Cooperation Network for Central Asia and Southern Caucasus (CASC), the Ibero-American Network of specialized prosecutors on trafficking in persons and the smuggling of migrants (REDTRAM) and the South East Asia Justice Network (SEAJust) as well as informal prosecutors' networks along the respective routes. This Action will endeavour to create or strengthen links and connections between the work of these networks, in order to establish channels of communication and exchange of information at the global level.

The Action will coordinate with relevant intergovernmental stakeholders working on the prevention and combatting Trafficking in Human beings and the Smuggling of Migrants (such as IOM – The International Organization for Migration or ICMPD – The International Center for Migration Policy Development) and promote a multi-stakeholder's approach, whenever relevant and possible.

Likewise, UNODC will leverage its existing cooperation with law enforcement authorities in partner countries to improve intelligence-based policing and intelligence sharing for enhanced rights-based SoM and THB operations. Main counterparts are border officials and investigators, Ministries of the Interior/Home Affairs, Ministries of Justice, Ministries of Foreign Affairs, General Prosecutor's Office, competent courts, UNTOC central authorities, liaison officials and liaison magistrates, and civil society organizations, including survivor-led organizations and survivors of trafficking in human beings and migrant representatives and the countries' National Referral Mechanism or similar referral systems for protection and assistance. Synergies will be sought with civil society formations and relevant intergovernmental platforms and networks

Synergies will also be sought with survivor initiatives in Europe and beyond, such as the International Survivors of Trafficking Advisory Council (ISTAC), the United States Advisory Council on Human Trafficking and the African Survivor Coalition.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective** of this Action is to Promote Action and Cooperation at global level against trafficking in human beings and the smuggling of migrants.

The **Specific(s) Objective(s)** of this action are

1. **Enhance South-South cooperation** in investigating and prosecuting smuggling of migrants and trafficking in human beings;
2. **Strengthen assistance and protection**, gender-responsive frameworks for victims of trafficking in human beings and smuggled migrants;
3. **Promote** the contribution of Countries in the Global South to **the determination of global priorities** against trafficking in human beings and the smuggling of migrants.

The Outputs to be delivered by this Action contributing to the corresponding Specific Objectives are:

- (a) contributing to Outcome 1 (or Specific Objective 1)
 - 1.1 Upgraded skills of criminal justice practitioners in detecting transregional routes and flows and in effectively investigating them.
 - 1.2 Increased capacity to engage in formal and informal South-South cooperation through a “whole -of-the-route” approach.
 - 1.3 Increased knowledge on substantive issues relating to trafficking in human beings and smuggling of migrants and emerging from UN, intergovernmental and other global policy fora.
- (b) Contributing to Outcome 2 (or Specific Objective 2)
 - 2.1 Development and piloting of a survivor and trauma informed approach to support and protection of victims of human trafficking and vulnerable migrants that experienced aggravated forms of smuggling, integrating the perspective of the survivor/migrant, in all their diversity and tailored to the needs and capacities of countries in the Global South.
 - 2.2 Foster engagement and participation of survivor/migrant-led organizations and persons with lived experience in policy making in the Global South and in regional and global policy/intergovernmental fora.
 - 2.3 Closer cooperation among civil society actors on the identification of, and assistance to victims of trafficking and vulnerable migrants.
- (c) Contributing to Outcome 3 (or Specific Objective 3)
 - 3.1 Improved capacity to identify successes and challenges in addressing trafficking in human beings and smuggling of migrants and share them with UN and international fora defining global policy and best practice.
 - 3.2 Deeper common understanding of the forms and manifestations of trafficking in human beings and smuggling of migrants affecting countries in the Global South.

3.2 Indicative Activities

In line with the integrated and cohesive approach of this Action, it is noted that some of the indicative activities listed below will contribute to achieving more than one outcome. For example, the Action will organize meetings among civil society organizations that will not only allow the sharing of promising practices in victim assistance and protection [Output 2.3], thus contributing to output 2, but also serve as fora for consultation on global policy guidance to inform better responses against trafficking in human beings and migrant smuggling [Output 3.2], contributing to outcome 3. To reflect this, it is indicated that each activity relates *primarily* to one outcome. Activities will be refined during the 3-month inception period.

Activities relating primarily to Output 1.1

- Mentor practitioners through the deployment of law enforcement advisors in key locations.
- Support short-term exchanges of law enforcement/prosecutors from countries along the same smuggling and trafficking routes to support the investigation of active cases.
- Establish a global network of investigators and prosecutors handling smuggling and trafficking cases from countries in the Global South to establish a community of practice and improve informal cooperation. The network will have face-to-face meetings, particularly based on the whole-of-route approach, and also be hosted by the UNODC Knowledge Hub on Trafficking in Persons (TIP) and SOM, “KNOWTS”, for regular exchanges, including facilitated discussions on challenges and opportunities in prosecuting trafficking and smuggling cases.

Activities relating primarily to Output 1.2

- Organize South-South meetings to increase understanding of trafficking and migrant smuggling routes and trends and to strengthen operational cooperation.
- Organize joint case-based and simulation training activities among countries of origin, transit and destination affected by the same smuggling and trafficking flows to foster joint responses.

Activities relating primarily to Output 1.3

- Organize expert group meetings and focus groups to identify key areas for knowledge development on current and emerging forms of smuggling of migrants and trafficking in human beings.
- Develop, widely disseminate and translate in local languages knowledge products, tools and training manuals and organize public discussions and other events to promote their usage and domestication in national training programmes.

Activities relating primarily to Output 2.1

- Conduct mapping of available programmes/toolkits²³ on trauma informed, victim-centered and survivor informed models of assistance and protection in criminal justice procedures for victims of trafficking.
- Based on the mapping, and analysis of what works, what does not, and why, develop and pilot-test a toolkit to assess and enable comprehensive assistance and protection programmes during criminal justice procedures for victims of human trafficking.
- Develop and roll-out a model memorandum of understanding between police and victim service providers and raise awareness for its use to improve coordination and collaboration on the identification of trafficking victims and the protection of the human rights of smuggled migrants.

Activities relating primarily to Output 2.2

- Set-up or support meetings of local networks of survivors that will feed into the creation of the Global Forum.
- Set up the first Global Forum of Human Trafficking Survivors to share experiences/better practices and safeguard/promote human rights from a victim's perspective.
- Organize the first meeting of the Global Forum on Human Trafficking Survivors in the run up of the UN General Assembly Appraisal of the Global Plan of Action against trafficking in persons in 2025.
- Raise public awareness on the importance of survivor engagement and the value of their experiences and voices.

Activities relating primarily to Output 2.3

- Organize meetings among civil society organizations in the Global South especially youth organizations and survivor organizations to share promising practices in victim assistance and protection and increase awareness about the value of their work.
- Organize meetings with Global South organizations and relevant intergovernmental cooperation platforms and networks.

Activities primarily relating to Output 3.1

- Facilitate the identification and sharing of promising and better practices through thematic briefs, formal UN documentation and reports, as well as public advocacy including side events and social media outreach.
- Mobilize and enable the participation and active contribution of selected government experts as well as NGOs, trafficking survivors and migrant representatives to UN and related processes on trafficking in human beings and migrant smuggling such as the 12th & 13th UNTOC Conference of Parties in 2024 and 2026 and the sessions of its subsidiary bodies addressing trafficking in persons and smuggling of

²³ IOM / Caring for Trafficked Persons: Guidance for Health Providers, Training Manual for Building Capacity on Care and Support for Victims of Trafficking, Handbook on Direct Assistance for Victims of Trafficking, Training manual on caring for trafficked persons. ICMPD /Counselling Victims of Trafficking and People Vulnerable to Trafficking and Exploitation. Blueprint for Return Counsellors, Inclusion of Survivors in the Policy Development Process and Operational Response to Trafficking in Human Beings - Practical Guidance, Improving the Participation of Civil Society Organisations in the Referral Mechanisms, etc. EUROJUST publications, OSCE publications, or the Global Protection Cluster (GPC) Task Team on Anti-Trafficking in Humanitarian Action (An Introductory Guide to Anti-Trafficking Action in Internal Displacement Contexts, 2020)

migrants, the UN General Assembly Appraisal of the Global Plan of Action against trafficking in persons and the International Migration Review Forum, both in 2025.

Activities primarily relating to Output 3.2

- Undertake consultations with government experts and NGOs on global policy guidance as determined by UN fora' discussion, decisions and resolutions to inform better responses against trafficking in human beings and smuggling of migrants.

3.3 Mainstreaming

Environmental Protection & Climate Change

The action will consider the nexus between trafficking in human beings, migrant smuggling and climate change. The action will also encourage civil society organizations and national stakeholders from countries of the Global South to share and contribute their experience on this nexus so as to inform global debates. Learning from the findings of the 2022 UNODC's Policy Brief "Climate, Crime and Exploitation - the gendered links between climate-related risks, trafficking in persons and smuggling of migrants", the Action will try to embed and put in practice some of the recommendations identified.

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality is a significant objective. Data will be disaggregated per sex where possible. As a standard monitoring practice, UNODC collects sex-disaggregated data in terms of its target groups. Pre- and post-activity evaluation questionnaires, used to assess impact of the activities, will be structured in a manner allowing disaggregation according to the gender of the respondent. Specific questions will collect feedback on the satisfaction of participants about the gender-related content of the various activities. Participation of individuals of all genders in the various meetings, roundtables and trainings will be recorded and analyzed.

According to the 2022 UNODC Global Report on TIP, female victims (women and girls) account for 60 per cent of the total number of detected victims in 2020, which marks a decline from previous years. Despite this drop, women and girls are three times more likely to suffer explicit or extreme violence compared to boys and men and are also often prosecuted as perpetrators of trafficking that they have been forced to commit by the criminals. However, a longer historical trend towards identifying more male victims seems to have accelerated in 2020. LGBTI are also reportedly targeted by criminals, especially for sexual exploitation.

The gender dimension of migrant smuggling remains understudied. In general, male migrants report significantly higher instances of forced labour, physical violence, and inhuman and degrading treatment during transit. Men also report a wider range of abuses than women. At the same time women report a much higher exposure to sexual violence while migrating. It is often perpetrated as a form of retaliation for alleged misconduct or in the absence of other means, as a form of payment, where women are coerced into providing sexual services to pay for transportation or bribes. Sexual violence is perpetrated as a form of retaliation (for alleged misconducts, impossibility for migrants to pay the requested fees, etc.), intimidation or coercion, as a means of payment, or with no purpose besides demonstration of power, misogyny, racism or sexual gratification. In many cases, it appears to have a financial dimension.

Gender thus shapes the entire trafficking in human beings' cycle and is critical in creating and exacerbating vulnerabilities. Despite this fact, many countries continue to ignore the gender dimensions advancing generic responses to address this crime. This Action will ensure that both male and female victims of trafficking as well as other groups such as LGBTI will benefit equally. Activities under the action will be tailor-made to the needs of the specific groups involved.

Activities will also take into account the patterns and root causes of all forms of gender-based violence, as well as the reporting bias by gender at investigation and prosecution stages. A gender equality approach will underpin all aspects of the project's implementation reinforced by the use of UNODC's Toolkit for mainstreaming human rights and gender equality into criminal justice interventions to address TIP and SOM developed under the EU-funded GLO.ACT project.

This will help to (1) ensure that approaches to promote and support human rights and gender equality are mutually reinforcing and (2) facilitate a nuanced response to vulnerability, in which gender is considered along with a range of other inter-connected factors including: economic disparity; conflict and displacement; environmental factors; poverty; natural and manmade disasters; disability; and discrimination based on factors such as sex, age, ethnicity and social grouping.

The project will strive to (1) incorporate gender-analysis research into training programs for duty bearers, law enforcement officers, prosecutors and judges, (2) advocate for raising awareness of the strong operational advantages that increased inclusion of women brings to criminal justice teams, (3) support services that address the intersectional needs of different vulnerable groups, including those that are particularly vulnerable as a result of age, ethnicity and/or gender discrimination, (4) confront stigmatization of those who have faced sexual and other forms of exploitation.

Human Rights

At all stages gender-responsive human rights-based approach principles participation, non-discrimination/equality, accountability and transparency applying to all rights will guide the planning and implementation of the action.

The project will pursue a victim and migrant centred, rights-based approach in line with the UNODC guidance note on the promotion of human rights. The HRBA (Human Rights Based Approach) underpins all aspects of the project's work and it is reinforced by the use of tools to assist staff in undertaking human rights and gender assessments. This approach is also in line with the EU Strategy on Combatting Trafficking in Human Beings (2021-2025) to address trafficking in human beings and the EU's renewed Action Plan against migrant smuggling which ensures the human rights of migrants. The human rights-based approach will underpin all aspects of the project's work and will be reinforced by the use of tools to assist staff in undertaking human rights and gender assessments.

Law enforcement officials are often the first point of contact for smuggled migrants and trafficked persons and it is essential that they have the knowledge, skills and motivation to treat them in an appropriate, humane and gender-sensitive manner, taking into account their vulnerable state at all stages of the criminal justice process. Officials also need to be able to refer them to the correct services. This will involve close collaboration with other, noncriminal justice actors. Further, it is essential that victims and witnesses be provided with protection and support in accessing justice, including through effective remedy and reparation. Specific modules for the protection of migrants and victims' rights will be included in all capacity building and awareness-raising activities provided in the framework of the project. Additionally, the project will seek to strengthen the protection of the rights of those subject to these criminal activities, in accordance with the SOM and TIP Protocols, including, where appropriate and feasible, by supporting the establishment and capacity building of specialized victim support units, and by promoting a legal framework compliant with the Protocols with respect to protection, assistance and non-criminalization of victims of human trafficking. With regard to children, the project will work to ensure that the classification or non-classification of a child as a victim of trafficking is not used to deny to any child the rights to which they are entitled simply by being children. This includes all rights under human right instruments, including the UN Convention on the Rights of the Child, to which all EU and programme partner States are a party as well as the 2021 EU Strategy on the rights of the child which includes actions at global level. The programme will mainstream protection to ensure that access to programme activities/services is provided on a safe, equal and fair basis and to prevent, reduce/mitigate and respond to the risks and consequences of violence, coercion, deliberate deprivation and abuse, in line with the European Commission guidelines on protection in humanitarian crises.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that the action does not specifically targeted people living with disabilities. However, the benefits of the action on stakeholders' capacities will have positive effects on people living with disabilities. There is an increased likelihood of abuse experienced by people with disability. As a result of pervasive stigma and stereotypes surrounding individuals with disabilities, smugglers and traffickers when possible focus on individuals with disabilities as targets in their crime, thinking that they will be easier to isolate and control. Some risk factors that smugglers and traffickers try to exploit may include gaps in education, societal isolation, and inadequate access to services and support. Individuals with disabilities may be targeted by traffickers because of vulnerability stemming

from their disability. Furthermore, victims of human trafficking may develop disabilities as a result of abuse at the hands of their traffickers. Victim-defendants' exposure to violence and coercive control has significant health consequences, including on cognitive development²⁴.

The Action is in line with the Convention on the Rights of Persons with Disabilities (CRPD), the EU Strategy for the Rights of Persons with Disabilities 2021-2030, and the EU Guidance Note Disability inclusion in EU external action.

Reduction of inequalities

N/A

Democracy

N/A

Conflict sensitivity, peace and resilience

N/A

Disaster Risk Reduction

N/A

Other considerations if relevant

N/A

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	Risk 1: Security and political stability in the partner countries, notably with respect to the risk of politization of migration	High	High	The Implementing Partner has strong partnerships with target countries and will maintain regular communication with key counterparts to allow for the identification of corrective measures, if needed, to ensure a smooth implementation of the project.
	Risk 2: Efforts to strengthen the response to trafficking in human beings and migrant smuggling are undermined by corruption/complicity of government officials	High	Medium	The Implementing Partner will work closely with its anticorruption specialist staff to ensure that the development of programme activities considers (1) the likelihood of complicity, (2) its potential impact and (3) opportunities to mitigate the complicity and/or its impact.
	Risk 3: Low level of attention dedicated to, and low prioritization of, addressing migrant smuggling and trafficking in human beings issues by the concerned national authorities, given the number of competing	Medium	High	The Implementing Partner will work to ensure that the activities supported are in line with countries' priority needs. For example, while ensuring that programme focus is maintained UNODC will consider training requests that equip criminal justice practitioners with skills that are transferrable to other international crime types. This will also mitigate the potential impact of staff turnover (risk 4).

²⁴https://www.unodc.org/documents/humantrafficking/2020/final_Female_victims_of_trafficking_for_sexual_exploitation_as_defendants.pdf

	priorities in the partner countries			
	Risk 4: Frequent turnover of officials limits the effectiveness of capacity building activities	High	High	The Implementing Partner will pursue a three-pronged strategy to address turnover: (1) discussions with counterpart countries with view to focusing training on staff likely to be in position for a minimum 2-3 years; (2) embedding of training in local institutions to facilitate wider coverage; and (3) as appropriate, integrating training into broader programmes, such as responding to all forms of organized crime, resulting in more officials with transferrable skills.
	Risk 5: Smuggled migrants and victims/survivors of trafficking in need of protection are reluctant, or deliberately seek, to avoid engagement with authorities	High	High	(1) advocating for services that address the needs of smuggled migrants, trafficking victims and integrate perspectives of survivors, (2) advocating for firewall policies that allow migrants in need and victims of trafficking to come forward to authorities without fear of retribution, (3) training for front-line officials and other relevant staff likely to come into contact with smuggled migrants and victims and survivors on victim-witness care and protection, including gender and cultural sensitivity and special measures for children, and (4) working to increase access to compensation if feasible.
	Risk 6: Potential COVID-19 or other pandemic outbreaks might impact project implementation	Medium	Medium	UNODC has developed a set of remote capacity building and dialogue methodologies and tools, which proved to be effective in continuing project implementation. Majority of project activities can be implemented with adjusting methodologies around potential Covid-19 implications. Additional communication channels, such as e-learning platforms and institutional focal points will also mitigate challenges posed by quarantine/ travel bans.
	Risk 7: Insufficient or inadequate gender mainstreaming could reinforce gender inequalities and the non-realisation of human rights in the sector and hinder the efficiency and sustainability of the action.	Medium	High	Knowledge and tools of gender mainstreaming are available. Gender-sensitive monitoring, use of sex-disaggregated data, and gender-sensitive indicators. Gender mainstreaming is applied in all phases of the project cycle.

Lessons Learnt:

In response to its mandates and at the request of countries affected by the same trafficking and smuggling routes, UNODC has been organizing bilateral meetings between investigators, immigration officials and prosecutors to share information about trends and patterns and explore, with the technical advice and inputs of UNODC experts, how they could support each other in active investigations and prosecutions. In 2022 alone, UNODC's Human Trafficking and Migrant Smuggling Section facilitated and organized bilateral and multilateral meetings between more than 20 countries of the Global South. They include in chronological order, meetings between, Ecuador – Peru, Ghana – Nigeria, Bangladesh - Costa Rica (followed by two follow up on-line meetings), Bangladesh – Nepal (to be followed by a tripartite meeting also involving India), Maldives – Sri Lanka, Costa Rica/Honduras/Dominican Republic – Uzbekistan (on-line), Dominican Republic – Turks and Caicos – Barbados, Egypt – Iraq, Colombia – Sri Lanka, Dominican Republic – Sri Lanka, Bangladesh-Libya, Bangladesh – Malaysia and Colombia – Dominican Republic.

UNODC implements a regional programme “Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa” (2019-2023) to step up efforts in the North Africa region to combat both crimes under the framework of the European Union Emergency Trust Fund / North of Africa Window to support international efforts to address migration challenges in the Mediterranean. The programme covers Egypt, Libya, Morocco, and Tunisia and focuses on the regional dimension of the fight against smugglers and traffickers while at the same time strengthening national criminal justice capacities and upholding the rights of migrants, refugees, asylum seekers and vulnerable groups. The sensitivity of the migration sector in the targeted countries, seems in some cases difficult to engage in policy dialogue over the issues of TiP and SoM with the relevant ministries and entities involved in the programme. Delivering joint and multi-stakeholder training at national level, and more specialised training at sector level were proved continuously relevant and further requested. Bilateral or regional exchanges within the programme among countries, namely on regional judicial cooperation in the fields of TiP and SoM, should also be further emphasized as pertinent, with extension to linkages with countries of origin.

UNODC organized over the years a number of joint bilateral simulation training courses on investigating and prosecuting migrant smuggling for multidisciplinary practitioners (Bosnia and Herzegovina-Montenegro; North Macedonia-Serbia), with a purpose to increase understanding, knowledge, expertise and skills of criminal justice to effectively investigate and prosecute migrant smuggling cases. It builds on a curricula on SoM developed and piloted in 2017-2018 and adapted to a specific bilateral context. Representatives of law enforcement, judiciary, protection and assistance services, academia and civil society were trained through applying blended learning with combined use of three UNODC e-learning modules on SoM (localized in local language) and case-based simulation in multidisciplinary and cross-border classroom and outdoor training settings. A specific module on gathering, preserving, and sharing electronic evidence with the overall aim to ensure efficiency in mutual legal assistance practice is developed and piloted. Maximized utilization of local expertise was prioritized by engaging as trainers the practitioners from both countries with personal experience working on SoM cases on which the simulation exercise was built on. It is also important to mention that bilateral trainings were recommended as a good practice by the Working Group on SoM in its recent resolutions.

In addition to the above, UNODC has also been organizing meetings between countries of origin/transit and countries of destination (including in the EU) aimed at dismantling active criminal networks operating across regions and facilitating direct interaction and exchange of information (e.g. Austria-Iraq, France-Iraq).

These UNODC actions resulted amongst others, in concrete and operational results such as the establishment of binational technical teams, the launch of new investigations, the exchange of information on active investigations and the facilitation of assistance, and protection to migrants stranded in transit countries and human trafficking victims.

Countries that participated in these actions recognized their usefulness and benefit in creating or strengthening channels of communication, and in equipping the practitioners involved with knowledge and skills allowing them to use available tools (the UNTOC, its supplementing Protocols or other regional and bilateral instruments) to engage and cooperate with each other.

3.5 The Intervention Logic

The underlying intervention logic for this action is to address the challenges of SoM and THB, as global crimes with constant changing routes, in the partner countries of the Global South that are less resourced. Support to South-South cooperation will be provided among partner countries along selected irregular migration routes in their criminal justice response to these crimes following a victim and rights-centred approach. This will be enabled through supporting direct contacts through expert mentors that will work across regions and the forging of direct cooperation between transit countries, engaging with NGOs, especially those involving or led by victims/survivors and migrants and facilitating participation in global policy discussions on SoM and THB.

On the macro-level the project activities are geared towards strengthening the national and cross-border responses to SoM and THB, while addressing challenges along the selected routes in Asia, Africa and Latin America that hinder efforts to better counter both crimes. In order to increase the engagement of developing countries of the Global South in **global policy debates** on the smuggling of migrants and trafficking in human beings and facilitate the sharing of best practices in key global processes, there is a need to support mobilizing the awareness, perceived relevance as well as the increased participation and active contribution of government experts as well as NGOs, human trafficking survivors and migrant representatives to multilateral processes. The Action will work to help ensure countries increasingly benefit from the accumulated knowledge that is shared at these meetings and allow them to contribute to relevant decisions.

There are a number of common patterns and challenges faced countries affected by the same migrant smuggling and trafficking routes. This offers opportunities for fostering a **bilateral and regional whole-of-route approach** in a number of areas. These areas include: (1) cooperation on criminal justice matters, including intelligence sharing and joint investigations (2) cooperation in supporting assistance and protection of smuggled migrants and trafficked human beings across borders; (3) joint training opportunities; and (4) sharing of knowledge and experience on responding to THB and SoM, including good practices, lessons learned and overcoming barriers and constraints to effective programming.

By **enhancing the protection environment** that could be victims of THB and aggravated SoM, with the support of selected civil society organizations (CSOs), the Action will seek to increase awareness and understanding of the needs of human trafficking victims and smuggled migrants in the Global South. This will include empowering civil society organizations, including survivor-led organizations, to interact with other stakeholders, share experiences and inform the design of anti-human trafficking and migrant smuggling policies, strengthen access to protection and assistance (health, access to justice) to smuggled migrants and victims of trafficking.

The Action will follow a ‘whole of route’ approach in tackling SoM and in THB in the Global South, identifying opportunities for supporting direct cooperation between partner countries and transit and destination countries.

The Logic of the Action can be outlined as follows:

IF practitioners in countries of the global south receive adequate mentoring and training, participate in networks at the regional and global level and meet with each other to discuss and understand better complex transregional patterns and trends of trafficking in human beings and migrant smuggling, AND if a sufficient level of attention on the part of relevant agencies in the concerned countries is maintained throughout the action and the turnover of relevant officials is limited, THEN the capacity and skills of criminal justice practitioners from the Global South to use the knowledge acquired to investigate migrant smuggling and trafficking in human beings will be increased

IF the tools available to promote participation of smuggled migrants and survivors in criminal justice process are strengthened, engagement, exchanges and interaction of survivors and civil society organizations from the Global South is encouraged and sharing of experiences at the regional and global level is strengthened, AND if survivor's interest and willingness to participate in those processes remains alive, THEN cooperation between civil society and Government actors to develop victim-centred, survivor and trauma informed policy frameworks in the Global South will be strengthened.

IF promising and better practices on addressing trafficking in human beings and migrant smuggling are identified, disseminated and discussed in multilateral and global fora, but also at the regional level, with the participation, contribution and feedback of and Government experts stakeholders from Global South countries, AND if professional

with a sufficient level of expertise participate in the debates, THEN the understanding of manifestations of trafficking and smuggling in the Global South will be increased and help shape better policy responses in multilateral for a.

Ultimately,

IF the capacity and skills of criminal justice practitioners from the Global South to use the knowledge acquired to investigate migrant smuggling and trafficking in human beings will be increased, IF cooperation between civil society and Government actors to develop victim-centred, survivor and trauma informed policy frameworks in the Global South will be strengthened, and IF the understanding of manifestations of trafficking and smuggling in the Global South will be increased and help shape better policy responses in multilateral fora, THEN south – south cooperation to investigate and prosecute trafficking and smuggling of migrants and to better assist and protect the people that are the object of those crimes will be improved, and better multilateral policy responses, targeted to the needs of the countries of the Global South, will be reached.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention. On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To promote action and cooperation at the global level against trafficking in human beings and the smuggling of migrants	<p>1 Number of victims of trafficking, smuggled migrants and other vulnerable migrants identified and assisted by government authorities and civil society organizations (with breakdown by age and gender) as reported by partner countries</p> <p>2 Number of THB/SoM cases investigated as reported by partner countries</p>	<p>1 To be determined during the inception phase</p> <p>2 To be determined during the inception phase</p>	<p>1 minimum 20% increase in the number of THB victims/smuggled migrants and other vulnerable migrants assisted in countries (disaggregated by gender and age)</p> <p>2 minimum 20% increase in THB/SOM cases investigated by assisted countries</p>	<p>Data from UNODC Global Reports</p> <p>Country Reports provided through the UNTOC Review Mechanism</p> <p>National statistics as provided to UNODC by partner countries through:</p> <ul style="list-style-type: none"> • SHERLOC • Country Questionnaires • In-person and online communication • Surveys • Feedback Forms • Assessment missions <p>Project monitoring and learning system</p>	<i>Not applicable</i>
Outcome 1	1 Enhance South-South cooperation in investigating and prosecuting smuggling of migrants and trafficking in human beings	<p>1.1 Number of new bilateral or multilateral, formal or informal networks and initiatives established as a result of project activities.</p> <p>1.2 Number of arrests and victims identified as a result of cross-border law enforcement operations supported by the EU</p>	<p>1.1. Baseline: 0</p> <p>1.2. Baseline: 0</p>	<p>1.1 At least 3 informal networks in 3 years</p> <p>1.2 At least 30 arrests and identifications in 3 years</p>	<p>Assessment reports</p> <p>Mission reports</p> <p>End-of-training and/or workshop evaluation surveys</p> <p>Online and in-person communication with key stakeholders</p>	<p>Partner countries are willing to address barriers to effective action including through (1) ensuring appropriate participation in project activities and (2) addressing frequent rotation of individuals in key positions.</p> <p>Partner countries have the adequate absorption capacity</p>

		(disaggregated by sex, age and whenever possible disability)			<p>from partner countries</p> <p>UNODC Toolkit: For mainstreaming Human Rights and Gender Equality into criminal justice interventions to address trafficking in persons and smuggling of migrants</p> <p>Project monitoring and learning system</p>	<p>(including sufficient and experienced staff) to benefit from participation in Action activities and ultimately take over ownership.</p> <p>National and provincial authorities are committed to investigate and/or prosecute THB and SoM cases, following a human rights-based and gender equal approach.</p>
Outcome 2	2 Strengthen assistance and protection, gender-responsive, frameworks for victims of trafficking in human beings and smuggled migrants	2.1 Number of initiatives on identification, referral and assistance to (adult and child) victims of trafficking, smuggled migrants and other vulnerable migrants, in line with international standards	2.1 Baseline: 0	2.1 At least 6 initiatives in 3 years	<p>Data from UNODC Global Report on TIP and Global Study on SoM or similar studies conducted by UNODC.</p> <p>Reports from other UN agencies and international organizations.</p> <p>Workshop reports, including recommendations.</p> <p>Mission reports.</p> <p>Public announcements by partner countries.</p> <p>Responses to the Review Mechanism questionnaire</p>	<p>Assisted partner countries are committed to acknowledge and address the need for enhanced victim protection and assistance, including through engagement of civil society.</p> <p>Improved access to assistance services will build trust and encourage victims of trafficking and vulnerable migrants to cooperate and disclose criminals.</p>

					<p>UNODC Toolkit: For mainstreaming Human Rights and Gender Equality into criminal justice interventions to address trafficking in persons and smuggling of migrants</p> <p>Project monitoring and learning system</p>	
Outcome 3	<p>3 Promote the contribution of Countries in the Global South to the determination of global priorities against trafficking in human beings and the smuggling of migrants</p>	<p>3.1 Number of decisions, resolutions, sets of recommendations or other measures related to THB and SoM adopted by UN bodies and organs (including treaty bodies) with input from partner countries</p> <p>3.2 Number of measures taken by government (i.e. protection, prevention, prosecution of traffickers, coordination and cooperation among key actors, knowledge) to combat trafficking in human beings (GAP III)</p>	<p>3.1 Baseline: 0</p>	<p>3.1 At least 4 in 3 years</p>	<p>Reports adopted by UN bodies (including treaty bodies) and organs.</p> <p>UNODC reports submitted to UN bodies and organs, including those published on relevant websites.</p> <p>Meeting and event-related documentation (agenda, meeting minutes and post-implementation reports).</p> <p>Advocacy work, short-term initiatives such as World Days</p> <p>Interagency reporting and correspondence.</p> <p>Press releases, papers, issue briefs and joint statements</p>	<p>Political and/or institutional commitment to and active engagement by partner countries to pursue necessary steps to develop and/or strengthen international policies and legal frameworks against THB and SoM.</p> <p>Commitment to evidence-based, rights-based and gender responsive interventions among national counterparts is not fully undermined by political or other considerations.</p>

					available on ICAT, UNNM, UNODC and other UN multilateral bodies and organ websites. Internal UNODC Activity Reporting documents.	
Output 1 relating to Outcome 1	1.1 Upgraded skills of criminal justice practitioners in detecting transregional routes and flows and in effectively investigating them	1.1.1 Number of participants trained/mentored and coached with EU support (disaggregated by sex)	1.1.1 Baseline: 0	1.1.1 At least 100 people trained, with at least 10 trained in each assisted partner country	Criminal justice system capacity building strategy for THB and SoM Agendas and lists of participants End-of-workshop and follow-up evaluation questionnaires Assessment reports Mission reports Project monitoring and learning system	Assisted partner countries retain essential foundation stones on which to build an effective response to THB and SoM Partner countries nominate qualified officials to participate in training/mentoring/coaching activities. Skills/expertise gained from training/mentoring/coaching activities are effectively applied in the investigation and/or prosecution of THB/SoM cases.
Output 2 relating to Outcome 1	1.2 Increased capacity to engage in formal and informal South-South cooperation through a “whole -of-the-route” approach	1.2.1 Number of initiatives to support the exchange between criminal justice professionals (network of judges, prosecutors, litigation surgeries), promoting gender-responsive approach with EU support 1.2.2 Number of exchanges facilitated to support effective mutual legal assistance in criminal matters related to THB and SoM	1.2.1 Baseline: 0 1.2.2 Baseline: 0	1.2.1 At least 2 initiatives 1.2.2 2.1.3 At least 2 exchanges	Criminal justice system capacity building strategy for THB and SoM Agendas and lists of participants End-of-workshop and follow-up evaluation questionnaires Assessment reports	Assisted partner countries retain essential foundation stones on which to build an effective response to THB and SoM Partner countries nominate qualified officials to participate in training/mentoring/coaching activities. Skills/expertise gained from training/mentoring/coaching activities are effectively applied

					Mission reports Project monitoring and learning system	in the investigation and/or prosecution of THB/SoM cases.
Output 3 relating to Outcome 1	1.3 Increased knowledge on substantive issues relating to trafficking in human beings and smuggling of migrants and emerging from UN, intergovernmental and other global policy fora	1.3.1 Number of knowledge products, tools and training manuals and thematic guidelines produced with EU support; to support effective criminal justice responses to THB/SoM, including gender-responsiveness 1.3.2 Number of participants trained/mentored and coached with EU support (disaggregates by sex)	1.3.1 Baseline: 0 1.3.2 Baseline: 0	1.3.1 At least 2 knowledge products, tools and training manuals and thematic guidelines 1.3.2 At least 100 people trained, with at least 10 trained in each assisted partner country	Adapted and/or newly developed training materials incorporated in training curricula Agendas and lists of participants End-of-workshop and follow-up evaluation questionnaires Assessment reports Mission reports Partnership agreements with national training academies and/or educational institutions Launch and dissemination events of publications developed Project monitoring and learning system	Knowledge products, tools, training materials, SOPs and thematic guidelines, produced and adopted are being applied to investigate and prosecute THB and/or SoM cases, following a victim-centred approach.
Output 1 relating to Outcome 2	2.1 Development and piloting of a survivor and trauma informed approach to support and protection of victims of human trafficking integrating the	2.1.1 Number of tools, materials, MoUs, and guidelines produced to support trauma informed, victims-centered and survivor informed models of assistance and protection in criminal justice	2.1.1 Baseline: 0	2.1.1 At least 2 tools, materials, MoUs, guidelines in 3 years	Data from UNODC Global Report on TIP and Global Study on SOM or similar	Assisted partner countries are committed to acknowledge and address the need for enhanced victim protection and

	survivors' perspective, in all their diversity and tailored to the needs and capacities of countries in the Global South	procedures, with gender-responsive approach to address the needs of victims of THB and and the protection of the human rights of smuggled migrants, with EU support			<p>studies conducted by UNODC.</p> <p>Reports from other UN agencies and international organizations.</p> <p>Workshop reports, including recommendations.</p> <p>Mission reports.</p> <p>Public announcements by partner countries.</p> <p>Responses to the Review Mechanism questionnaire</p> <p>UNODC Toolkit: For mainstreaming Human Rights and Gender Equality into criminal justice interventions to address trafficking in persons and smuggling of migrants</p> <p>Project monitoring and learning system</p>	<p>assistance, including through engagement of civil society.</p> <p>Improved access to assistance services will build trust and encourage victims of trafficking and vulnerable migrants to cooperate and disclose criminals.</p> <p>Partner countries nominate qualified officials to participate in training activities.</p> <p>Skills/expertise gained from training activities are effectively applied</p>
Output 2 relating to Outcome 2	2.2 Foster engagement and participation of survivor led organisations and persons with lived experience in policy making in the Global South and in regional and	2.2.1 Number of initiatives (workshops, events, exchanges, consultations, etc.) with other actors, such as academia, the private sector and civil society including women and youth	2.2.1 Baseline: 0	<p>2.2.1 At least 2 initiatives in 3 years</p> <p>2.2.2 At least 100 victims and smuggled migrants identified and</p>	<p>Electronic and in-person communication with key stakeholders</p> <p>Assessment Reports</p>	Government counterparts in partner countries willing to cooperate and engage with NGOs/CSOs in providing victim and survivor support services

	global policy/intergovernmental fora	<p>organizations and survivor led organisations, with EU support</p> <p>2.2.2 Number of victims and/or survivors of trafficking identified and referred or assisted by government authorities and/or civil society organizations with EU support, as reported by assisted partner countries (disaggregated by status (migrant or not migrant), age and gender)</p>	2.2.2 Baseline: 0	referred or assisted by government authorities and/or civil society organizations in 3 years	<p>Mission Reports.</p> <p>Project Monitoring System.</p> <p>End-of-workshop and follow-up evaluation questionnaires.</p> <p>Agenda and lists of participants.</p> <p>Responses to the Review Mechanism questionnaire</p> <p>UNODC Toolkit: For mainstreaming Human Rights and Gender Equality into criminal justice interventions to address trafficking in persons and smuggling of migrants.</p>	<p>Partner countries actors dedicated to integrating victim and survivor voices into national measures to protect and assist victims of trafficking.</p> <p>Assisted partner countries are committed to acknowledge and address the need for enhanced victim protection and assistance, including through engagement of civil society.</p> <p>Improved access to assistance services will build trust and encourage victims of trafficking and vulnerable migrants to cooperate and disclose criminals.</p>
Output 3 relating to Outcome 2	2.3 Closer cooperation among civil society actors on the identification of, and assistance to victims of human trafficking and vulnerable migrants	<p>2.3.1 Number of governments, NGO victim support agency staff, health professionals, and other relevant stakeholders trained with EU support to assist those in need of protection, in line with international standards (disaggregated by participant gender, type of training and target group focus)</p> <p>2.3.2 Number of informal cooperation networks between</p>	<p>2.3.1 Baseline: 0</p> <p>2.3.2 Baseline: 0</p>	<p>2.3.1 At least 100 people trained, with at least 10 trained in each assisted partner country</p> <p>2.3.2 At least 3 informal cooperation networks created</p>	<p>Electronic and in-person communication with key stakeholders</p> <p>Assessment Reports</p> <p>Mission Reports.</p> <p>Project Monitoring System.</p>	<p>Government counterparts in partner countries willing to cooperate and engage with NGOs/CSOs in providing victim and survivor support services</p> <p>NGOs/CSOs have sufficient capacity and resources to provide support to those in need</p> <p>Assisted partner countries are committed to acknowledge and</p>

		government and civil society created to share information and good practices related to the protection of the human rights of migrants, with EU support			<p>End-of-workshop and follow-up evaluation questionnaires.</p> <p>Agenda and lists of participants.</p> <p>Responses to the Review Mechanism questionnaire</p> <p>UNODC Toolkit: For mainstreaming Human Rights and Gender Equality into criminal justice interventions to address trafficking in persons and smuggling of migrants.</p>	<p>address the need for enhanced victim protection and assistance, including through engagement of civil society.</p> <p>Improved access to assistance services will build trust and encourage victims of trafficking and vulnerable migrants to cooperate and disclose criminals.</p>
Output 1 relating to Outcome 3	3.1 Improved capacity to identify successes and challenges in addressing trafficking in human beings and smuggling of migrants and share them with UN and international fora defining global policy and best practice	3.1.1. Number of activities undertaken with EU support to promote participation of UN Member States and Civil Society in consultative and decision-making processes against THB and SoM (side events, public meetings, bilateral consultations or briefings) including in the UNTOC Review Mechanism of the TIP and SOM Protocols.	3.1.1 Baseline: 0	3.1.1 At least 6 activities in 3 years	<p>UNODC reporting submitted to UN bodies and organs</p> <p>Reports and background papers available on UNODC and other UN or multilateral bodies and organ websites</p> <p>Meeting and event-related documentation, including agenda and post-implementation reports</p>	<p>Political and/or institutional commitment to and active engagement by partner countries to pursue necessary steps to participate in consultative and decision-making processes against THB and SoM defining global policy and best practice</p> <p>Assisted partner countries addressing frequent rotation of individuals in key positions and retain essential foundation stones on which to build an effective response to THB and SoM.</p> <p>Partner countries nominate qualified officials to participate</p>

					Internal UNODC activity reports	in consultative and decision-making processes against THB and SoM
Output 2 relating to Outcome 3	3.2 Deeper understanding of the forms and manifestations of trafficking in human beings and smuggling of migrants affecting countries in the Global South	<p>3.2.1 Number of strategy and policy guidance materials, position papers, tools or case analysis addressing emerging issues in the Global South, developed, contributed to or adapted with EU support to inform implementation at UN and international fora defining global policy and best practice of counter-THB and SoM</p> <p>3.2.2 Number of exchanges facilitated between countries in the Global South to provide inputs to or make use of interagency SoM and THB policy/guidance resources</p>	3.2.1 Baseline: 0	<p>3.2.1 At least 10 guidance, materials, tools, case analysis in 3 years</p> <p>3.2.2 At least 3 exchanges facilitated on interagency policy resources</p>	<p>UNODC reporting submitted to UN bodies and organs</p> <p>Reports and background papers available on UNODC and other UN or multilateral bodies and organ websites</p> <p>Meeting and event-related documentation, including agenda and post-implementation reports</p> <p>Internal UNODC activity reports</p>	<p>Political and/or institutional commitment to and active engagement by partner countries to pursue necessary steps to participate in consultative and decision-making processes against THB and SoM defining global policy and best practice</p> <p>Assisted partner countries addressing frequent rotation of individuals in key positions and retain essential foundation stones on which to build an effective response to THB and SoM.</p> <p>Partner countries nominate qualified officials to participate in consultative and decision-making processes against THB and SoM</p>

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with partner countries.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is **60 months** from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures²⁵.

4.3.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with the United Nations Office on Drugs and Crime – UNODC. The implementation entails Enhance South-South Cooperation, Strengthen assistance and protection, Promote the determination of global priorities.

The envisaged entity has been selected using the following criteria:

- Important norm-setter in the field of organized crime, corruption and drugs
- UNODC performs functions of secretariat for the Conference of the Parties (CoP) to the United Nations Convention Against Transnational Organized Crime (UNTOC), including its three protocols thereto (against trafficking in persons, smuggling of migrants and trafficking in firearms), and the Conference of the States Parties (CoSP) to the UNCAC. As such, it is also tasked with supporting the implementation review mechanisms of both conventions
- Strong link with many survivor organizations from different geographic regions and has undertaken public campaigns to amplify their message and support their engagement and contributions to policy-making processes.
- Experience and track record managing international cooperation programmes in the area of migration management and SOM/TIP at the global level, operational capacity to identify key stakeholders (e.g. in judiciary, police), to have access to and mobilise expertise to address specific capacity building activities, capacity to generate data for the proper implementation of the Action.
- Experience of successful implementation of global, regional and national EU-funded actions targeting human trafficking and migrant smuggling across diverse regions of the Global South.

In case the envisaged entity would need to be replaced, the Commission's services may select another replacement entity using the same above criteria.

²⁵ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4.4 Indicative Budget

Indicative Budget components²⁶	EU contribution (amount in EUR for 2023)	Third-party contribution, in EUR
Implementation modalities – cf. section 4.3 Indirect management with UNODC	5 000 000	50 000
Specific Objective (SO) 1 Enhance South-South cooperation in investigating and prosecuting smuggling of migrants and trafficking in human beings	2 730 000	
Specific Objective (SO) 2 Strengthen assistance and protection frameworks for victims of trafficking in human beings and smuggled migrants	1 700 000	
Specific Objective (SO) 3 Promote the contribution of Countries in the Global South to the determination of global priorities against trafficking in human beings and the smuggling of migrants	570 000	
Evaluation – cf. section 5.2 Audit – cf. section 5.3	may be covered by another Decision ²⁷	
Totals	5 000 000	50 000

4.5 Organisational Set-up and Responsibilities

A Project Steering Committee will be established, composed of representatives of the European Commission and UNODC as well as relevant EU services. This Steering Committee is to ensure the overall coherence of the Action, acting as the highest governance structure and providing political guidance.

The Project Steering Committees will be responsible for tracking progress of the project, documenting lessons learned and ensuring they are applied to the Action. The Steering Committee will indicatively meet at least twice a year, in Brussels or remotely, with the first meeting taking place at the end of the inception phase, so that the findings of the inception period can be presented to the SC and decisions on the way forward can be taken. The Steering Committee will also be responsible for all project decision-making that impacts the project, such as the necessity to make changes to the project given changing contextual circumstances, to extend the project, or seizing new opportunities for engagement with key stakeholders.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

²⁶ N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.

²⁷ Where the action is not covered by a financing agreement (see section 4.1), but ‘will be covered by another Decision’ as it is unlikely that evaluation and audit contracts on this action would be concluded within N+1. These contracts have to be authorised by another Financing Decision.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The implementing partner will be responsible for monitoring and reporting on indicators of the logframe matrix, including the collection of baselines and data collection in the inception phase of the action.

All monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach, and rights of persons with disabilities including inclusion and diversity Indicators shall be disaggregated at least by sex.

5.2 Evaluation

Having regard to the nature of the action, a final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that this is an innovative action on children on the move data. All evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least 15 days in advance of the dates envisaged for the evaluation missions, The implementing partner shall collaborate efficiently and effectively with the evaluation experts and inter-alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination.

The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measures constituting a Financing decision.

5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner

countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

Appendix 1 REPORTING IN OPSYS

A Primary Intervention²⁸ (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

Action level (i.e. Budget Support, blending)		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level (i.e. top-up cases, different phases of a single programme)		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSY#):
Contract level		
<input type="checkbox"/>	Single Contract 1	
Group of contracts level (i.e. series of programme estimates, cases in which an Action includes for example four contracts and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other)		
<input type="checkbox"/>	Group of contracts 1	

²⁸ For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'Action' and 'Intervention' where an 'Action' is the content (or part of the content) of a Commission financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).

