



UNIAP

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Project on Human Trafficking



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List of Acronyms

ACWF	All China Women's Federation
ADB	Asia Development Bank
AHTD	Anti-Human Trafficking Division
APRC	Asia Pacific Regional Centre (UNDP)
ARCPPT	Asia Regional Cooperation to Prevent People Trafficking
ARTIP	Asia Regional Trafficking in Persons Project
ASEAN	Association of South East Asian Nations
ASEAN MLAT	Association of South East Asian Nations – Mutual Legal Assistance Treaty
ATD	Anti-Trafficking Division
ATU	Anti-Trafficking Unit
AusAID	Australian Agency for International Development
BLO	Border Liaison Offices
BCC	Behaviour Change Communication
BCATIP	Border Cooperation Against Trafficking in Persons
CBTIP	Central Body for the Suppression of Trafficking in Person
CCPCR	Cambodian Centre for the Protection of Children's Rights
CLPDHR	Cambodian League for the Promotion and Defence of Human Rights
CIDA	Canadian International Development Agency
CSO	Civil Society Organisation
CCA	Common Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COMMIT	Coordinated Mekong Ministerial Initiative against Trafficking
CPO	Country Project Office
CP-TING	Project to Prevent Trafficking in Girls and Young Women for Labour Exploitation within China, ILO
CSAGA	Centre for Studies and Applied Sciences in Gender-Family-Women and Adolescents
CSEC	Commercial Sexual Exploitation of Children
DSDW	Department of Social Development and Welfare
DFID	Department for International Development (of the UK government)
DSI	Department of Special Investigations, Thailand
DSW	Department of Social Welfare
ECPAT	End Child Prostitution, Child Pornography and Trafficking in Children for Exploitation
EMC	Emerging Markets Consulting
GMS	Greater Mekong Sub-region
HLWG	High Level Working Group to Lead the Suppression of Human Trafficking, Smuggling, Labour Exploitation and Sexual Exploitation of Women and Children, Cambodia
IEC	Information, Education and Communication
ILO	International Labour Organisation
ILO-TICW	LO-IPEC Mekong Sub-regional Project to Combat Trafficking in Children and Women
ILO-TRIANGLE	ILO Tripartite Action to Protect Migrants within the GMS from Labour Exploitation
IMM	Inter-Ministerial Meeting
IMJMM	Inter-Ministerial Joint Meeting Mechanism
INGO	International Non-Governmental Organisation
IOM	International Organisation for Migration
IPEC	International Programme on the Elimination of Child Labour

KWCD	Khmer Women's Centre for Development
LPN	Labour Rights Promotion Network
LSCW	Legal Support for Children and Women
Lao PDR	Lao People's Democratic Republic
LWU	Lao Women's Union
LYU	Lao Youth Union
MDG	Millennium Development Goal
MoEYS	Ministry of Education, Youth and Sports
MoFA	Ministry of Foreign Affairs
MoHA	Ministry of Home Affairs
MLSW	Ministry of Labour and Social Welfare
MMEA	Malaysian Maritime Enforcement Authority
Mol	Ministry of Interior
MoJ	Ministry of Justice
MoLISA	Ministry of Labour Invalids, and Social Affairs
MoLVT	Ministry of Labour and Vocational Training
MoPS	Ministry of Public Security
MoSAVY	Ministry of Social Affairs, Veterans and Youth Rehabilitation
MoT	Ministry of Tourism
MoU	Memorandum of Understanding
MoWA	Ministry of Women's Affairs
MSDHS	Ministry of Social Development and Human Security
MTE	Mid-Term Evaluation
MTV EXIT	Music Television – End Exploitation and Trafficking
MYF	Mekong Youth Forum
NC/STSLs	National Committee to Lead the Suppression of Human Trafficking, Smuggling, Labour Exploitation and Sexual Exploitation of Women and Children, Cambodia
NOCHT	National Operation Centre on Prevention and Suppression of Human, Thailand
NPA	National Plan of Action
NPC	National Project Coordinator
NTF	National Task Force
NTP	National Training Programme
NZAID	New Zealand Agency for International Development
PDD	Project Design Document
PMO	Project Management Office
POCHT	Provincial Operation Centre on Prevention and Suppression of Human Trafficking, Thailand
PPC	Project Proposal Concept
PSC	Project Steering Committee
RMO	Regional Management Office
RTP	Regional Training Programme
SADIA	Sarawak Dayak Iban Association
SCUK	Save the Children UK
SDC	Swiss Agency for Development and Cooperation
SIDA	Swedish International Development Agency
SIREN	Strategic Information Response Network
SOM	Senior Officials Meeting
SOP	Standard Operating Procedure
SPA	Sub-regional Plan of Action

TCCC	Transnational Crime Coordination Centre
THALACC	Thai-Lao Cross-border Cooperation Collaboration on Tracing Missing Trafficked Victims in Thailand
TIP	Trafficking in Persons
ToT	Training of trainers
TPO	Transcultural Psychosocial Organization
UN	United Nations
UN-ACT	UN Action for Cooperation against Trafficking in Persons
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	UN Economic, Social and Cultural Organisation
UNFPA	UN Population Fund
UNIAP	United Nations Inter-Agency Project on Human Trafficking
UNICEF	UN Children's Fund
UNODC	UN Office on Drugs and Crime
UNRC	UN Resident Coordinator
UNTOC	United Nations Convention against Transnational Organized Crime
USDoS	United States Department of State
USAID	United States Agency for International Development
WHO	World Health Organisation

Executive Summary

This report presents an account of the work of the UN Inter-Agency Project against Human Trafficking (UNIAP) Phase III, from 2007-2014, which has involved a broad range of interventions against human trafficking with a range of stakeholders from all anti-trafficking sectors. UNIAP has operated in the Greater Mekong Sub-region (GMS) since 2000, when several UN agencies came together to create the project to facilitate a stronger and more coordinated response to human trafficking in GMS. Having been recognized as a sub-region with particular prevalence of human trafficking, there has been growing understanding and recognition of the problem in the years since. As a proxy for understanding the prevalence in the region, the ILO Global Estimate of Forced Labour¹ estimated that some 11.7 million people in the Asia-Pacific were in conditions of forced labour in 2012.

The overall goal of UNIAP from 2007 to 2014 was “to make a tangible and sustained impact on human trafficking in the Greater Mekong Sub-Region”. Four key objectives were identified for this purpose:

- Supporting the GMS governments in the continued development and institutionalization of effective multi-sectorial approaches to combat trafficking;
- Maximizing the UN’s contribution to the overall anti-trafficking response, including the COMMIT Process;
- Facilitating optimal allocation and targeting of anti-trafficking resources; and
- Continuing to play a catalytic role in the anti-trafficking response by identifying and supporting special projects to address new and emerging issues and opportunities.

The Project focused on increasing the project’s technical assistance role to the counter-trafficking sector, as well as combining overall policy development with counter-trafficking action on the ground. A significant focus of UNIAP’s work during Phase III was its secretariat role to the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) that pulls together Cambodia, China, Lao PDR, Myanmar,

Viet Nam and Thailand. The COMMIT Process was created with the signing of a Memorandum of Understanding (MoU) in 2004 and the implementation of Sub-regional Plans of Action (SPAs) since. At the country level, the process is governed by multidisciplinary COMMIT Task Forces, which bring together all relevant governmental agencies dealing with human trafficking. The Heads of the national COMMIT Task Forces or other senior representatives also meet regularly at the sub-regional level to coordinate their responses and define priorities for action. In meeting UNIAP’s further objectives, a number of initiatives were developed to conduct data collection and analysis on trafficking patterns in the GMS, and projects to address identified priorities and gaps. These included the Strategic Information and Response Network (SIREN) and Underserved Victims initiatives, amongst others, which sought to progress the understanding of human trafficking and its dynamics, as well as to determine the needs of victims and advance justice.

Despite significant challenges such as the complex nature of the project with a large number of stakeholders involved in the implementation of activities at different levels and with different approaches, as well as the diversity among the countries in COMMIT and limited funding in the sector, UNIAP succeeded in making a significant contribution to the anti-trafficking work in the GMS region. Among some of the most significant areas of impact that UNIAP contributed to are:

- ***A shift in the trafficking discourse:*** The trafficking discourse has progressed from focusing solely on sexual exploitation of women and children, to a broader understanding of human trafficking including labour exploitation affecting men as well as women and children. UNIAP research has shed light on the conditions in factories, plantations, construction sites, and fishing boats, and contributed to the recognition of male experiences of trafficking. This recognition resulted in interventions to provide support services also for male victims of labour trafficking, many of which were piloted with the support of UNIAP.

¹ ILO 2012 Global Estimate of Forced Labour, International Labour Office Special Action Project to Combat Forced Labour.

- **A deeper and broader evidence base:** Through UNIAP's data collection, analysis and providing fora for sharing information and experiences, as well as documenting and publicising trafficking trends, the information and intelligence base on human trafficking has developed significantly. The use of new methodologies, such as sentinel surveillance, has contributed to a more robust evidence base to ensure that anti-trafficking efforts are responding to the demonstrated needs.
- **More rigorous policy frameworks agreements and cooperation:** With the support of UNIAP, most countries in the GMS now have legislation and/or policies recognising human trafficking in compliance with the international definition. In 2014, Cambodia, Myanmar, Thailand, and Viet Nam have comprehensive anti-trafficking laws with provisions to protect victims, and further policy frameworks vital in providing the basis for broader anti-trafficking work. The National Plans of Action and cooperation between agencies, also provide clear indications of the progress in this area.
- **Increased cross-border cooperation in anti-trafficking:** Support by UNIAP to the operationalization of the COMMIT MoU through bilateral agreements and cross-border interventions has facilitated the safe return and repatriation of victims as well as law enforcement cooperation in sharing information and pursuing traffickers. Trafficked persons pursuing criminal justice have benefited from this cooperation, through the increased capacity of law enforcement and victim support agencies, and with translation and other support. In some instances study trips have been supported where there is concrete gain from sharing knowledge, experience and frameworks and which has resulted in an increase of victims being returned through official channels with attached support structures.
- **Institutionalisation of a multi-disciplinary approach:** Through its role as the COMMIT secretariat and its understanding of the governmental structures and support systems in each country, UNIAP was able to support the formation of national COMMIT Task Forces and their related annual work plans. These Task Forces pulled together key ministries and other crucial actors in anti-trafficking work and thereby greatly facilitated the institutionalisation of multi-disciplinary approaches. This is particularly important in anti-trafficking efforts due to the complexity and multi-faceted nature of the issue. Prior to the establishment of COMMIT, few countries in the region were formally addressing the problem through such an approach.
- **Increased leader- and ownership of the anti-trafficking work by the governments:** By the end of the third phase of UNIAP, all six GMS countries have dedicated anti-trafficking mechanisms with an increase in direct funding allocated by the governments themselves. In Myanmar, the national budget allocated to anti-trafficking programmes has more than doubled during UNIAP Phase III, consistent with UNIAP's advocacy for such progress, and other countries in the region also significantly fund anti-trafficking efforts.
- **Institutionalisation of regional and national capacity building programmes:** A high level of UNIAP planning and resources was devoted to building capacity of anti-trafficking partners in government and civil society. Development and execution of these programmes has been valued by stakeholders as both an effective and important aspect in anti-trafficking efforts. In some countries, such as Cambodia, training on anti-trafficking has now been included in national curricula for specific professional groups. At the same time, it has also been noted that the effectiveness of capacity building efforts targeted towards individuals have been inhibited by their rotation to unrelated positions after receiving training.
- **Increased cooperation between civil society and government:** UNIAP has often served as a bridge between civil society and government. Through its unique approach that includes activities at the grassroots level all the way up to the highest policy makers, UNIAP has provided space for different actors to come together and build trust and confidence. This in turn has supported progress toward more effective anti-trafficking efforts where policies are informed by the real needs on the ground and where the front lines responders get the support they need from policy makers. This is an area of work that will need continued support and strengthening.

Throughout the duration of UNIAP, monitoring and evaluation (M&E) was a weak area in the management of the project, which caused particular difficulties when analyzing the impact of project activities. M&E is particularly difficult in such a complex project as UNIAP, with several levels of implementation in different countries, and different degrees of ability to gather and validate information on progress. A lesson learned from UNIAP is that a dedicated post for M&E is necessary to ensure that the adequate level of monitoring is maintained throughout the project cycle as well as building the capacity of counterparts, in this case the governments.

The progress that has been achieved to date by UNIAP and partners has built a solid foundation in anti-trafficking efforts. Yet, with the scale of human trafficking ever more apparent and the broad range of needs identified, UNIAP led an extensive visioning exercise in early 2013 which included consultations with over 200 stakeholders in six countries and at the regional level. The consultations recognized that trafficking is a complex,

multi-dimensional crime that can only be countered by a cross-border and cross-sectorial response. Understanding that increased and more strategic collaboration between stakeholders is still required, it was found that there was a need for a project to play a role, which UNDP is well placed to support. For this purpose a new regional project has been developed: Action for Cooperation against Trafficking in Persons (UN-ACT) which will start in early 2014, building on the achievements of UNIAP, and with a vision to combat human trafficking in cooperation with partners in the sector over the next five years.

UNIAP Phase III has been managed by a Regional Management Office (RMO) in Bangkok, with country project offices (CPOs) in the capitals of Cambodia, China, Lao PDR, Myanmar, Thailand and Viet Nam. The seven UNIAP offices had a combined staff of approximately 30 throughout the course of Phase III and a 2007-2014 budget of US\$17.9 million, or just under US\$3 million per year throughout most of its final phase.

1. Introduction

“The Special Rapporteur has long maintained that, in order to effectively address the serious challenge to humanity posed by the phenomenon of trafficking in persons, better cooperation among countries of origin, transit and destination is required. In this regard, she has notably stressed her conviction that regional and sub-regional mechanisms “play a key role in providing a response that is both multilateral and sufficiently close to countries’ realities and the specificities within a certain region.”²

The UN Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region (UNIAP) was an anti-human trafficking project in the Greater Mekong Sub-region (GMS), which was implemented from 2000-2014. The project was initially established by a number of different UN agencies with the aim of creating an overarching mechanism for the co-ordination of anti-trafficking initiatives. The purpose was to create a more harmonized and effective rights-based response to the evolving crime of human trafficking in the GMS.

UNIAP was housed within the UNDP, but was inter-agency in a broad sense, with active engagement of government, civil society, and other partners in addition to other UN agencies. It addressed all “4Ps” of the anti-human trafficking paradigm: Policy, Prevention, Protection, and Prosecution. The project was managed by a regional office based in Bangkok, Thailand with presence in the six countries in the GMS: Cambodia, China, Lao PDR, Myanmar, Thailand, and Viet Nam.

Over the course of the 14 years of UNIAP, over US\$25 million was invested into the project to fund and/or implement a wide variety of activities, ranging from trainings, coordination meetings and workshops, to campaigns, research, and a host of other anti-trafficking initiatives. Most were carried out in partnership with the GMS governments and other partners, while some of the projects were implemented primarily by UNIAP.

This report covers the implementation period of UNIAP Phase III, i.e. a seven-year, \$17.9 million phase that ran from 2007 to 2014. The report aims to capture the main results, findings and impacts achieved during this third and final phase of UNIAP.

1.1 Human trafficking in the Greater Mekong Sub-region

Human Trafficking is defined in the Human Trafficking Protocol to the UN Convention on Transnational Organized Crime as “the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation”.³ It is a transnational organized crime of global reach, generating an estimated US 32 billion in annual revenues⁴. As such, human trafficking ranks as one of the world’s largest transnational criminal industries, estimated as second only to the trade in illicit drugs, and the fastest growing.

First and foremost, human trafficking constitutes an egregious form of human rights abuse. From forced labour and sexual exploitation, to marriage trafficking and the trade in infants and organs, the crime of human trafficking often results in terrible and lasting physical and psychological scars and in some cases even death. While estimates of the number of persons trafficked worldwide vary, ILO research from 2012⁵ indicates that an estimated 20.9 million persons (equivalent to 3 out of every 1,000 people globally), are subjected to forced labour. Even this figure is largely considered a conservative estimate given the clandestine nature of the crime, and the methodology that was applied in reaching this number. A recent index measuring “modern-day slavery,” released in October 2013 by the organization Walk Free, put the figure at almost 30 million for a broader category including forced labour, trafficking, and other forms of servitude such as child marriage.⁶

² United Nations (2011). Report of the Special Rapporteur on trafficking in persons, especially women and children, Joy Ngozi Ezeilo: Consultation on the role of regional and subregional mechanisms in international efforts to counter trafficking in persons, especially in women and children. New York, General Assembly: 14

³ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (2000), often referred to also as the Palermo Protocol.

⁴ Forced Labour and Human Trafficking: Estimating the Profits, ILO 2005.

⁵ ILO 2012 Global Estimate of Forced Labour, International Labour Office Special Action Project to Combat Forced Labour. While forced labour is not synonymous with human trafficking, there is significant overlap in the definitions, and the ILO estimates are arguably the most reliable for the phenomenon available at present.

⁶ Global Slavery Index, Walk Free 2013. The Index measures the size of the modern slavery problem, country by country. It provides a quantitative ranking of 162 countries around the world according to the estimated prevalence of modern slavery.



Figure 1. ILO Global Estimate of Forced Labour Report, 2012

The Asia-Pacific region records by far the highest rates of human trafficking in the world, with an estimated 11.7 million people from the region in conditions of forced labour at any given point in time. Still, variations of prevalence also exist within the regions. UNODC's 2012 Global Report on Trafficking in Persons⁷ demonstrated that, while human trafficking is truly a global phenomenon, it most commonly occurs intra-regionally, with each region and sub-region experiencing unique and geographically characterized patterns of origins and destinations.

Within the Asia-Pacific region, the GMS features some of the most extensive and specific flows of migration and human trafficking. These flows are characterized by strong cross-border patterns shaped by factors such as cultural linkages, traditional migration trends, long and porous borders, as well as significant disparities in the socio-economic development levels of the countries therein.

Human trafficking in the GMS is widely known for sexual exploitation. However, it is by now clear that widespread trafficking for labour exploitation is also highly prevalent, given the demand for cheap labour for agriculture, construction, manufacturing, fishing, and other industries. This exploitation is unevenly distributed throughout the region, with destination sites both in and out of the GMS, and migration flows originating in generally poorer areas with less economic opportunities or with other social issues. Economic disparity is often a significant factor in this movement between and within countries in the GMS, but the illegal operations of brokers, exploitative employers, and those who collaborate with them, are what drive the crime of human trafficking.

Gender disparities mean that trafficking in persons affects men and women in different ways. They experience distinct challenges based on existing legal and policy frameworks and encounter distinct barriers to accessing justice. Gender-specific vulnerabilities are often not understood well enough to allow adequate targeting of capacity development, prevention, protection and response initiatives. In general terms, trafficking in Southeast Asia affects men and women in different ways; women and girls are trafficked for sexual exploitation and domestic and other forms of labour, while men and boys are primarily trafficked into forced labour on fishing boats, in factories and other forms of forced labour. However, there are many types of trafficking of forced labour in which men and women are both vulnerable, such as in factories and plantations, while young males are also vulnerable to sexual exploitation in some patterns.

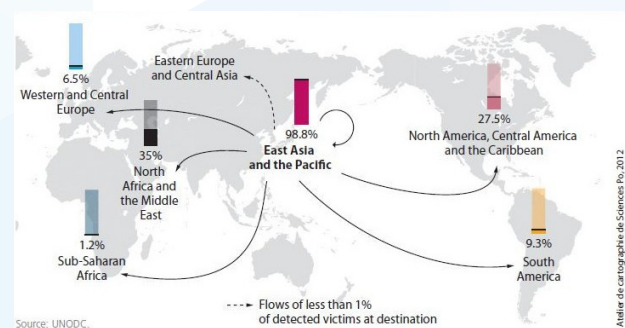


Figure 2. Proportion of trafficked East Asians among the total number of victims detected at specific destinations, 2007-2010⁸

⁷ UNODC's 2012 Global Report on Trafficking in Persons for more information.

⁸ See UNODC's 2012 Global Report on Trafficking in Persons for more information.

Children are a particularly vulnerable group to human trafficking. Children from impoverished families are highly vulnerable to forced labour, including domestic servitude, and are also trafficked to beg on the streets in destination countries. Research in Cambodia has shown that child sex traffickers have adopted new tactics designed to evade prosecution; increasingly, commercial sexual exploitation of children occurs in locations other than brothels, often through the use of additional brokers, by those in commercial establishments.

The initial focus of anti-trafficking work on trafficking for sexual exploitation, meant that support programmes were initially established to support women and girls. Men who are victims of trafficking face the problem that they are less 'visible', with less attention, in terms of policy, programmes, or public awareness, given to their situation. This limits the assistance and avenues of redress provided for trafficked men and, correspondingly, the disincentives and punishments for traffickers of men. It also reinforces the stereotype that 'men migrate, but women are trafficked'. The negative impact of this is felt across the gender spectrum. While men are not protected under laws and policies designed for trafficked women and children, the perception of trafficked women as weak, ignorant and without agency is also reinforced, benefiting neither men nor women. This was confirmed in the 'After Trafficking' study on the (re)integration of trafficking victims, which found that existing research, data, prevailing attitudes, and lack of systematic analysis of the effects of trafficking on men, as well as their needs for support, has meant that reintegration programmes have not been targeted or established on the scale that is required.⁹

Vulnerability to human trafficking stems in large part from the high levels of irregular migration, but vulnerabilities also exist through regular migration. For the socially and economically excluded, and the relatively poor, the means by which these migration channels are entered, through incurring debt from moneylenders for example, may put them at greater risk.

All of the above mentioned factors, including the differences in human trafficking patterns and priorities in different parts of the GMS, as well as the different partners and resources available to address the issue, have shaped the human trafficking situation and accordingly, the anti-trafficking response delivered by projects such as UNIAP.

1.2 UNIAP

UNIAP was established in 2000 to facilitate a stronger and

more coordinated response to human trafficking in the Greater Mekong Sub-region (GMS). The project was managed by a regional management office (RMO) in Bangkok, with country project offices (CPOs) in the capitals of Cambodia, China, Lao PDR, Myanmar, Thailand and Viet Nam. The seven UNIAP offices had a combined staff of approximately 35 throughout the course of Phase III, a significant increase from previous phases due to the development of in-house technical expertise at the regional and country levels. UNIAP, which was administered by UNDP, had a 2007-2014 budget of US\$17.9 million, or just under US\$3 million per year throughout most of its final phase.

UNIAP had three phases:

- UNIAP Phase I (2000-2003) concentrated on creating linkages between the range of different organizations involved in combating trafficking, using its broad and responsive mandate to address emerging issues, and supporting new small-scale pilot initiatives.
- UNIAP Phase II (2004-2006) was viewed as a consolidation of the project and achievements under Phase I. It was ultimately focused on facilitating the development of a sub-regional Memorandum of Understanding (MoU) between the six governments of the GMS, accompanied by a Plan of Action to help governments fulfill the commitments made under the MoU, a process now known as the Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT).
- UNIAP Phase III (2007-2013) focused on increasing the project's technical assistance role to the counter-trafficking sector, as well as combining overall policy development with counter-trafficking action on the ground. The goal during this phase was to make "a tangible and sustained impact on human trafficking in the GMS through continued advancement of a more cohesive, strategic and incisive response".

UNIAP applied a human rights based approach throughout the implementation of its activities, i.e. an approach that is normatively based on international human rights standards and is operationally directed to promoting and protecting human rights. A human rights based approach to trafficking in persons therefore requires an analysis of the ways in which human rights violations arise throughout the trafficking cycle, as well as of States' obligations under international human rights law. For UNIAP, this meant that advocacy for policy change was grounded in international human rights standards (evidenced for example by the victims-centered

⁹ After Trafficking: Experiences and Challenges in the (Re)integration of Trafficked Persons in the Greater Mekong Sub-region, 2013. www.no-trafficking.org/reintegration_resources.html

approach in the COMMIT MoU). Activities such as training for law enforcement, shelter staff and other service providers emphasized the importance of empowering trafficked persons and awareness campaigns for vulnerable groups focused on their rights and how to protect them.

1.3 The COMMIT Process

The main focus of UNIAP's work was its support to the Coordinated Mekong Ministerial Initiative against Human Trafficking Process (COMMIT), a sub-regional inter-government process in the GMS. COMMIT is a formal alliance of the six countries in the GMS established to sustain cross-border cooperation and collaboration in addressing human trafficking, created with the support of UNIAP Phase II in 2004. The main actors in the COMMIT Process are the six GMS governments themselves. At the country level, the Process is governed by multidisciplinary COMMIT Task Forces, which bring together all relevant governmental agencies dealing with human trafficking. The Heads of the national COMMIT Task Forces or other senior representatives also meet regularly at the sub-regional level to coordinate their responses and define priorities for action.

The COMMIT Process was formalized with the signing of a Memorandum of Understanding (MoU) in Yangon, Myanmar, in October 2004. Significantly, the agreement represented an acknowledgement of the need for a human rights-based, multi-sectorial approach to tackle human trafficking collectively in the Greater Mekong Sub-region. It was regarded as the first critical step towards a sub-regional mechanism for cooperation, addressing human trafficking comprehensively as defined by the UN Human Trafficking Protocol. The MoU was signed at the ministerial level at the First Inter-Ministerial Meeting (IMM1), including representatives of such ministries as social welfare, home affairs, and public security. The governments confirmed their commitment to the aspirations through Joint Declarations at the further Inter-Ministerial Meetings II and III, in December 2007 in Beijing and January 2012 in Hanoi, respectively. The COMMIT MoU is composed of five areas: policy and cooperation; legal frameworks, law enforcement and justice; protection, recovery and reintegration; preventive measures; and development of mechanisms going forward to implement and monitor activities under the signed MoU. The COMMIT Process is based on the understanding that an inter-governmental and inter-ministerial approach is

necessary to tackle the broad and complex issue of human trafficking that goes beyond the mandate of any one ministry or government.

The objectives of the COMMIT Process are to:

1. Promote and strengthen systems and arrangements of inter-country and regional cooperation against human trafficking;
2. Establish a holistic regional response, covering all aspects of the human trafficking problem and ensuring that concern for the victim is at the center of all interventions;
3. Identify and adapt successful models in one country to be shared with others as appropriate; and
4. Enhance national capacities to address human trafficking in order to facilitate each country's engagement at the sub-regional level, building on existing strengths in each country.

To operationalize the MoU along identified regional priorities, the COMMIT governments have developed Sub-regional Plans of Action (SPAs). Three such SPAs have been developed and implemented since the establishment of COMMIT in 2004, i.e. SPAI (2005-2007), SPAII (2008-2010) and SPAIII (2011-2013, extended to cover 2014). SPAs are translated into action at the national level through annual COMMIT work plans, which in most countries align to broader, multi-year National Plans of Action (NPAs) to combat trafficking. At the national level there are inter-ministerial COMMIT Task Forces in each country, which normally include ministries of social welfare, immigration, foreign affairs, women's affairs, amongst others, and chaired in four of the six countries by the ministry responsible for public security. The national Task Forces are responsible for developing the annual work plans and coordinating with the secretariat, i.e. UNIAP, on administrative, technical and management issues.

UNIAP has served as secretariat to COMMIT since its inception in 2004, providing on-going technical and financial assistance to this inter-governmental alliance. UNIAP has also supported the monitoring and implementation of programs and activities under the COMMIT Sub-regional Plans of Action (COMMIT SPAs), working closely with UN and civil society partners to align additional technical and financial resources.

2. Achievements under UNIAP Phase III (2007 – 2014)

The overall goal of UNIAP from 2007 to 2014 was “to make a tangible and sustained impact on human trafficking in the Greater Mekong Sub-Region”. Four main objectives were identified for this purpose, oriented towards key constituencies of governments, civil society, UN partners and the broader anti-trafficking community. To this end, UNIAP Phase III was aimed at:

- Supporting the GMS governments in the continued development and institutionalization of effective multi-sectorial approaches to combat trafficking;
- Maximizing the UN’s contribution to the overall anti-trafficking response, including the COMMIT Process;
- Facilitating optimal allocation and targeting of anti-trafficking resources; and
- Continuing to play a catalytic role in the anti-trafficking response by identifying and supporting special projects to address new and emerging issues and opportunities.

Throughout UNIAP’s 14 years, the project was entirely independently funded by bilateral and multilateral donors, and some foundations. Hence it did not receive any core funds from the UN system or from any UN inter-agency partners. Phase III was initially launched as a three-year

phase, from 2007-2009, but was extended from 2009 to 2011, then subsequently to 2013, and finally to its conclusion in March 2014. It was however only fully funded in late 2012, when the project was able to raise sufficient funds to cover all program and indirect costs for the remainder of the phase.

2.1 OBJECTIVE 1: To support governments in the continued development and institutionalization of effective multi-sectorial approaches to combat trafficking

The main focus of UNIAP Phase III was in assisting GMS governments to develop mechanisms and implement effective responses to human trafficking, such as the implementation of national plans and the establishment of relevant coordinating bodies in order to enable effective regional cooperation. Activities included support for the implementation of the COMMIT Sub-regional Plans of Action (SPAs) and National Plans of Action (NPAs); the strengthening of inter-ministerial COMMIT Task Forces and other national coordinating bodies in all countries; building national and regional capacity to effectively tackle the problem of human trafficking among key responsible agencies; and ensuring national, bilateral and regional complementarities in all anti-trafficking interventions. This component also encompassed UNIAP’s role and responsibilities as secretariat to the COMMIT Process.

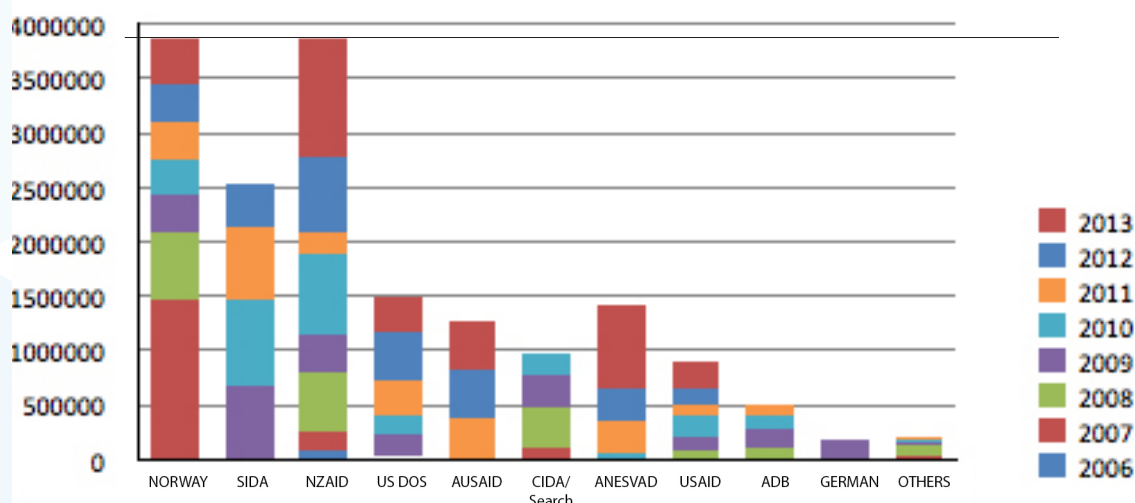


Figure 3. Donor funds received by UNIAP between 2006 and 2013 based on UNIAP figures

2.1.1 Progress at the national level

CAMBODIA



Cambodia has established several mechanisms to address the issue of human trafficking. In 1999, the Ministry of Women's Affairs (MoWA) formed the Department of Legal Protection, which included an Office of Prevention of Trafficking in Women and Children. The Ministry of Interior (MoI) established the Office of Anti-Human Trafficking and Juvenile Protection in 1996, which was upgraded to the Department of Anti-Human Trafficking and Juvenile Protection in 2002. In addition, the National Royal Gendarmerie established the Section on Anti-Human Trafficking in 2002 and the Office of Anti-Human Trafficking in 2009. The Ministry of Social Affairs, Veterans and Youth Rehabilitation (MoSVY) established the Department of Anti-Human Trafficking and Reintegration in 2011. These bodies were coordinated by the COMMIT Task Force with support from UNIAP until the end of 2009, when the National Committee to Lead the Suppression of Human Trafficking, Smuggling, Labour Exploitation and Sexual Exploitation of Women and Children was established.

Although UNIAP and partners raised the issue of male victims as early as 2004, the issue received more recognition in 2007 when UNIAP published a report on labour exploitation ("Exploitative Labour Brokerage Practices"). The report was distributed to stakeholders and used in advocacy, through which channels it compelled government officials to act on this phenomenon. This in turn led to the development of Guidelines on Procedures for Reintegration of Male Victims of Human Trafficking, approved by MoSVY in 2011. UNIAP provided both financial and technical support for the development of these guidelines.

In 2007, the government also established the National Task Force (NTF) to implement bilateral and multilateral agreements and MoUs between the Royal Government of

- Domestic trafficking of children and women for commercial sexual exploitation.
- Domestic trafficking in Cambodia is largely from rural to urban areas, of children and women into domestic servitude.
- Trafficking occurs within broader labour migration trends to Thailand of men, women, and children for labour exploitation (especially begging, construction, agriculture, and fishing) and women and girls for sexual exploitation and domestic work.
- Trafficking of children occurs to Viet Nam for begging
- Trafficking of men and women occurs to Malaysia for labour exploitation.
- Trafficking occurs further abroad to countries such as Saudi Arabia for domestic work, and Taiwan and Korea for marriage.

Cambodia and other relevant countries for eliminating trafficking in persons and assisting victims of trafficking, led by the Ministry of Women's Affairs (MoWA). In the same year, a large-scale police operation was launched to combat trafficking, which resulted in the establishment of the High Level Working Group to Lead the Suppression of Human Trafficking, Smuggling, Labour Exploitation and Sexual Exploitation of Women and Children (HLWG), led by the Ministry of Interior.

In late 2009, the NTF and the HLWG were combined to form a stronger national mechanism, the National Committee to Lead the Suppression of Human Trafficking, Smuggling, Labour Exploitation and Sexual Exploitation of Women and Children (NC/STSL), led by the Deputy Prime Minister and Minister of Interior. To improve the effectiveness of its work, the NC/STSL established a secretariat, led by the Secretary of State of the Ministry of Interior and supported by eight technical Working Groups. These groups operate at the national and sub-national levels, and focus on: Prevention; Protection, Rehabilitation, Reintegration and Repatriation; Law Enforcement; Justice; International Cooperation; Child Affairs; Migration; and Monitoring and Evaluation. UNIAP functions as the vice-chair of the International Cooperation Working Group.

Currently, all of the counter-trafficking bodies are under the authority of NC/STSL, with the exception of the COMMIT Task Force, which is led by the Ministry of Women's Affairs and works in close collaboration with NC/STSL.

UNIAP was instrumental in establishing both COMMIT and NC/STSLs, and has also been able to promote a multi-sectorial approach through coordinating the development of the COMMIT work plans, with the participation of eleven ministries and inter-agency partners.

Several new policies have been put in place since 2007, including: the Law on Suppression of Human Trafficking and Sexual Exploitation and its commentary notes; the Policy on the Minimum Standard for the Protection of the Rights of the Trafficked Victims; Amended Agreement between Cambodia and Viet Nam; the Standard Operating Procedures (SOP) between Cambodia and Viet Nam for the Identification and Repatriation of Trafficked Victims; the Association of South East Asian Nations (ASEAN) Declaration on the Protection and Promotion of the Rights of Migrant Workers; and the 2nd NPA to combat human trafficking. In addition to the above, Cambodia has participated in a variety of key regional counter-trafficking meetings and conducted on-going capacity building efforts on counter-trafficking.

Despite the significant policy-level changes have occurred in Cambodia, implementation of these policies still remains limited. Cooperation remains weak among the parties in the criminal justice response system, including between the police and gendarmerie and/or competent authorities, prosecutors and

judges in dealing with human trafficking cases. A proper complaint mechanism is also still lacking to settle grievances, and the prosecution of perpetrators in the destination countries remains a key challenge.

The initial strained relationship between the government and IOs and NGOs working on human trafficking has improved in recent years, with UNIAP playing a catalyst role in helping to foster a gradually closer working relationship between civil society and the Cambodian government.

There are no government shelters for victims of human trafficking, except for one transit center located in Poipet. Different NGOs run 20 shelters for female and child victims of trafficking but there are no shelters for male victims.

A quality standard for shelter services has not yet been set across the country and there is only limited funding available to assist family members of victims. Increased participation of the private sector in anti-trafficking efforts is also needed.

The Cambodian Government has demonstrated determination to combat human trafficking through various structural reforms and an increase, albeit small, in the national budget for counter trafficking in the country. However, as in many other countries, proper monitoring and evaluation systems, impact assessments on prevention efforts and comprehensive data of human trafficking are also lacking.

CHINA



- The majority of human trafficking cases identified in China are internal trafficking cases.
- China is a destination country for trafficked persons from Lao PDR, Viet Nam, Russia, Korea and Myanmar.
- Destinations for Chinese trafficked persons include Thailand, Malaysia, some countries in Africa, Europe and America.
- Trafficking occurs in the form of forced marriages, illegal adoption, sexual exploitation and labour exploitation.
- Increase in forced prostitution, forced labour, forced begging and theft.
- Increase in the use of violence in cross-border trafficking crimes

Human trafficking began to receive more intensive media attention in China in 2007, following reports of trafficking of children for adoption, trafficking of women for forced marriage and sexual exploitation, and trafficking of children and persons with disabilities into forced begging. By 2013,

China had adopted two successive National Plans of Action (NPAs) to combat human trafficking, and amended its criminal law (in 2009 and in 2011) to better comply with the Human Trafficking protocol with regards to forced labour and organ trafficking.

Following the launch of the COMMIT Process and subsequently of UNIAP Phase III in 2007, China launched its first NPA against human trafficking and set up a multi-sector coordination mechanism to address human trafficking in a more collaborative way. Chinese police launched a number of special operations in hotspot regions including Yunnan, Sichuan and Guangxi, and worked closely with counterparts in Viet Nam and Myanmar to conduct joint border operations to combat cross-border trafficking. The All China Women's Federation (ACWF) launched projects in targeted source and destination provinces to prevent trafficking among migrant populations. ACWF piloted a protection project in Guangxi to assist the recovery and rehabilitation of women victims and developed a number of working tools to assist the psycho-social recovery of trafficked women. Support has also been provided by UNIAP to the police to build three transit centers to facilitate the protection of cross-border trafficking victims before their return and repatriation.

UNIAP supported the development of an Operational Guide for Anti-Trafficking Police which local police officers can consult when handling human trafficking cases with regards to victim identification, cross-sector collaboration, victim referral, and cross border victim return and repatriation. UNIAP also supported the establishment of a GMS-language interpreter team to support cross-border case investigation, which greatly accelerated the speed of case investigations and support to trafficked persons. Once the language barriers were removed, several hundred victims were identified within the first two months and several traffickers detained.

Cooperation on counter-trafficking issues has improved between various ministries and government departments in China, notably between the Ministry of Public Security, All China Women's Federation, Ministry of Civil Affairs, and Supreme People's Court, which have issued joint policies regarding prosecution, prevention, and victim protection. In addition, the Inter-Ministerial Joint Meeting Mechanism (IMJMM), comprising 33 members of the Communist Party and government ministries is working well, with annual and thematic meetings and information shared on a monthly basis.

UNIAP as secretariat of COMMIT supported the IJMM annual training workshops which brought all member ministries together to exchange good practices and discuss future collaborations. In addition, UNIAP supported the convening of national COMMIT Task Force meetings, bringing together representatives of eight core ministries working

on counter-trafficking. This platform increased information sharing, identifying and resolving challenges, discussion on trafficking issues, and led to the development of a number of joint initiatives based on the outcomes of the meetings.

A number of government agencies launched anti-trafficking campaigns through television, online and print media, led by the Ministry of Public Security. Numerous documentaries and animations were produced and broadcast to extensively publicize the issue of human trafficking and raise awareness, improving understanding of human trafficking among the general public. In addition to awareness-raising, UNIAP introduced the Behavior Change Communication theory into the design and development of counter-trafficking projects in China.

With the support of UNIAP, shelters under the administration of the Ministry of Civil Affairs have started providing interim care to victims of human trafficking, and shelter managers and staff in most provinces have received training. In addition a shelter operational guide to assist victims of trafficking was developed and disseminated to all shelters. According to statistics provided by the Ministry of Civil Affairs, the shelters provide interim care to over 20,000 people on an annual basis.

UNIAP has played a bridging role between civil society and the Chinese government through establishing contacts, facilitating communication, and supporting NGOs in the development of work plans and implementation of activities. In 2012, the UNIAP China office also started to support capacity building and networking among NGOs throughout the country.

While human trafficking is still prevalent in China in 2013, its characteristics are very different to the situation in 2007. First, trafficking of children for adoption has decreased significantly due to intensive efforts by the police. Trafficking of Chinese women for forced marriage has also decreased, along with trafficking of children and disabled persons into begging. However, cross border trafficking cases appear to have increased in recent years, including the trafficking of women from other countries into China for prostitution and forced marriage. Trafficking of women for sexual exploitation, and of men for labour exploitation, is still common. The clandestine nature of these crimes and the fact that only a few cases are reported to the police as trafficking cases, coupled with the lack of relevant research and data, make it difficult to estimate the true scale of the problem. More relevant human trafficking research and specific data is therefore needed to better target counter-trafficking efforts.

LAO PDR



The Lao government and provincial authorities' understanding of issues and trends related to human trafficking has significantly improved since 2007. Prior to 2007, the issue was particularly sensitive and the central government refused to accept that human trafficking occurred in the country as it had limited understanding and knowledge about the phenomenon. There was similarly limited understanding among local communities and villagers, even though human trafficking was prevalent in their communities. UNIAP, through significant training and advocacy efforts engaging relevant governmental agencies, has played an important role in these improvements throughout Phase III. In addition, UNIAP has invested considerable efforts at including the media in the broader anti-trafficking work in the country. Initiatives have included raising their awareness and understanding of human trafficking, and trainings on ethical considerations in reporting on the crime. Reporting by media has since increased significantly, which has likely impacted not only the awareness of policy-makers but also the wider public.

Following the signature of the COMMIT MoU in 2004, the government of Lao PDR with support from UNIAP, established its COMMIT Task Force, led by the Ministry of Labour and Social Welfare (MLSW), and the National Steering Committee on Anti-human Trafficking, chaired by the Deputy Prime Minister. MLSW led the COMMIT Task Force until the end of 2007 and the Ministry of Public Security

- *Trafficking of Lao PDR victims to Thailand and within Thailand after migrating voluntarily in search of work.*
- *Victims are found in domestic work, the entertainment sector, agriculture, fisheries, and garment factories.*
- *Domestic trafficking has also been reported, with women and girls trafficked into the entertainment sector for sexual exploitation, and men and boys trafficked in the agriculture industry.*
- *Developments in transportation and communication networks have led to increases in migration and associated trafficking.*

(MPS) assumed leadership from 2008 onwards. In 2010, the Anti-Human Trafficking Department was established within MPS, comprising of a secretariat division, and coordinating over 28 secretariat members from line ministries including MLSW, Lao Women's Union, Ministry of Foreign Affairs, Lao Youth Union, Ministry of Justice, and others.

The Lao government currently has several structures and mechanisms in place to combat human trafficking. UNIAP played an important coordination role between government and development partners in introducing a multi-sectorial approach adopted by government, UN, and civil society partners. This was achieved through UNIAP's facilitation of the Human Trafficking Working Group, a key channel through which government and other anti-trafficking stakeholders in Lao PDR have been able to collaborate and share critical information. However, Lao PDR's National Plan of Action has not yet been operationalized as a related implementation decree remains to be developed since its approval.

Current strengths in the anti-trafficking response in Lao PDR include effective coordination among stakeholders, cooperation with the government, bilateral agreements, and ongoing negotiations with neighboring countries affected by and impacting human trafficking, i.e. Thailand, China, and Viet Nam. This cooperation has supported development of a more timely response in addressing cases of human trafficking.

Bilateral cooperation on human trafficking is most developed with Thailand and an MoU between the two countries has been agreed and in effect since 2005.

UNIAP, through technical and other support, provided crucial impetus to the bilateral negotiation process, which,

upon conclusion, has since resulted in significantly higher numbers of trafficked persons being identified and repatriated to Lao PDR.¹⁰ However, despite significant progress in recent years, Lao PDR still lacks structures that are fully dedicated to dealing with the issue of human trafficking, and does not have comprehensive legislation against trafficking in persons. As mentioned above, it also remains the last GMS country, which has not yet implemented an NPA, although

steps have been taken towards this, and similarly towards anti-trafficking legislation. Lack of willingness on behalf of the government to support initiatives or dedicate adequate funding to anti-human trafficking activities, as well as its reliance on financial support from stakeholders, has hampered the response and its efficiency. The response also suffers from the limited amount of available and reliable data about human trafficking related to the country.

MYANMAR



Informal migration and trafficking from Myanmar was an issue identified by the government through the 1990s and early 2000s. In 2004, the central Anti-Trafficking Unit (ATU) was created and an Anti-Trafficking in Persons Law was enacted in 2005. By the start of 2007, there was recognition of the trafficking problem, but the focus remained on sex trafficking, with very little attention paid to labour or internal trafficking, or the trafficking of men. At the time, a key means to preventing cross-border trafficking was seen to be preventing irregular migration, with fines imposed on those found to have migrated in this way.

In 2007, Myanmar's first 5-year NPA to Combat Human Trafficking was brought into effect under the Central Body for Suppression of Trafficking in Persons (CBTIP, under the Ministry of Home Affairs), developed with the support of

- Myanmar is a source country for men, women, and children who are trafficked primarily to China, Thailand, Malaysia and Singapore, while victims from Myanmar have also been identified in Indonesia, East Timor, South Korea and Macau.
- Trafficking to China is primarily of girls and young women for marriage.
- Myanmar victims of trafficking in Thailand and Malaysia often initially migrate for work voluntarily, but find themselves trafficked at the destination into forced labour in factories, plantations, fishing boats, domestic servitude, commercial sexual exploitation, and begging.
- Myanmar children are particularly vulnerable to domestic unlawful migration, and to trafficking into Thailand and Malaysia for forced street hawking and begging, or to work in retail agriculture, or small-scale industries.
- Trends of internal trafficking are coming to light.

UNIAP. This saw the development of the ATU's network of Anti-Trafficking Task Forces (ATTFs) across the country to respond to trafficking and significant progress in anti-trafficking efforts, with monitoring of trafficking cases and reporting on trends. UNIAP supported the implementation of activities under the NPA and then also development of the Second NPA (2012-16). As a result of advocacy from UNIAP, the government consulted with international organizations and civil society through the Human Trafficking Working Group on the development of the NPA and continues to consult on further policies and initiatives. In 2013, a re-structuring of efforts saw the creation of Anti-Trafficking in Persons Division (ATIP, under CBTIP) with an expanded mandate beyond the ATU and increased resources. The Border Cooperation on Anti-Trafficking in Persons (BCATIP) mechanism with Thailand and Border Liaison Offices (BLOs) with China have been established to support coordination in cross-border cases, with support from UNIAP.

¹⁰ The numbers of officially identified and repatriated Lao trafficked persons in and from Thailand more than tripled in the first year after the MoUs signing and has since remained at significantly higher levels than prior to 2005.

Through the developments over this period, various forms of trafficking have become recognized in Myanmar beyond sexual exploitation, including forced marriage, and labour outcomes such as trafficking into domestic work, fishing boats, factories, plantations, and begging, including to internal destinations. Safe migration is now accepted as a key prevention strategy and preventing migration is therefore no longer considered an indicator of successful anti-trafficking work. A regulation penalizing those who returned after irregular migration has been revoked and support provided to both regular and irregular migrant workers has increased, with issuance of passports and nationality verification. Migration management and migrant protection policies have been put into place, with dialogues convened to further determine ways to make migration safer, and formal channels cheaper and more accessible.

Through regional and national COMMIT trainings and sensitizations, including visits to migrant communities in Thailand, officials have changed policies and attitudes to safe migration. Further, through cross-border cooperation with Thailand, officials have visited Myanmar victims in Thai government shelters to understand the needs and situations of the victims, with support from UNIAP.

With regards to the care of victims on return to Myanmar, a policy of compulsory shelter stays was eliminated as a result of evidence provided at consultation with survivors'

workshops, organized by UNIAP and World Vision. These developments have taken place as a result of the broader information base on trafficking patterns that has been built and the work of different agencies, government and non-government, to address trafficking patterns. For example, UNIAP supported government efforts in determining the prevention intervention needs in the country and highlighting that this would most effectively be conducted in partnership with civil society, at the same time helping to create the forum for this exchange. In broader terms, Myanmar's political reforms and democratization process has re-engaged development partners and UN agencies, with the ILO having agreed an Action Plan on Forced Labour with the government, after years of restrictions due to government policy and practice on the issue. Contentious issues such as the use of child soldiers are also being addressed.

Despite this progress there remain significant challenges in Myanmar. The poor socio-economic environment continues to drive large scale migration, much of which is through informal channels, putting migrants at risk. Conflicts in some parts of the country have also created vulnerability to trafficking and limit further any potential for successful reintegration efforts for returned trafficked persons. Limited government infrastructure makes it difficult for the government to monitor and manage these trends.

THAILAND



- Thai victims are trafficked to different regions around the world, namely the US, Europe, Middle East, and Asia for forced labour, sexual exploitation and domestic servitude.
- Trafficking occurs of migrants, who travel to border towns of Thailand in search of better job opportunities, but are deceived by brokers and transported to destination provinces for labour or sexual exploitation.
- Victims trafficked to Thailand are mainly from Lao PDR, Myanmar, Cambodia and Viet Nam.
- Many Cambodian migrants, mostly women and young children, are trafficked to beg in big cities in Thailand.

Prior to 2007, anti-trafficking structures in Thailand were based on a range of legislation and policies, with the foundation in the 'Measures for Prevention and Suppression of Trafficking in Women and Children Act' (1997). While the focus was primarily on trafficking of women and children, the multi-disciplinary approach had been officially promoted with agreements in different regions of the country on how to cooperate in addressing human trafficking. Operation Centers on Human Trafficking were in place to address trafficking at three levels: provincial, national, and international. The main functions of these centers were to coordinate the concerned organizations among the public and private sectors, and communities; to protect and assist victims of trafficking; and to develop relevant policies, campaigns and information.

In 2008, the Anti-Trafficking in Persons Act B.E. 2551 (2008) came into effect broadening the scope of trafficking crimes in line with the Palermo Protocol. This was timely given that a number of significant labour trafficking cases came to light through civil society and coordination with authorities. Under this legislation, a new structure was put into place overseen by two committees, the Anti-Trafficking in Persons Committee (ATP Committee) and the Coordinating and Monitoring of Anti-Trafficking in Persons Performance Committee (CMP Committee), to implement the law. The Ministry of Social Development and Human Security oversees the implementation of the National Plans of Action against human trafficking, and act as the focal point for a victim-centered approach with a network of shelters for victims nationwide. The government works closely with origin countries on family tracing and assessment, as well as on nationality verification in order to ensure safe and timely victim repatriation. In addition, Thailand has allocated a significant annual budget to implement anti-trafficking work each year. Both the Anti-Human Trafficking Division (AHTD, under the Royal Thai Police) and the Department of Special Investigations (DSI, under the Ministry of Justice) have roles and responsibilities related to investigation of human trafficking cases, which have evolved over this period.

The profile of human trafficking in Thailand presents considerable challenges to the government's anti-trafficking efforts however, recognized as a key destination of human trafficking in the region as well as a source and transit country. Trafficking into Thailand often occurs within labour

migration trends from neighboring countries with significantly lower socio-economic development. With long and porous borders and activity of brokers, irregular migration is easily facilitated to meet labour demands in low-skilled labour sectors. The recruitment and labour conditions in which many migrants work often have various indicators of trafficking.

Analyses of these by UNIAP and partners, has broadened the understanding of the nature of human trafficking in Thailand, such as through the Trafficking Estimates Initiative.

This is connected to the broader issue of migrant labour management, policies for which have yet to see migrant workers' rights realized more broadly, with many undocumented. Research has found that the formal mechanisms for government-to-government recruitment have yet to meet the needs of employers or workers, and often instead drives migrants into the hands of informal (and therefore unregulated) brokers.¹¹

Victim identification is an area that has progressed since the 2008 ATIP Act, and UNIAP has supported development of materials in this regard, as well as diverse awareness raising materials for migrants to understand human trafficking. An unprecedented form of trafficking was identified in early 2011, when 15 Vietnamese women found to have been forced to be surrogate mothers in Bangkok. After identification through an NGO, assistance was provided through a multi-disciplinary response and the victims were repatriated through bilateral cooperation with the Bureau of Anti-Trafficking in Women and Children, with support from UNIAP, and criminal justice action followed from relevant agencies. However, there are broader limitations in victim identification for a range of reasons that need to be addressed.

The issue of forced labour in the fishing industry, particularly on fishing boats, has become a serious problem that is now widely recognized by concerned government and non-government agencies. To address this emerging issue, in October 2012 the Royal Thai Government approved a plan to establish Recruitment Centers for Labour in the Fishing Industry in seven key hotspot coastal provinces, in order to facilitate the registration of migrants. In 2012, a new Ministerial Regulation No. 14 (B.E. 2555), issued under the Labour Protection Act B.E. 2541 (1998), entered into force improving workplace rights for domestic workers in the country. Cases have been addressed through a network

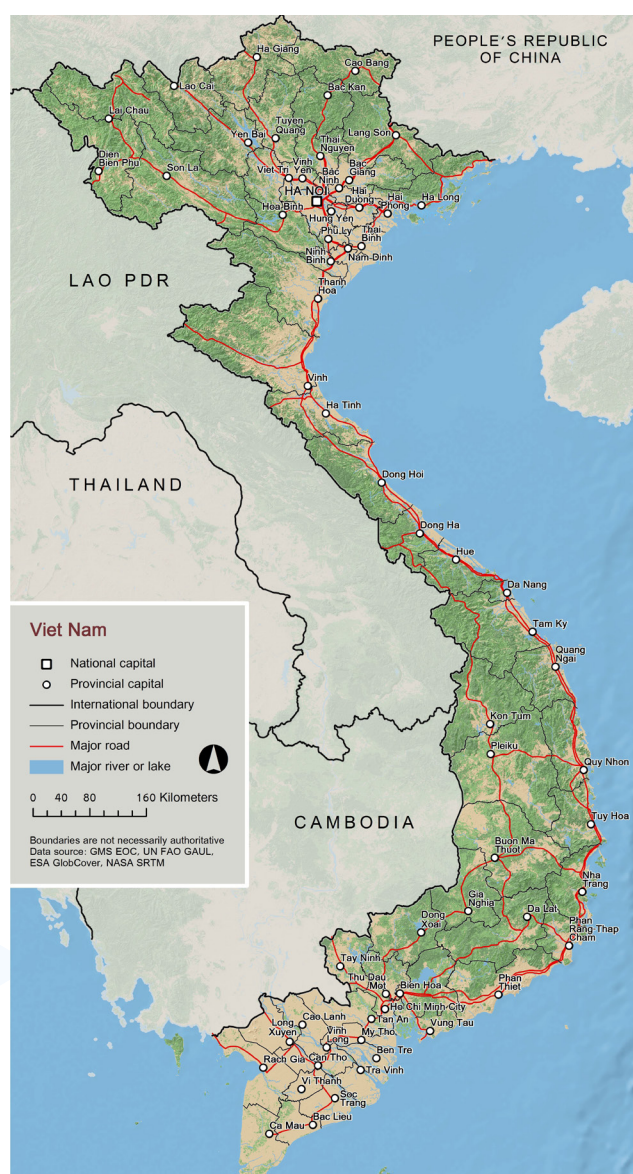
¹¹ See for example: ILO (2008) 'The Mekong Challenge: An Honest Broker', while from 2008, identifies many issues that still remain. Also, Mahidol Migration Center (2012) 'Experiences of Myanmar Migrant Workers in Thailand with the MoU Import Process', IPSR, Mahidol University

of partners, and UNIAP have worked closely with DSI and local NGOs in the response. Due to the prevalence of cases in the seafood processing industry, the relevant private sector has expressed their concerns and become more involved in efforts to improve the situation, and UNIAP has engaged this significant stakeholder through awareness-raising and providing a forum for discussing remedies.

The ratio of the prosecution of traffickers compared to the identified and potential number of victims has been limited,

and various analyses have identified some of the barriers to a more effective criminal justice response. This includes needs to improve the capacity of law enforcement and bilateral cooperation with neighboring countries. The government has identified the need to create a systematic and integrated database nationwide to strengthen both law enforcement and victim protection efforts. Finally, the slow legal process has resulted in delayed repatriation of victims and low rates of victim participation in the judicial process, which contributes to limited criminal justice against traffickers.

VIET NAM



- Viet Nam is predominantly an origin country for migrants and trafficked persons.
- The main destinations of trafficked persons include sexual exploitation, domestic labour, mining, construction, fishing, forced begging, selling of flowers and manufacturing.
- Persons trafficked to Viet Nam are primarily from Cambodia.
- Destination countries for victims of trafficking from Viet Nam include China, Cambodia, Lao PDR, Malaysia, Taiwan, South Korea, Japan, Thailand, Indonesia and countries in Western Europe and the Middle East.

and internal trafficking were not included in the Decree. Since then, Viet Nam has ratified the United Nations Convention against Transnational Organized Crime and the Penal Code of Viet Nam is currently in the process of being amended to more closely align with international standards.

The national legal framework has been strengthened with the development and endorsement of the Law Against Trafficking in Persons (March 2011) and several related Decrees and Circulars developed under the Law, developed with financial and technical support from UNIAP and other partners. The new law takes into account trafficking of men, women and children, including foreign victims living in Viet Nam. The law also covers internal and cross-border trafficking, labour trafficking and other forms of trafficking such as for organ removal and surrogacy. Viet Nam's 2nd NPA further expanded the targeted groups. Anti-trafficking efforts in Viet Nam are the responsibility of the National Steering Committee on Counter Human Trafficking, led by the Deputy Prime Minister and with membership of all

In 2007, the anti-trafficking structure in place in Viet Nam was focused on the 1st National Plan of Action (NPA) against Trafficking in Persons on Women and Children (2006-2010). Soon afterwards, Decree No.17 was issued by the Government related to the provision of support to women and children who have been trafficked abroad. However male victims

relevant line ministries and agencies. Viet Nam's 2nd NPA (2011-2015) has a total budget of nearly US\$20 million from State funding, allocated to a variety of counter-trafficking efforts over a period of 5 years. Many activities under the annual COMMIT work plan, such as the SOM8 and IMM3 (in Vietnam in Feb 2012) were co-financed by the government.

UNIAP has supported the government of Viet Nam's efforts to develop and implement bilateral MOUs, SOPs as well as Bilateral Plans of Action with neighboring countries. In 2007, Viet Nam had agreed only one cross-border MoU on repatriation of victims of trafficking, with Cambodia. To date, Viet Nam has signed MoUs with Lao PDR (2010), Thailand (2008) and China (2010), and SOPs with Cambodia and Thailand. These agreements have created a foundation to strengthen bilateral cooperation among these countries.

Bilateral meetings have been organized annually to update the implementation of MOUs as well as agree on the annual joint action plan. Under the MOUs, the Border Liaison Offices were established in order to strengthen the information exchange as well as cooperation in investigation and suppression of crime across the borders.

Human trafficking was long considered as a highly sensitive issue by the Viet Nam government due to its links with national security and social order. Consequently there was

limited space for the involvement of civil society in counter-trafficking work. In 2009, UNIAP started providing grants to civil society organizations, which supported increasing interest among local NGOs and CSOs in human trafficking and in applying for financial assistance from donors to implement counter-trafficking activities. UNIAP acted as an information bridge between government and local NGOs and CSOs, providing them with updated information about the issue, including rules and policies from the central level as well as advocating for recommendations from the civil society groups.

Despite considerable progress in some areas, many counter-trafficking challenges remain to be addressed in Viet Nam. First, the definition of trafficking in the country's Trafficking in Persons law does not fully correspond with the international definition, and may conflate smuggling and human trafficking in some instances. Prevention activities are implemented sporadically, and focus on raising awareness rather than behavior change. In addition, weak data collection has resulted in a limited picture of the scale of the trafficking problem in the country. And while the bilateral agreements that have been signed are a significant step in addressing cross-border human trafficking, further mechanisms are needed to ensure they are operationalized.

2.1.2 Progress at the regional level

The Asia-Pacific region records by far the highest rates of human trafficking in the world, with GMS regarded as containing different trafficking hotspots. The complex nature and inner workings of this criminal industry are compounded by the fact that the region includes origin, transit and destination countries for millions of asylum seekers, undocumented migrants and trafficked people.

The table below presents the numbers of officially identified trafficking victims from the six countries in the GMS, while also highlighting each country's most common destination states. Although the latter is not disaggregated further, the majority of trafficking victims for most listed countries are found within the sub-region. However, trafficking patterns are notably different for Thailand, which functions largely as a destination country for victims from other GMS countries, and which largely records Thai trafficking victims elsewhere in East Asia. Patterns are also different for China, which has strong domestic trafficking patterns as well as transnational flows primarily outside of the GMS. More limited trafficking flows from the other four GMS countries are seen to reach beyond the sub-region as well, most notably to Malaysia, Singapore, South Korea or Japan. It is

however important to note that these numbers remain incomplete, partly due to the clandestine nature of human trafficking, and partly due to reported numbers being biased towards countries with enhanced co-operation mechanisms and stronger efforts to deal with human trafficking. As the estimates indicate, the vast majority of trafficked persons are not identified.

In the late 1990s and early 2000s, the initial focus in the GMS as elsewhere was on the trafficking of women and children across borders for the purpose of sexual exploitation. Consequently, the SPA I gave special recognition to the vulnerability of women and children to trafficking based on this understanding.

The initial focus on women and children has since evolved, however, and today the nature of human trafficking in the region is commonly acknowledged to take place within large irregular migration flows within and between neighbouring countries. It is further generally recognized that trafficking for labour exploitation takes place in a number of different contexts such as fisheries, plantations, factories, construction sites, as well as brothels. Other trends identified in the region include trafficking for the purposes of adoption and marriage.

While there are what might be identified as anti-trafficking initiatives dating back as early as 1982 in Thailand, greater levels of activity developed in the GMS in the 1990s and early 2000s with increasing numbers of UN agencies and

international organisations engaged on the issue, including UNICEF, ILO and IOM, and international NGOs (INGOs) such as Save the Children and World Vision.

Numbers of officially identified trafficked persons per country and year in the GMS, including key destination countries in wider East Asia							
	2008	2009	2010	2011	2012	Total	Key destination countries (alphabetical)
Cambodia	709	701	686	581	466	3143	Indonesia, Malaysia, Singapore, South Korea, Thailand, Viet Nam
China	N/A	10,820	16,568	24,118	29,853	81,359	Hong Kong, Japan
Lao PDR	235	155	145	195	195	925	China, Malaysia, Thailand
Myanmar	303	302	381	265	261	1,512	China, Malaysia, Singapore, Thailand
Thailand	520	530	509	279	623	2,461	Indonesia, Japan, Macau, Malaysia, Singapore, South Korea, Viet Nam
Viet Nam	981	869	671	821	782	4,124	China, Indonesia, Japan, Lao PDR, Malaysia, South Korea, Taiwan, Thailand
Total	2,748	13,377	18,960	26,259	31,533	92,877	

Table 1. The above data originates from governmental statistics, collected for UNIAP's SIREN 2012 Country Datasheets¹²

Interests represented a variety of agendas and concerns, ranging from trafficking as a child protection issue, to the notion of promoting decent work for migrants, the interest in addressing migration management and border control, and abolitionist reforms addressing sex trafficking and prostitution.

Over the years, anti-trafficking programmes in the GMS supported by UNIAP and other organisations, as well as governments, have covered a range of interventions, from providing grants to families in rural areas with high out-migration rates as incentive not to migrate, to a 'migration can be positive, but go safely' approach; to raising awareness about trafficking for labour migrants; and to providing small grants and livelihood assistance to returned trafficked persons. For ease of reference, the approach to addressing trafficking is broadly known as the "4P framework": prevention, protection, prosecution, and policy and cooperation. Countries are also grouped as falling into one or more trafficking categories depending on migration or trafficking flows: origin, transit and destination, each with varying circumstances and needs.

By 2013, there is a greater promotion of the idea of 'safe migration' amongst anti-trafficking actors. There is a concurrent drive to address labour migration management approaches, such as pre-departure training and improving and monitoring recruitment practices, in addition to the more traditional messages on safe migration targeted to the would-be migrant. Further, the approach of law enforcement and criminal justice

process has become more professional and experienced in addressing trafficking, with increasing support structures in place.

Regional progress in the framework of COMMIT

The 2013 independent COMMIT evaluation found that the anti-trafficking work in the six COMMIT countries had made significant progress during the third phase of UNIAP, with significant inputs and support provided by the project. This is particularly noticeable in the area of policy. By 2013, Cambodia, Myanmar, Thailand, and Viet Nam had comprehensive anti-trafficking laws with provisions to protect victims. Specific progress also includes the development of NPAs in all six countries (although not yet operational in the case of Lao PDR), the establishment of comprehensive regional and national training programs, and the development of bilateral MoUs and standard operating procedures. A comprehensive list of anti-trafficking policies, laws, agreements and programmes for each country from 2000 to 2013 can be found in Annex 1.

All six countries have NPAs, with Thailand having developed its first NPA prior to the 2004 COMMIT MoU and Lao PDR drafting its first NPA in 2012 (though the latter has yet to become operational). UNIAP, through technical and other support, played a crucial role in the development and operationalization of these NPA in most countries

¹² There is no gender or age disaggregated data currently available.

concerned. In addition, at least four of the six GMS countries have now allocated funding to combat human trafficking. The amount that each of these governments has allocated

has increased over the years; for example, in Myanmar the government budget more than doubled between 2008 and 2011.¹³

Broadening the discourse: Documenting the Trafficking of Men and Labour Exploitation

UNIAP Phase III focused extensively on the issue of trafficking for labour exploitation and broadening the understanding that also men may be victims of trafficking.

Prior to this period, due to the focus of interventions, programming and legislation, most identified victims were female and child victims. This focus led to a self-fulfilling finding that most of the victims of trafficking were women and children, for the purposes of sexual exploitation.

Following data collection on broader labour trafficking trends - studies on mixed populations, trafficked and non-trafficked - a more nuanced understanding has been developed and promoted. By documenting and following cases of trafficking into factories, farming, construction sites and onto fishing boats, it is now widely accepted that trafficking occurs for such exploitation within the region and from countries across the region to destinations in other regions.

Through this, UNIAP has contributed significantly to expanding the knowledge and understanding of labour trafficking and its effects on much larger populations, including men, women and children.

There are several types of meetings held as part of COMMIT. The Inter-Ministerial Meetings (IMMs), which have taken place three times, provide oversight and guidance to the COMMIT Process.

Country	Date approved	Time period
Cambodia	1 st NPA 2011	2011 - 2013
China	1 st NPA 2008	2008 - 2012
	2 nd NPA 2013	2013 - 2020
Lao PDR	1 st NPA 2012	2013 - 2015
Myanmar	1 st NPA 2007	2007 - 2011
	2 nd NPA 2012	2012 - 2016
Thailand	1 st NPA 2003	2003 - 2010
	2 nd NPA 2010	2011 - 2016
Viet Nam	1 st NPA 2004	2004 - 2010
	2 nd NPA 2011	2011 - 2015

Table 2. National Plans of Action by country, dates approved and time period covered

The Senior Official Meetings (SOMs) meet annually, hosted in rotation by the COMMIT member states. The government delegations at the SOM are normally led by the Chairs of the national COMMIT Task Forces together with a further representative, and support provided to national delegations by UNIAP's National Project Coordinators.

The SOM and IMM meetings focus efforts to engage higher levels of government in current understandings and priorities in anti-human trafficking, and provide a venue in which progress and direction are presented to the broader counter-trafficking community. Alongside the government delegations present, anti-trafficking stakeholders from the international community, international organizations and donors, are also invited and engaged. Discussions in preparation for the meetings often lead to decisions being ready for the SOM in which future direction will be taken.

¹³ The Republic of the Union of Myanmar: Ministry of Home Affairs: The Central Body for Suppression of Trafficking in Persons (2012). Myanmar Second Five-Year National Plan of Action to Combat Human Trafficking (2012 - 2016): 54.

Year	Meetings	Location
2004	SOM 1	Bangkok
2004	SOM 2/ IMM 1	Yangon
2005	SOM 3	Hanoi
2006	SOM 4	Phnom Penh
2007	SOM 5/ IMM 2	Beijing
2008	SOM 6	Vientiane
2010	SOM 7	Bagan
2012	SOM 8 / IMM 3	Hanoi
2013	SOM 9	Bangkok

Table 3. Dates and locations of SOM and IMM meetings

SOM and IMM meetings have been instrumental in developing and adopting all relevant COMMIT framework documents, such as the original MoU signed in 2004 as well as the three Sub-regional Plans of Action (SPAs) developed since to operationalize the MoU. They also paved the way for introducing the annual COMMIT work plans at the national level, which have since set out what each country commits to accomplishing over the course of a year.

SOM and IMM gatherings have also helped add additional priorities to the COMMIT agenda, examples of which include:

- Seeking to engage relevant destination countries for human trafficking outside the current COMMIT framework;
- Intensifying efforts to bridge the knowledge gaps in our understanding of human trafficking through research and data collection;



Participants from Government authorities and NGOs at a COMMIT regional training programme

- Attempting to involve the private sector in anti-trafficking work;
- Engaging the voices of trafficked persons and youth to inform policy-making and programming on human trafficking.

Such overall guidelines and priorities as defined by SOM/IMM meetings have resulted in concrete projects and initiatives: Efforts have since been intensified to reach out to other partners and governments, e.g. Malaysia as an important destination country for trafficked persons from the GMS. This has led to Malaysian Government representatives participating in a number of COMMIT events; UNIAP introducing its Project and the COMMIT Process to relevant stakeholders in Malaysia; and joint trafficking-related training sessions.

Research and data collection through the COMMIT framework has also seen a significant boost, with a number of studies being commissioned by the Process, most notably the regional (re)integration research.

Additionally, private sector involvement has been high on the agenda in COMMIT-related discussions, and more attention has been paid to what roles the private sector can play in combatting trafficking. In some countries, concrete collaborative actions have been implemented, particularly involving the tourism sector.

Finally, engaging the voices of trafficked persons and youth has seen significant progress since this was identified as a priority action by SOM/IMM. Some countries, most notably Myanmar, now hold regular meetings bringing together policy-makers and trafficked persons, with tangible changes to (re)integration assistance having emerged as a result. Also, the regional (re)integration research mentioned above was designed to learn from the experiences of trafficked persons, to inform policy and programming.

In youth engagement, the Mekong Youth Forum (MYF), supported by partners World Vision, Save the Children and ILO, provides the opportunity for youth affected by human trafficking to reflect on and share recommendations with policy makers during SOM/IMM meetings how they can more effectively address human trafficking as it relates to youth. Many of the initiatives listed here are illustrated in more detail below and embedded in their broader programming context.

The Mekong Youth Forum (MYF)

The Mekong Youth Forum is comprised of a group of youth from each of the six countries who have participated in a series of national level consultations leading up to sub-regional COMMIT meetings in 2007, 2010 and 2013. Supported by Save the Children, World Vision, UNIAP and ILO, the MYF evolved from its predecessor, the Mekong Children's Forum. Their participation in national and regional meetings is done in fulfillment of several activities and targets outlined in the COMMIT SPA III:

Target 1.6: "Persons affected by human trafficking, including victims of trafficking, are engaged and consulted with in the monitoring and evaluation of the effectiveness of national anti-trafficking programs."

Activity P&C 6: "Engagement and consultation with persons affected by human trafficking.

Consultations with persons affected by human trafficking, including victims of trafficking, vulnerable populations, children, and youth to gain their inputs on national actions against human trafficking."¹

After the initial 2007 MYF, which was held at the sub-regional level, the process generally involved national-led consultations, followed by sub-regional consultations. Those youth nominated to attend the SOM then presented their recommendations. A written statement from the MYF was also submitted, outlining the main recommendations and ideas emerging from the youth consultations at the national level.

Progress to note since the initial 2007 forum involves greater levels of familiarity and comfort with the consultation process - even fielding questions relating to corruption - and accepting greater numbers of nominated youth to attend the SOMs (from just one in 2007 at the SOM 5 meeting to up to 12 in 2010 at SOM 8).¹ The governments themselves hosted the MYF at national forums following the 2007 MYF, in advance of SOM 8 in 2010, representing increased levels of ownership and buy-in to the concept of youth participation. In 2013 at SOM 9, ten youth participated, seven as participants and three as observers.

Progress on the 4P's

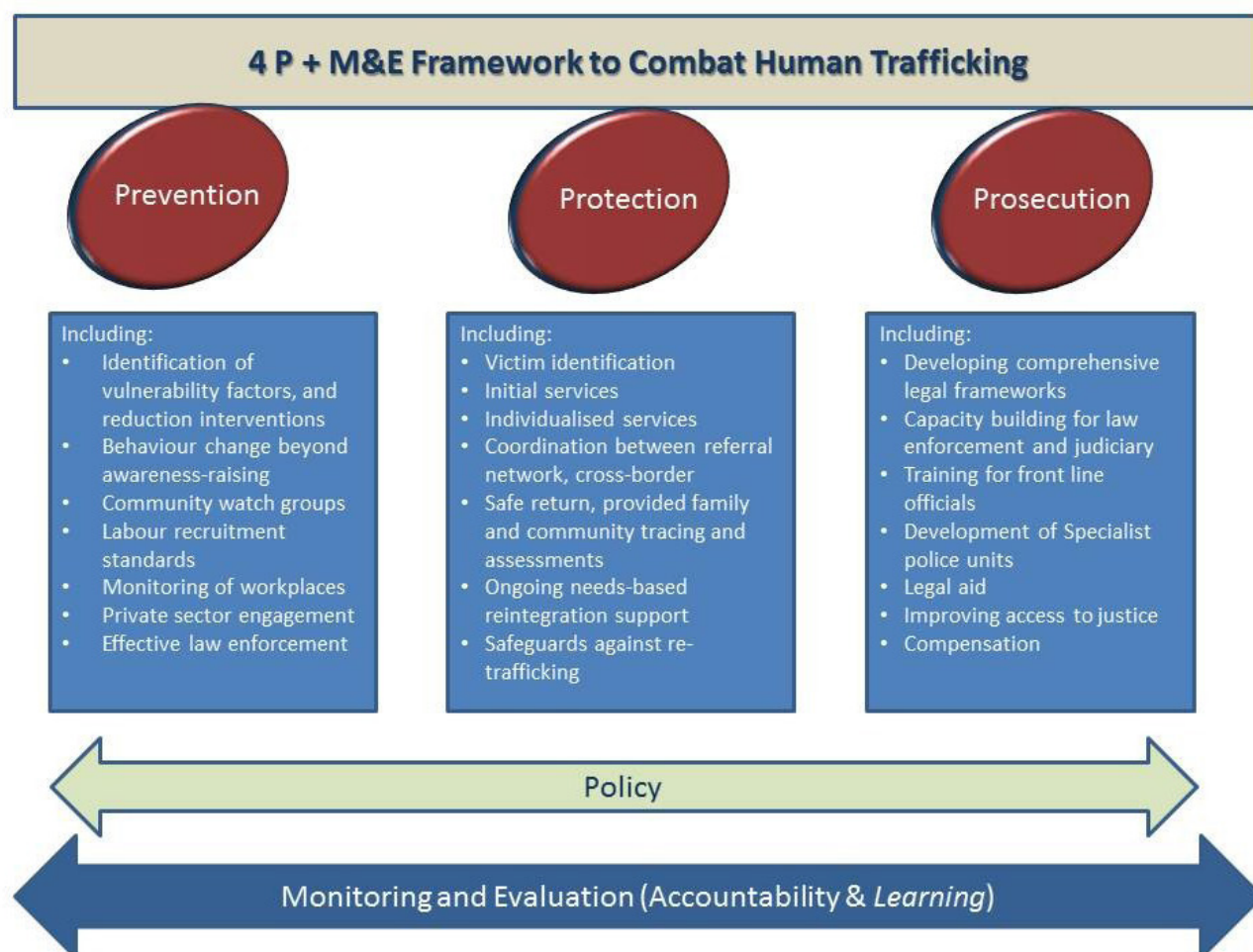


Figure 4. Broad Anti-Trafficking 4P framework, i.e. prevention, protection, prosecution and policy

UNIAP worked within the recognized 4P framework of anti-trafficking: Policy, Prevention, Prosecution and Protection, which is the global paradigm for anti-trafficking work. The following summary presents the progress, achievements and gaps in the regional work in the different areas of the P's:

a) Prevention

Human trafficking prevention efforts evolved over the course of UNIAP Phase III, yet are arguably still maturing, requiring increased targeting, monitoring and measuring to determine which interventions are most effective. Most awareness raising activities focused on the dangers of unsafe migration and providing information on where to turn if ending up in an exploitative situation. A stronger knowledge base was developed to address some aspects of vulnerability, the role of brokers and debt bondage for example informing safe migration materials. A number of information, education and communication (IEC) materials were produced in different languages and disseminated among vulnerable groups. UNIAP partnered with MTV Exit to spread awareness of the UNIAP supported Myanmar speaking hotline in Thailand, which resulted in a sharp increase in the numbers of calls received.

UNIAP also launched a behavior change methodology to prevention, which was piloted in several of the Mekong countries.

However, limited understanding remains of what factors cause people to be vulnerable to human trafficking, including those affecting gender, age, ethnicity, citizenship and marginalized groups, and therefore how these should be most effectively addressed. The more recent application of behavior change theory to this field has demonstrated limitations in awareness-raising approaches employed to date, and that greater implementation and assessment of behavior change methodologies are required. Moreover, a broader approach involving further partners is needed in trafficking prevention efforts, working with different partners to target vulnerable groups. Government partners at policy and operational levels could address the vulnerability of migrant workers more broadly with interventions to improve labour migration management systems. Initial efforts to engage the private sector have been promising, yet more effort is needed to see positive developments result in broader impact against trafficking patterns.

UNIAP NGO Grants Helping to Empower Migrants to Prevent Trafficking in Cambodia

One NGO that received grants from UNIAP in Cambodia reported that unscrupulous recruiters often cheated poor people out of money with a promise that they would find jobs with high pay abroad. People were normally required to pay between US\$500 and US\$1,300 to get the necessary documentation, however many were deceived and received nothing in return. The NGO's project staff conducted awareness raising on "Legal and Safe Migration" for the people in a community in one of the provinces. The next time the recruiters returned the community members turned to the NGO for support and recruiters were finally arrested by the authorities and put on trial.

In Prey Veng province in Cambodia, young people between the ages of 14-25 tend to migrate with other youth, experienced migrants or brokers without proper information about the risk of migration. 40 youth were enrolled in a self-development program supported by UNIAP where they received information on various issues related to migration and training on life skills to help build their self-confidence to make informed decision. After the end of the program, the youth who participated in the self-development program formed a youth association to act as a watchdog against human trafficking. They also conducted safe migration activities in their communities and in schools to influence the younger generation.

b) Protection

Protection starts with the proper identification of the victims and understanding their gender, age, ethnicity, and other specific vulnerabilities, including in their country of origin. Several activities under UNIAP Phase III therefore focused on supporting victim identification through training of front lines responders, development of ID tools and the use of modern technology such as smart phones.

Despite these activities, the vast majority of victims remain unidentified, which creates significant challenges for the provision of services to the victims. While some bilateral mechanisms and agreements are in place to support the return and reintegration of trafficked persons, these are limited in efficacy by a range of factors, most notably in the operationalization of these policies. The 'After Trafficking' research on the re-integration of trafficked persons in the GMS has revealed significant issues across the region that now need to be addressed.¹⁴ Beyond the low level of identification of victims, these include issues in the provision of individualized and targeted (re)integration services, weakness in the philosophies, capacities and behaviors of practitioners and authorities working on (re)integration, as well as problems with recognition of the particular needs of trafficked children, and children of trafficked victims. With COMMIT governments and inter-agency partners engaged in this research, the opportunity exists to address these crucial gaps.

c) Prosecution

The COMMIT framework has provided a space for increased cooperation on criminal justice. UNIAP supported bilateral case management meetings, which included transfer of evidence, the drafting of SOPs and training of relevant law enforcement and justice personnel. UNIAP also provided legal aid in some cases and supported victims to return to the destination country to testify in court against the alleged perpetrators.

While there has been a slight increase in prosecutions over the third phase of UNIAP, there are still many outstanding issues in the criminal justice process that need to be addressed. Institutional and individual capacities amongst relevant stakeholders to apply and uphold the corresponding laws and provisions are weak. Gaps also remain in the laws themselves, with legislation in some countries failing to fully recognize labour exploitation as potentially constituting human trafficking. Other forms of human trafficking, such as for the removal of and trade in organs, trafficking for marriage purposes or adoption, are not always fully reflected in the national legislation.

On a sub-regional level, bilateral cooperation among the GMS countries is complicated by the differences between national legislation. Trials in source countries sometimes prosecute and convict recruiters, whose connection to the exploitative elements in the trafficking process remain unclear, whereas the serious perpetrators in the

¹⁴ After Trafficking: Experiences and Challenges in the (Re)integration of Trafficked Persons in the Greater Mekong Sub-region, 2013. www.no-traffic-ing.org/reintegration_resources.html

UNIAP Supporting the Return of Cambodian Trafficked Persons from Malaysia

On September 2009, Thy (not his real name) was approached by three traffickers while he was working in a corn plantation in his home village. The traffickers persuaded him to come to Thailand to work on seafood processing (fish drying), for 300-500 Thai Baht per day. He left Cambodia with the traffickers and three other Cambodian men who migrated with him. Two days later, the three traffickers facilitated the illegal border crossing of Thy and three other Cambodian men at the Malay border point into Thailand. During the trip they were given some medicine against "car sickness".

After taking the pill, Thy fell asleep and when he woke up, he was already on a fishing boat. Thy was forced to work on the boat repairing nets. The boat captain often physically and mentally abused him, and he saw him throw his friends into the sea.

After one month and ten days, the fishing boat was docked in Malaysia, where Thy and two other Cambodian workers managed to jump off the boat with the hope of finding the police to report his case. Instead, they ran into a Malaysian broker who persuaded Thy to work on a chicken farm. After two years, Thy left the chicken farm but was arrested by the Malaysian Police and transferred to immigration detention. While in detention, he had a chance to contact his mother in Battambang province. On 9 August 2010, Thy and 16 other Cambodian detainees were repatriated with support from UNIAP, LSCW and the Cambodian Embassy to Malaysia. The Cambodian traffickers who first persuaded Thy to go to Thailand were convicted and sentenced to eight years in prison and to pay 6,000,000 Riels in compensation.

destination side often go untouched. It is therefore important to also focus on the quality of the convictions, upholding of and respect for fair trial standards, bilateral cooperation, and assessment of the focus of criminal justice. Significant efforts are also needed to address the impact of corruption on human trafficking and in prosecutions.

d) Policy

The work on anti-trafficking policies in the GMS has seen most progress during the last phase of UNIAP, with a range of legislation, policies and SOPs, now issued in all six countries. UNIAP supported this work in different ways including through the provision of technical support, organizing regional and national workshops and bringing relevant stakeholders, including victims, together through different forums. Through the unique design of UNIAP, which works with both the grassroots and highest policy levels, UNIAP was able to channel information from the frontline of counter-trafficking efforts to influence policy development.

Yet with the range of policies developed and the continued variation in the understanding of human trafficking under respective policies, counter-trafficking efforts would benefit from greater convergence of these policies towards the understanding in the spirit of the Human Trafficking Protocol. With a range of agencies involved within and across governments, with differing interests and objectives, there

will continue to be challenges to address in reconciling these for the benefit of effective counter-trafficking. Monitoring systems need to be institutionalized in governments, on trafficking patterns as well as receiving feedback from relevant stakeholders, particularly the victims themselves.

Bilateral cooperation

During Phase III there has been a significant increase in bilateral cross-border activities, perhaps most notably through the signing of bilateral MoUs that have served to further operationalize the regional COMMIT MoU. As the COMMIT secretariat, and with its understanding of the governmental structures and support systems unique to each country, UNIAP was able to support a process of trust-building between the different sides that enabled these cross border initiatives to take place. The focus of these bilateral MoUs has been to set up processes and mechanisms for the sharing of information, and to improve the planning of repatriation and reintegration policies and initiatives.

The agreements and mechanism are not ends in themselves and do not necessarily result in immediate achievement of a high standard of victim protection and cooperation in combatting human trafficking. However they do provide the basis for this cooperation to be grounded in standards and measurable steps to improving the both victim protection and law enforcement cooperation.

Cooperation at this level requires a process of trust-building between the two sides as well as an understanding of the governmental structures and support systems unique to each country. UNIAP supported the development of these cross-border initiatives through both financial and technical support.



Pictured above: Participants of a Thai-Myanmar Border Cooperation Against Trafficking in Persons (BCATIP) meeting held in Ranong discuss ways to further strengthen bilateral cooperation on human trafficking

The first bilateral MoUs on cooperation to combat human trafficking was already signed before the establishment of COMMIT. Thailand and Cambodia signed a MoU in 2003 and Thailand and Lao PDR followed in 2005. These MoUs, and their Plans of Action (POAs) for implementation, provided for quarterly case management meetings between these countries. Other countries deal with cross border case management through new modalities, such as the Border Liaison Offices (BLO), a mechanism which UNIAP helped to establish by facilitating bilateral meetings, case information exchanges, and capacity buildings for BLO officers. Myanmar-China cases are currently handled through the anti-trafficking BLO mechanism, Myanmar-Thailand cases through the Border Cooperation Against Trafficking in Persons (BCATIP) mechanism, modelled after the BLO, while Thailand-Lao PDR cases are handled on a more *ad hoc* basis.

Highlights related to bilateral, cross-border cooperation supported by UNIAP includes:

- The MoU signed between China and Myanmar in 2009 provided for the establishment of joint BLOs in both countries.
- UNIAP provided support to the governments to launch these mechanisms, including through the provision of training and equipment and on-going coordination. Other activities included support to Myanmar anti-trafficking officers in conducting community-based awareness raising and distribution of the Myanmar

and Chinese police hotlines. This led to a measurable increase in case reports received through a number of different channels.

- In 2007 in China there were 3 BLOs at the border with Viet Nam and in 2013 these had been expanded to 8. The BLOs have increased information exchange, and supported the return and repatriation of victims. UNIAP has organized and delivered both generic training and thematic training to BLO officers, police officers, shelter managers, and women federation staff to improve their services.
- Three Border Cooperation Against Trafficking in Persons (BCATIP) offices have been established at different points on the Thailand-Myanmar border (Chiang Rai-Tachileik and Ranong-Kaung Mon in 2012 and Maesot-Myawaddy in 2013).
- Through the MoU between Thailand and Lao PDR, case conference and case management meetings have taken place on a quarterly basis with a rotating host. At each meeting the Lao and Thai governments discussed the number of official returnees, cases handled, compensation for identified victims, and legal processes offered to Lao victims. As a result of the Thai-Lao case management mechanisms, more than 500 trafficked persons have been repatriated through the government-to-government channel from 2009 to 2012. Further pending cases have been followed up on and officials of the two governments have agreed upon the practical procedures in addressing the cases.
- As a result of the Cambodia - Viet Nam MoU, 100 Vietnamese victims of trafficking were identified and sent back to Viet Nam and approximately 6,000 Cambodian trafficked victims and vulnerable people have been repatriated from Viet Nam.

Training

The COMMIT Process has proven to be an effective platform for launching regional training programs that can be replicated at the national level. The COMMIT Regional Training Programme (RTP) was launched with the support from UNIAP in 2005. The RTP brought together government (and, for the 9th-12th RTPs, non-government) anti-trafficking policy makers and programmers from the six GMS countries for a five-day comprehensive training.

Training was conducted in English by regional inter-agency trainers from UNIAP, the ARTIP Project, Save the Children,

Date	Memoranda of Understanding
18 October 2002	MOU between Lao PDR and Thailand on Labour Co-operation
18 October 2002	MOU between Lao PDR and Thailand (Thailand and Lao PDR) on Employment Cooperation
31 May 2003 (Revised on 17 May 2013)	MOU between Cambodia and Thailand (Thailand and Cambodia) on Bilateral Cooperation in Eliminating Trafficking in Children and Women and Assisting Victims of Trafficking
31 May 2003	MOU between Cambodia and Thailand (Thailand and Cambodia) on Cooperation in the Employment of Workers
21 June 2003	MOU between Myanmar and Thailand (Thailand and Myanmar) on Cooperation in the Employment of Workers
13 July 2005	MOU between Lao PDR and Thailand (Thailand and Lao PDR) on Cooperation to Combat Trafficking in Persons, Especially Women and Children
24 April 2009	MOU between Myanmar and Thailand on Cooperation to Combat Trafficking in Persons, Especially Women and Children
11 November 2009	MOU between Myanmar and China on Strengthening the Cooperation on Combating Human Trafficking
3 November 2010	MOU between Lao PDR and Vietnam on Cooperation in Preventing and Combating Trafficking in Persons and Protection of Victims of Trafficking
Approved and Pending Signature in 2014	MOU between Lao PDR and China on Cooperation in Preventing and Combating Trafficking in Persons

Table 4. Bilateral MoUs on human trafficking and labour migration between GMS countries

IOM, UNICEF, and the NEXUS Institute, and ILO or MTV EXIT. From 2005 through August 2011, 12 RTPs were conducted in Thailand, an average of 6-8 participants per country group, or 45-50 people on average per training.

The 2006 evaluation of UNIAP found that the regional trainings have consistently been highly regarded: first because the training raises awareness on the complexity of the trafficking issue and makes government officials better realize the size of the challenge; second because it brings together different officials from the six governments in the region, and therefore enables the development of personal networks between government officials who need to work together on cross-border issues, where these links did not necessarily exist previously.¹⁵

However, the effectiveness of the RTP was challenged by the turnover of staff within government ministries and other organizations working on this issue. Of a sample of 120 randomly selected former training participants followed up in April-May 2013, over one-third were no longer in their anti-trafficking position, with high attrition across many

ministries, from police to labour, and women's or social affairs.

In 2012, a COMMIT Regional Training of Trainers (TOT) programme was launched with support of UNIAP an effort to institutionalise anti-trafficking trainings at both the regional and national levels. The first TOT workshop consisted of 36 policy-level and operational trainers from the government and non-government sectors. The aim of the COMMIT Regional TOT course was to provide a standardised level of certification for anti-trafficking trainers in all COMMIT countries, helping to ensure that national training programmes are in line with COMMIT objectives and based on updated trafficking knowledge. Cambodia, Myanmar and Viet Nam also carried out follow-up, national-level COMMIT TOTs.

At the national level, the Cambodia COMMIT National Training Programme (NTP) was initiated in 2008, with 16 trainings of 40-60 participants each carried out between March 2008 and September 2011, reaching a total of 824 provincial anti-trafficking responders in total by late 2011.

¹⁵ Bugnion, C. (2006). Phase II Summative Evaluation United Nations Inter-Agency Project on Human Trafficking in the greater Sub-Region (UNIAP). Bangkok, United Nations Inter-Agency Project on Human Trafficking: 33.

Feedback from UNIAP Training Participants

“Before I attended the training, I did not even know the true definition of human trafficking so I was not able to identify human traffickers or victims, even though human trafficking cases were happening around me. After the training, my skills and knowledge were enhanced and I felt committed to participate in combating human trafficking in my country and also the world. There have since been cases which I participated in or facilitated by supporting the identification of victims and prosecution of brokers, and providing assistance to victims. Now I am also leading the awareness raising programmes for the grassroots people.”

Grassroots civil society worker in Chin State, Myanmar

Trainings at the provincial level were carried out by a cadre of national trainers comprised of senior government officials (including the Chair and Vice-Chair of the Cambodia COMMIT Task Force), technical government officials, UNIAP staff, and other UN and NGO partners, focusing on high-priority trafficking source and destination provinces. Training participants were multi-disciplinary in nature, including provincial-level police, women’s affairs, social affairs, and education. UNIAP was instrumental in building the capacity of the training team and getting human trafficking integrated into the curriculum of the six Regional Teacher Training Centers in Cambodia.

The effectiveness of the Cambodia COMMIT NTP was independently evaluated in 2012,¹⁶ and found some similar key findings and lessons learned to the COMMIT RTP. The COMMIT NTP was found to have achieved or exceeded all of its standard performance indicators and outputs. Feedback from training participants noted that the training would have been more effective if participants had received more support for implementing new or different anti-trafficking approaches in their jobs after the training.

In 2009, UNIAP introduced training on ethics and human rights in counter trafficking. In cooperation with respective COMMIT governments, UNIAP conducted a total of 12 joint

training events on ethics and victim identification with a total of 252 participants.

Other more specialized local trainings provided by UNIAP included:

- Cross-border case handling trainings for police on the Myanmar-Thai and Myanmar-China borders;
- Ethics and victim identification trainings for provincial level police and other local departments, Lao PDR;
- Capacity building on anti-trafficking and child sex tourism for personnel in the hotel and tourism sector, Myanmar and Thailand;
- Awareness raising on human trafficking for overseas employment agencies in Myanmar;
- Capacity building on anti-trafficking for NGOs in China and Viet Nam;
- Capacity building on anti-trafficking for labour inspectors in selected provinces in the north and south of Viet Nam;

Evaluation of the COMMIT NTP

“An increase in confidence, knowledge and skills and importantly, see their work differently after the course (...). The training provid[ed] the opportunity to enhance analytical (...) skills on identifying victims of human trafficking and improving participants’ skills who are commanders, prosecutors, service providers, and social workers. The training opened the eyes of participants to look at emerging issues in the local community in addition to what existed in the institution/organization’s project plan.”

¹⁶ Yim, KimChhean (2012). External evaluation report for The National Training Program on Strategies for Combating Human Trafficking. Phnom Penh, Cambodia.



Training for community groups in Myanmar

- Training on behaviour change communication for trafficking prevention in Cambodia, Viet Nam and Thailand;
- Human trafficking and ethics training for media in all countries to improve standards of reporting on human trafficking;
- Anti-trafficking training for labour inspectors in Myanmar, resulting in labour inspectors conducting inspections in recruitment agencies with human trafficking indicators.

2.2 OBJECTIVE 2: To maximize the UN's contribution to the overall anti-trafficking response, including the COMMIT Process

UNIAP activities in this area focused on support for inter-agency collaborative processes and joint priority setting; and, in particular, strengthening the alignment of responses by different stakeholders with national plans and priorities. Inter-agency meetings (often quarterly) were facilitated by country offices depending on the national context, to share information and provide updates on interventions and progress.

Joint activities were usually identified through SPAs, NPAs and during discussions on the development of annual work plans towards the end of each year. In Cambodia for example, 201 joint activities were implemented with financial and/or technical support of other agencies during Phase III. Additional support services to the UN were geared towards providing technical inputs to capacity building exercises, in particular ensuring that key human rights principles were incorporated into training materials; supporting and/or establishing a number of resource centers on human trafficking and related issues; facilitating the streamlining of trafficking issues into other development interventions;

and assisting in the translation of key human rights and trafficking related documents into national and minority languages in all GMS countries.

The UNIAP Regional Management Office convened Inter-Agency Working Groups (IAWGs) on a quarterly basis prior to Phase III and this continued in the first half of Phase III. In the latter half of Phase III however, IAWGs were convened on a more ad hoc basis as partners preferred smaller technical working groups to address specific issues. This included technical working groups on research, on trafficking prevention, and on revision of the COMMIT Regional Training Program curriculum.

The 2009 Phase III mid-term evaluation found that UNIAP's services to UN agencies under Objective 2 required improvement, while recognizing the inherent challenges in facilitating improved UN agency coordination due to differing agency mandates and interests. It also highlighted that UNIAP's coordination role was complicated by the ending of a number of UN programs on human trafficking in the GMS, creating certain programming gaps.

The evaluation emphasized the need for a clear definition of UNIAP's coordination mandate, since that role had remained ambiguous – and at times contentious - throughout the project's lifetime. UNIAP's next evaluation in 2011-2012 pointed out that some UN agencies did not consider the project to be genuinely collaborative.

As a result of the recommendations made by the respective evaluations, efforts focused on improving coordination with partner agencies, and ultimately a stronger management framework was put into place, which clearly stated the inter-agency nature of UNIAP under the UNDP Asia-Pacific Regional Center (which hosts different models of inter-agency projects). This was an important shift, which facilitated more efficient inter-agency collaboration, and identified the model for such coordination after UNIAP Phase III.

For a description and outcomes of some of the key inter-agency initiatives, please see Annex 2.

2.3 OBJECTIVE 3: To facilitate optimal allocation and targeting of anti-trafficking resources

A key role of UNIAP was to coordinate, facilitate, and establish linkages between the different actors involved in the trafficking response in the GMS. The project played a key role in bringing different stakeholders to the same table, where they could exchange, receive and share information. The aim was to ensure that those developing and implementing anti-trafficking interventions had access to the latest information, analysis and lessons learned;

Joining Forces with Partners for Increased Efficiency and Effectiveness

UNIAP and partners UNICEF, UN-Women, IOM, UNODC, ILO, World Vision, Winrock and SMF joined efforts to work on the amendment of the agreement on bilateral cooperation between Cambodia and Viet Nam to Fight against Human Trafficking and Protection of Victims. Partners provided technical comments through email and participated in a series of inter-agency meetings to raise issues and provide feedback. These meetings helped to prepare for discussions with the respective governments on planned amendments. UNIAP provided technical and financial support to facilitate these meetings and exchanges. The joint implementation of this project was a critical feature to join resources and avoid overlap and duplication.

strengthen approaches to monitoring and evaluation throughout the anti-trafficking sector; avoid overlaps and duplication; and promote venues for greater partnership among different anti-trafficking stakeholders.

Research

The lack of data to inform programming is often highlighted as a major concern for effective anti-trafficking work. In response to this identified need, a number of different research initiatives were implemented during the course of UNIAP Phase III, under UNIAP's 'research and development' role, as described in its project document.

A Strategic Information Response Network (SIREN) was launched in mid-2007 aimed at delivering high-quality, responsive, and up-to-date data and analysis on issues related to human trafficking, through briefing reports, case analyses, maps, data sheets, and expert consultations. Research and analysis were primarily field-based and conducted either by UNIAP staff or by partners, most often community-based organizations. The goal was to bring real knowledge and context on priority issues from the grassroots to the national and regional levels, with the hope of enhancing understanding of how policies were being implemented in practice to identify and protect victims, and to investigate and punish perpetrators.

A total of 18 SIREN reports were generated during Phase III, most as a result of cooperation between UNIAP and partners. Several related SIREN events were also held, on topics such as operations to rescue trafficked the Thai criminal justice process, the outcomes of which were published in SIREN reports. The SIREN Public-Private Sector Dialogue on Labour Abuses and Trafficking in the Seafood Industry in June 2012 represented a significant step in engaging the private sector with counter-trafficking stakeholders to discuss the findings of research and cases in the seafood processing industry,¹⁷ and promoting private sector-driven solutions that would be helped by but not reliant on government responses.

Another research initiative involved the use of a sentinel surveillance approach, a methodology drawn from epidemiology, typically applied toward studies of infectious disease, which can estimate prevalence as well as risk factors. Adapted to the subject of human trafficking, the methodology has been used to sample from populations of deportees to understand the proportion of those deportees who were actually unidentified trafficking victims (i.e. estimating trafficking prevalence). From in-depth interviews followed by statistical modelling, sentinel surveillance also allows for exploration of risk factors through comparing trafficked versus non-trafficked deportees. Additionally, GIS technical support from partner agency UNESCO generated high-quality maps visualizing data such as locations and industries of exploitation and trafficking, migration routes, and origin communities of trafficked persons.

A sentinel surveillance methodology was piloted at the Poipet international checkpoint between Cambodia and Thailand in 2008. This exercise yielded very interesting findings, and was followed by three rounds of full-scale data collection in 2009, 2011, and 2012 respectively. A report on the 2009 data has since been published, with a second report drawing on all three datasets and analysing trends over time currently underway. In addition, sentinel surveillance research was carried out in Viet Nam in 2010, on multiple border checkpoints on the China border, with a report published in 2011. Finally, data collection was conducted for sentinel surveillance at the Wang Tao border between Lao PDR and Thailand. The data is currently being analysed, with a research report expected in early 2014. As these research initiatives were the first of their kind in the region on human trafficking, the data has produced new insights into trafficking-related patterns, broker networks, vulnerability factors and more.

¹⁷ Accenture (2013). Exploitative labor practices in the global shrimp industry. Prepared by Accenture for Humanity United



Interviewing survivors of trafficking onto fishing boats in collaboration with CNN Freedom Project

In Cambodia, the UNIAP human trafficking sentinel surveillance research (Cambodia-Thai 2009) was summarized in Khmer and presented to the Cambodian National Assembly, COMMIT Task Force and government and NGO partners attending the quarterly anti-trafficking stakeholder meetings, as well as disseminated through the UNIAP email news digest, with a distribution list of over 400 recipients. The report led Cambodian anti-trafficking police to investigate further into broker/trafficker networks, with financial and technical support from UNIAP, which in turn led to a number of arrests.¹⁸

The Asia Foundation designed a research project looking into patterns of male trafficking in Koh Kong, whose methodology was partly inspired by UNIAP sentinel surveillance. Winrock and CARE International drew on the findings for their baselines and program targets, and the Big C coalition of government and NGO partners operating on the Thai-Cambodia border used the report to inform their awareness campaigns for potential migrants on labour trafficking in Thailand. National awareness-raising messaging was adjusted with more specific information regarding risks of trafficking onto fishing boats, and trafficking of men more generally.

There was also engagement with the National Assembly, which committed to discussing the report's conclusions and recommendations with the country's provincial

governors. UNIAP benefitted from its longstanding relationship with key governmental stakeholders through its role as the COMMIT secretariat and was able to obtain special permission from the Border Guard Command that was needed due to the study's proximity to the border. In addition, after the successful completion of the field research, the Border Guard Command approached UNIAP with an interest in learning how they might conduct other surveys to inform the design of their human trafficking prevention campaign in the border area. These surveys were conducted in 2013 and are seen as an achievement in integrating evidence-based approaches into government work and the COMMIT Process.

At the start of Phase III, a SIREN Trafficking Estimates Initiative was launched to engage greater interest in human trafficking research and to cultivate innovative yet feasible approaches for measuring trafficking estimates. The first competition, in 2007, attracted dozens of innovative research proposals from around the world.¹⁹ The top six research designers were invited to Bangkok for a presentation and judging process, and the top three research proposals were awarded research grants to pilot their proposed methodology. These included a study on sex trafficking in Cambodia,²⁰ a study on labour trafficking into seafood processing in Samut Sakhon province, Thailand,²¹ and a study on human trafficking from An Giang Province, Viet Nam.²²



Data collection on forced labour in the fisheries industry

¹⁸ The Cambodian anti-trafficking legislation criminalizes "illegal removal of persons from Cambodian territory," which can lead to arrests and prosecutions on trafficking charges even absent clear knowledge about the exploitative elements that may or may not have occurred in the destination country.

¹⁹ UNIAP (2008). SIREN report GMS-03: Statistical methods for estimating numbers of trafficking victims. Bangkok: UNP.

²⁰ Steinfatt, TM (2011). Measuring the extent of sex trafficking in Cambodia – 2008. Bangkok: UNIAP

²¹ Johns Hopkins School of Public Health and Labour Rights Promotion Network (2011). Estimating labor trafficking: A study of Burmese migrant workers in Samut Sakhon, Thailand. Bangkok: UNIAP.

²² An Giang University (2011). A quantitative analysis of human trafficking: The case of An Giang, Viet Nam. Bangkok: UNIAP.

After over a year of research and many lessons learned, three pioneering research studies were produced and disseminated, each piloting very different approaches to measuring prevalence of human trafficking within a particular industry and/or locality.

In Lao PDR, research cooperation between UNIAP and the Lao Academy of Social Sciences in 2012 resulted in an exploratory study on human trafficking in the north of Lao PDR to China. Albeit still in the process on publication, the research has already contributed to a broadening of the discussion on trafficking patterns in the country, allowing for a more comprehensive picture to emerge that goes beyond the previously almost exclusive focus on human trafficking between Thailand and Lao PDR. The shift has become apparent through the increase in recent considerations amongst relevant service providers to incorporate northern province into their program portfolios.

implementation of activities under the TRIANGLE Project. Human Rights Watch equally drew on the results as motivation for conducting further research on the issue. Finally, the CNN Freedom Project, which at the time had been collaborating with UNIAP on a three-part series (Factory Slaves) on trafficking through recruitment agencies from Cambodia to Malaysia, also made use of the research findings.

Other research initiatives commissioned by the COMMIT Process and managed through UNIAP included:

Cambodia Recruitment Agency Research

UNIAP, in partnership with the Cambodian COMMIT Task Force, conducted a study to learn about the outcomes and experiences of Cambodian former domestic workers or maids in Malaysia. The study uncovered many points of vulnerability in the formal recruitment process and highlighted ways that they could be remedied. This research initiative received widespread support from development partners, with some immediately picking up on the findings for their own programming - including UNWomen, who used the conclusions in the development of their project on the protection of female migrant workers, and ILO, which made use of the findings to inform the design and

COMMIT-NEXUS Institute (Re)integration Study

In late 2009, the six COMMIT Governments identified improving (re)integration assistance as one of their agreed highest priorities for the Mekong region. In cooperation with a variety of inter-agency partners, including the NEXUS

Institute, World Vision, Save the Children, UNICEF and IOM, UNIAP as the COMMIT Secretariat launched a three-phased, large-scale analysis of the effectiveness of (re)integration services.

At the project's core was a primary research incorporating in-depth interviews with more than 250 trafficked persons to understand their experiences of (re)integration. Respondents came from all six countries in the GMS and included men, women and children,²³ trafficked for various forms of forced labour, sexual exploitation, begging and/or forced marriage. The study included an innovative sample covering persons who had been identified and assisted, as well as those who were not identified and/or did not receive assistance.



Picture above: Researchers from UNIAP and the Lao Academy of Social Sciences collect data on cross-border trafficking into China in villages in northern Lao PDR

This research was published in November 2013, providing entirely new insights into how trafficked persons experienced their (re)integration and setting the foundation to further improve and tailor services in this regard. The report is expected to benefit service providers in the region and provide a basis for improvements in protection and reintegration services to be made under the COMMIT Process.



Analysis of trafficking into shrimp processing factories

²³ Only children aged 13 years and older were included in the sample for direct interviews.

There are still many outstanding gaps where more research is needed including:

- The specific vulnerabilities to human trafficking amongst target populations in the different patterns
- The scale of the problem in the different flows and the dynamics affecting this
- Potential impact of ASEAN integration on human trafficking
- Costs and impacts of human trafficking in target communities
- The nexus between corruption and human trafficking
- Link between disability and human trafficking in some areas
- The scale and patterns of human trafficking through internet/social media
- The scale and patterns of human trafficking through marriage and adoption
- Efficacy of criminal justice systems in the prosecution of traffickers/exploiters



Focus group with women in rural Cambodia to understand vulnerabilities to trafficking

2.4 OBJECTIVE 4: To continue to play a catalytic role in the anti-trafficking response by identifying and supporting special projects to address new and emerging issues and opportunities

UNIAP's support for special projects included generally small-scale initiatives in areas not being addressed by other agencies or, in some instances, requiring a multi-agency response. Each initiative focused on one or more of the following: bridging gaps; exploring new approaches; bringing in new actors; and building new linkages, particularly

across borders. Such initiatives were intended to then be picked up by partner agencies with specialized technical expertise, with a view to eventual consolidation and institutionalization of successful approaches through mechanisms such as COMMIT.

Grants were provided on the basis of responses to Calls for Proposals, which were seen to meet the needs identified amongst the target populations, after competitive review and screening through UNDP procedures. The grants that UNIAP provided to NGOs working directly with vulnerable and exploited populations was a key facet of Phase III, ensuring the project had a direct impact on the lives of those who are trafficked and also had key insights into the trafficking trends at a community level. UNIAP has been able to inform the COMMIT Process through such activities and its presence in countries throughout the GMS has supported cross-border coordination around the cases.

Specific programs were launched in Viet Nam to broaden engagement with civil society, while in Cambodia a reintegration network between NGO partners was supported providing for different needs. In Thailand, a focus on providing support to victims in coordination with the law enforcement response was promoted, which in an initial phase saw collaboration between NGOs in Malaysia and Cambodia – where Cambodia victims on Thai fishing boats and escaping in Malaysia needed assistance in returning home and pursuing action against traffickers. Besides the grants, UNIAP has provided NGOs and CBOs with technical support in terms of training, repatriation, referral of victims and referring them to donors. As a result, the capacity of their staff has improved; more victims have been repatriated and assisted/referred; and they have received more funding from other donors to carry out more activities. Additional sustainable institutional outcomes include the developments of referral networks.

For a complete overview of the grants approved, please see annex 4.

Shelter self-improvement (SSI) project: Through the shelter self-improvement project UNIAP sought to launch a process to fill gaps at the operational level through an innovative, time-bound approach aimed at building the capacity of shelter managers and national referral mechanisms. To date the project has been implemented in Cambodia, China, Lao PDR, Myanmar and Viet Nam.

Government and NGO shelter managers, counselors, and victim service providers from shelters were trained by UNIAP on how to conduct shelter inspections, and how to train others to conduct shelter inspections, using a scoring sheet that rates various aspects of shelters according to international

standards (facilities, services, case management systems, etc.). Afterwards, the trained group divided into teams and

conducted group cross-assessment visits to each other's shelters.

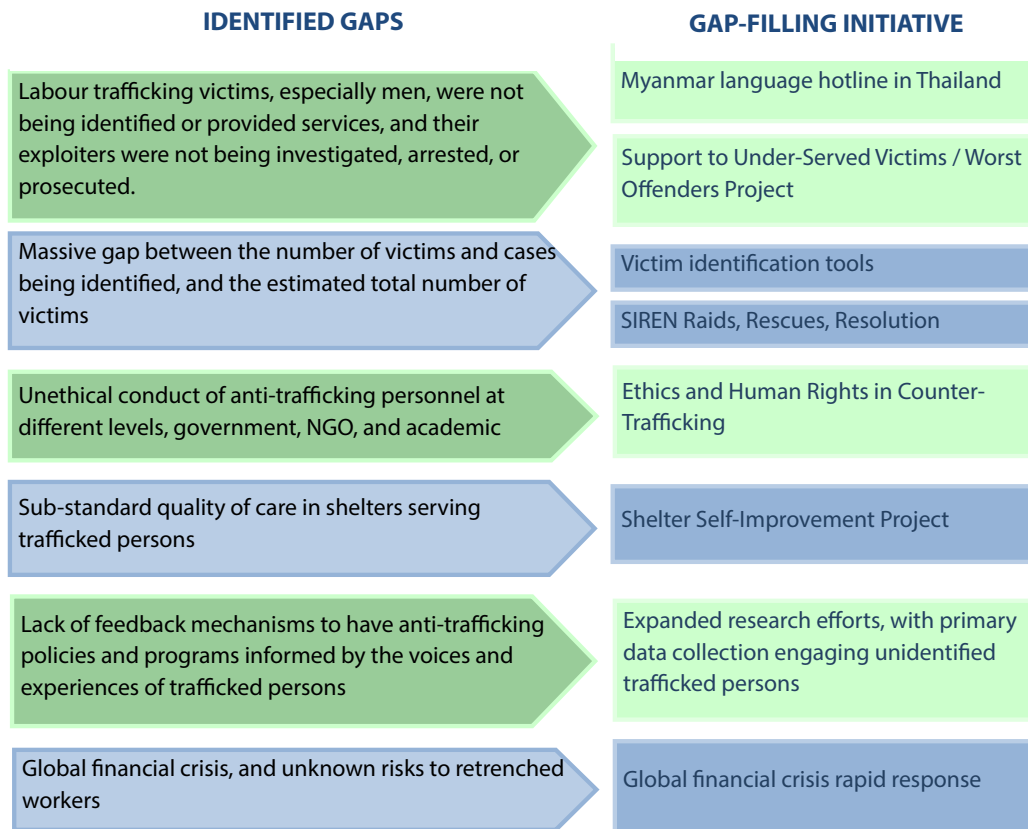


Figure 5. UNIAP's gap-filling initiatives over the course of Phase III

After the shelter visits and based on the scores and the identified areas that require the most improvement in each of the shelters, the national shelter self-improvement group determined the best way to allocate funding among the shelters for immediate improvements, whether physical changes or improvements to the system, capacity, or case management.

Over the years, significant improvements in staff capacity, and an impressive change in staff members' attitude were reported. For example, in Viet Nam one shelter in Hanoi had all its case management files coded and locked to ensure confidentiality instead of having victims' names identified; another shelter revised their regulations to make it more positive, educational and constructive, taking the views of the victim clients into consideration; and active referrals occurred between several short-term reception centers and long-term shelters. One shelter reported that the number of intakes during 6 months after engagement in the SSI network doubled from the 17 months after its opening. There were also reports of changed attitudes of staff with a move away from viewing the survivors as either "bad people" or like "children", towards enhancing victim capacity and empowering them.

The SSI project also influenced policy in Cambodia and China where the shelter assessment checklist was integrated into national standards.

Myanmar language hotline in Thailand: The Myanmar language hotline in Thailand was initiated in mid-2009 to provide information, advice and referrals to vulnerable Myanmar migrants in Thailand, as well as trafficked persons who contacted the number to request assistance. Over a period of more than 3.5 years, the hotline received an average of 68 calls per month, with two peaks of around 200 calls per month in late 2009 and early 2013. An average of 63% of calls were related to labour rights issues (ranging from reports of exploitative practices and asking for assistance, to requests for information about documentation for migrant workers). Just over 10% of calls per month on average related to trafficking patterns or cases. Once the Myanmar national hotline was launched and linked up with the UNIAP Myanmar hotline in Thailand, however, there were measurable positive results: within 3-4 months, casewere being referred between the Myanmar ATTF and the Thai-based hotline, leading to the provision of assistance to victims who did not receive or accept assistance in Thailand, and even leading to some arrests.

NGO Grant to Identify and Support Victims of Labour Trafficking in Vietnam

While the Viet Nam anti-trafficking law recognizes male trafficking, most coverage on the human trafficking issue has focused on trafficking for sexual exploitation, despite the significant number of labour exploitation cases. In practice, the identification of victims of labour trafficking remains challenging. UNIAP in partnership with CSAGA reached out to Vietnamese returnees who were possibly victims of trafficking for labour exploitation but who had not been offered any support services for trafficking victims. A baseline survey in three selected provinces was conducted to assess the labour trafficking situation and identify victims of labour trafficking among Vietnamese returnees.

UNIAP assisted four migrant workers in legal proceedings to claim compensations from their traffickers, brokers or employers. This work has contributed in stimulating more efforts to address labour trafficking and pointed out several challenges in helping victims of labour trafficking, including lack of evidence being a principal source of failure in legal processes. A number of migrant workers chose irregular migration options regardless of the risks they would face, having not heard any prior reports of coercion or fraud. Others are not aware that keeping documents associated with their trafficking or unsuccessful migration experiences is important. These impeding factors are being addressed in awareness-raising activities on safe migration and human trafficking, updating national legislation in relation to working abroad, recruitment processes and procedures, as well as public services for labour migration.

The project also focused on itinerant legal counseling carried out by local legal officers in 16 communes in the three provinces. This activity aimed at providing counseling services for returnees and those who want to work abroad; increasing the amount of available information about going overseas and raising their awareness about safe migration. More than 1,000 people were provided with information on safe migration and how to avoid risks when working abroad, as well as contact lists for relevant matters. Three centers for legal aid were very proactive in approaching clients and providing legal aid. As of 30 June 2013, approximately 100 workers received counseling services through the project. All cases have been documented for follow up and monitoring.

Support to under-served victims: A pillar of UNIAP's work to fill gaps was the Support to Under-served Victims initiative, which was derived from the broad understanding that the majority of victims of trafficking are neither identified nor assisted, and in need of assistance. The initiative incorporated grants to civil society organizations to provide support to victim populations that were not sufficiently served by existing mainstream responses. The case study below illustrates UNIAP's experience of working with such groups.

The Ethics and Human Rights in Counter-Trafficking initiative: UNIAP developed its own internal review process modelled after the Institutional Review Boards (IRBs) of academia, putting all of its research and activities working

directly with vulnerable populations through a critical review process, based on seven guiding principles on ethics and human rights created for counter-trafficking work. In September 2008, the UNIAP Guide to Ethics and Human Rights in Counter Trafficking: Ethical Standards for Counter-Trafficking Research and Programming²⁴ was launched in English, then soon after in the six Mekong languages.

Victim identification tools: With only a small fraction of the estimated population of trafficked persons ever identified, most trafficking situations see victims who remain unassisted and perpetrators unpunished. UNIAP developed several tools for improved victim screening:

²⁴ UNIAP (2008). Guide to Ethics and Human Rights in Counter-Trafficking: Ethical Standards for Counter-Trafficking Research and Programming. Bangkok: UNIAP.

UNIAP's Shelter Self-Improvement Initiative in Vietnam

Managers and staff from the eight shelters and reception centers serving victims of human trafficking in Vietnam never had the chance to network and were not able to see how things worked in other custodial facilities. Although there were relatively few shelters in the country, there was no active networking between personnel in different shelters and consequently, there were no referrals between shelters. Over the past year, shelter staff members have undergone an intensive program of training in shelter assessment; case management and shelter management; strengthening victim referral networks; and critical victim protection skills such as trauma counseling, victim interviewing, and designing effective age- and gender-appropriate shelter activities. In addition to technical training, shelter staff members have engaged in shelter cross-assessments whereby they have visited the shelters run by their colleagues to assess conditions and make recommendations for improvements. One year on, the situation has much improved. Shelter staff's skills and attitudes have changed considerably, the services they provide are more professional, and the facilities and conditions in the shelters have significantly improved. Victims are now receiving the critical support they need as shelter staff have enhanced their counseling and listening skills through the referral system and standard operating procedures established through the Shelter Self Improvement Project. The project has since been implemented in Cambodia, China, Lao PDR and Myanmar as well.

- Victim screening quick-cards (the size of a credit card) were translated into the Mekong languages and piloted with Vietnamese and Chinese shelter staff working in shelters that serve diverse clientele (including homeless, street children, and sex workers brought in by police).
- Higher-precision victim screening tools were developed for Chinese shelter staff as well; these included wall posters that the China government printed for all the 1,500+ 'relief centres' operating across China by the Ministry of Civil Affairs.
- A framework for identifying victims of forced labour on fishing boats was developed and piloted with the Malaysian Maritime Enforcement Authority (MMEA) as a step to highlighting the issue of trafficking onto Thai and other boats that dock in Malaysia.
- A smartphone victim identification application has been developed to assist frontline responders who may initially engage with potential victims of trafficking who do not speak their language, and provides videos with key questions in all GMS languages to gather responses. This has been piloted with government and NGO partners in Thailand, and further roll out is anticipated based on the feedback.

bondage among this population, with women seeking and accepting advances from brothel or karaoke owners as their only means to access capital to remit to their families in the provinces. In response 120 women were provided with market-driven vocational training directly through the program and further training opportunities and micro-credit from other partner as an alternative to taking a job in the entertainment sector.

Developments for the future: Engaging the private sector in combatting human trafficking

The role of the private sector in anti-trafficking work has been increasingly recognized in recent years with activities and guidance in standards encouraging these efforts.



Vulnerability targeting research in Myanmar

Global Financial Crisis response: A UNIAP study on retrenched garment factory workers' increasing entry into potentially exploitative sex work in Phnom Penh, due to the global financial crisis in 2009, found that there was increasing debt

UNIAP Joining Forces to Support Trafficked Persons with Ethnic Minority Background

Ethnic minorities are considered as high-risk groups to human trafficking; however, there have been limited efforts to assist victims of trafficking with ethnic minority backgrounds. The Viet Nam Women's Union of Thai Nguyen province received a grant to support victims of trafficking from ethnic minorities. Some ethnic minorities are not officially recognized in accordance with the domestic legislations, and so victims with ethnic minority backgrounds that were identified in the scope of the project were not entitled to receive official assistance.

A baseline survey was conducted to identify victims of trafficking in two districts of Dong Hy and Dai Tu recognized as hotspots of human trafficking in Thai Nguyen. 53 out of more than 100 respondents were identified as possible victims of trafficking, 91% of whom were victims of labour trafficking and 9% trafficked for forced marriage. Poverty, lack of opportunities in education and information were key factors identified in the scope of the project. Even though the project primarily targeted ethnic minorities, who made up approximately 60% of total victim assisted, Kinh people identified as victims of trafficking were also assisted to ensure non-discrimination.

Support was provided based on individual needs. Among 53 victims identified, 44 received training on business development and 41 accepted support services including loans and insurance certificates, training on techniques in husbandry, and support through group meetings. 23 people were offered loans to implement their business development plans, which they developed themselves in consultation with a service provider. In addition to financial support from UNIAP, the Women's Union of Thai Nguyen mobilized other resources that enabled victims to access loans from the Vietnam Bank of Social Policy. Given the limited funding available for the project, this was a measure that increased benefits for victims of trafficking. Three peer-to-peer groups were established and facilitated to organize monthly meetings where the member had opportunities to learn and access information in relation to various topics such as human trafficking issues, health productivity

The success of the project is attributed partially to that training on human trafficking for police, women's union, labor, criminal justice, health officers at both provincial and district level was held already at the start of the project. This ensured that the local authorities and service providers had the required knowledge and skills on the definition of human trafficking, legislation framework, ethical standards in working with victims of human trafficking and counseling skills which enabled standardized approach to supporting victims of trafficking, especially those who are ethnic minorities.

The types of activities and private sector actors involved vary from those taking a broader social responsibility perspective to those who understand that their own businesses may be affected by trafficking patterns. Initial activities with private sector took place through Phase III and this was consolidated towards a regional strategy in 2014. The regional strategy recognizes that different sectors and industry partners will need to be engaged in different countries and will support development of anti-trafficking work with those sectors in the coming years.

HUMAN TRAFFICKING IS A CRIME OF EXPLOITATION.

OFFENSES INCLUDE:

- FORCED LABOR OR PROSTITUTION
- INVOLUNTARY SERVITUDE
- DEBT BONDAGE
- SLAVERY
- VICTIM CONSENT IS IRRELEVANT



Under the laws of your country, it is the obligation of all public servants to report human trafficking. Victim safety and security are critical to this process.

REPORT SUSPICIOUS ACTIVITY TO THE ANTI-TRAFFICKING UNIT IN YOUR REGION:

011 55 51 52

2.5 OVERALL GOAL: To make a tangible and sustained impact on human trafficking in the Greater Mekong Sub-region

Over the past seven years, UNIAP Phase III has made a marked and sustained impact on counter-trafficking work in the Greater Mekong Sub-region. In light of the aforementioned challenges, including but not limited to the sensitive nature of the issues and challenging environmental landscape of trafficking in the region, UNIAP has sought to create meaningful impact in this sector. Through the development and fostering of counter-trafficking mechanisms and enhancement of government capacity to address trafficking issues, UNIAP has made a significant contribution to the combating of human trafficking. Most notably, these impacts include:

- **A shift in the trafficking discourse:** The trafficking discourse has progressed from focusing solely on sexual exploitation of women and children, to a broader understanding of human trafficking including labour exploitation affecting men as well as women and children. UNIAP research has shed light on the conditions in factories, plantations, construction sites, and fishing boats, and contributed to the recognition of male experiences of trafficking. This recognition resulted in interventions to provide support services also for male victims of labour trafficking, many of which were piloted with the support of UNIAP.
- **A deeper and broader evidence base:** Through UNIAP's data collection, analysis and providing fora for sharing information and experiences, as well as documenting and publicising trafficking trends, the information and intelligence base on human trafficking has developed significantly. The use of new methodologies, such as sentinel surveillance, has contributed to a more robust evidence base to ensure that anti-trafficking efforts are responding to the demonstrated needs.
- **More rigorous policy frameworks agreements and cooperation:** With the support of UNIAP, most countries in the GMS now have legislation and/or policies recognising human trafficking in compliance with the international definition. By 2013, Cambodia, Myanmar, Thailand, and Viet Nam have comprehensive anti-trafficking laws with provisions to protect victims, and further policy frameworks vital in providing the basis for broader anti-trafficking work. The National Plans of Action and cooperation between agencies, also provide clear indications of the progress in this area.
- **Increased cross-border cooperation in anti-trafficking:** Support by UNIAP to the operationalization of the COMMIT MoU through bilateral agreements and cross-border interventions has facilitated the safe return and repatriation of victims as well as law enforcement cooperation in sharing information and pursuing traffickers. Trafficked persons pursuing criminal justice have benefited from this cooperation, through

Feedback from UNIAP Training Participants

"Practically, I learned a lot from the training, particularly human rights base in interviewing. As a result, we reformed the team and the way to handle cases and we created a proper place to interview victims after raid and rescue [which had] not existed before I was trained. We have our behaviour changed in treating the interviewees based on their rights, for example, we provide them food and water if they are in need, translator if they are foreigners and they have right to answer or decline. Moreover, we would refer them to our partners for further intervention [when this was requested]."

Senior official of Anti-Trafficking and Juvenile Protection Police Unit, Cambodia

"Before the training our team worked based on belief and habit. Consequently, interviews could happen at any time and any place. We sometimes had male staff carry on interviewing a shivering girl who had been abused. However, after being introduced to the guidelines and rights-based interviewing, we had our behaviour changed. For instance, we arranged a proper interview environment, asked for consent, maintained anonymity and confidentiality. We also share our knowledge, experience to our team and counterparts on the issue."

Social worker for a local NGO, Cambodia

UNIAP Supporting Efforts to Consider Trafficked Persons in the Post-Nargis Response

When cyclone Nargis devastated the country, the Myanmar government did not initially prioritize the needs of vulnerable populations such as victims of human trafficking. UNIAP's engagement with the Women's Protection Group helped fill this gap, however, by partnering with the government to integrate trafficking concerns into emergency response planning.

Working with the Human Trafficking Working Group (HTWG), UNIAP provided critical technical assistance related to human trafficking to the emergency response. For example, UNIAP was involved in the development of strategic plans and ensured that important trafficking indicators were included in ongoing assessments to ensure that human trafficking was monitored. The government valued this assistance, as it helped the HTWG address some of the immediate, as well as long-term concerns of human trafficking. Local institutions and organizations working on the emergency response, such as the police and UN implementing partners, were not previously involved in counter-trafficking work. UNIAP's engagement helped ensure that they were included, which ultimately led to the establishment of an anti-trafficking task force in Ayerwaddy, one of the areas heavily affected by the cyclone.

The collaborative effort that resulted helped ensure that trafficking concerns were more adequately addressed. For example, local partners began to refer people who were trafficked to UNIAP, such as returnees who had fled the cyclone and were recruited by illegal migration agencies and trafficked to work on fishing boats in Indonesia. Following their work with UNIAP, police developed improved methods for investigating broker networks. In one case, the police were better able to identify suspicious operations and intervened to rescue several groups of men who were about to embark on fishing boats. After interviewing the brokers, the police realized that the brokers had made false promises to the men and that they were going to be trafficked. In other instances, the police did not interfere in cases of legal migration after they realized that the cases were legitimate during their investigations of the broker networks. The police also began alerting emergency response teams if the broker networks could not be verified. In response to this, some broker groups began printing t-shirts with phone numbers where the police officers could verify the legitimacy of the agency.

UNIAP helped operationalize community watch groups, which identified suspicious activities and brokers and reported them to UNIAP or UNICEF for further investigation by the police. As a result of these key activities, instances of men being trafficked through illegal recruitment agencies declined.

UNIAP also worked with UNICEF to address the issue of child trafficking. Together, they introduced and operationalized indicators to identify and track abducted children and trained people working on the ground on what to look for and how to interview children and their guardians to identify potential victims of trafficking. The Karen Women's Action Group was very active in this regard and received funding for other projects through the reputation they gained for anti-trafficking work during the Nargis response.

UNIAP's close collaboration with the government was fruitful. As a result of the lessons learned and heightened awareness of trafficking issues during the Nargis response, government officials are now introducing prevention strategies in areas prone to conflict, such as Kachin State. Focus on human trafficking in these provinces was previously very low or non-existent, but officials now recognize the vulnerability of displaced people to trafficking and is working to prevent further human trafficking.

the increased capacity of law enforcement and victim support agencies, and with translation and other support. In some instances study trips have been supported where there is concrete gain from sharing knowledge, experience and frameworks and which has resulted in an increase of victims being returned through official channels with attached support structures.

- ***Institutionalisation of a multi-disciplinary approach:*** Through its role as the COMMIT secretariat and its understanding of the governmental structures and support systems in each country, UNIAP was able to support the formation of national COMMIT Task Forces and their related annual work plans. These Task Forces pulled together key ministries and other crucial actors in anti-trafficking work and thereby greatly facilitated the institutionalisation of multi-disciplinary approaches. This is particularly important in anti-trafficking efforts due to the complexity and multi-faceted nature of the issue. Prior to the establishment of COMMIT, few countries in the region were formally addressing the problem through such an approach.
- ***Increased leader- and ownership of the anti-trafficking work by the governments:*** By the end of the third phase of UNIAP, all six GMS countries have dedicated anti-trafficking mechanisms with an increase in direct funding allocated by the governments themselves. In Myanmar, the national budget allocated to anti-trafficking programmes has more than doubled during UNIAP Phase III, consistent with UNIAP's advocacy for such progress, and other countries in the region also significantly fund anti-trafficking efforts.
- ***Institutionalisation of regional and national capacity building programmes:*** A high level of UNIAP planning and resources was devoted to building capacity of anti-trafficking partners in government and civil society. Development and execution of these programmes has been valued by stakeholders as both an effective and important aspect in anti-trafficking efforts. In some countries, such as Cambodia, training on anti-trafficking has now been included in national curricula for specific professional groups. At the same time, it has also been noted that the effectiveness of capacity building efforts targeted towards individuals have been inhibited by their rotation to unrelated positions after receiving training.
- ***Increased cooperation between civil society and government:*** UNIAP has often served as a bridge between civil society and government. Through its

unique approach that includes activities at the grassroots level all the way up to the highest policy makers, UNIAP has provided space for different actors to come together and build trust and confidence. This in turn has supported progress toward more effective anti-trafficking efforts where policies are informed by the real needs on the ground and where the front lines responders get the support they need from policy makers. This is an area of work that will need continued support and strengthening.

Challenges

Although UNIAP managed to achieve many of its objectives during Phase III, there were also significant challenges that affected the work.

Perhaps most notably is the complex nature of the project, with a large number of stakeholders involved in the implementation of activities at different levels and with different approaches. The GMS region itself is characterized by diversity with countries at varying degrees of development and with different trafficking profiles. Moreover, the project has operated within an inter-agency framework, which pulled together both UN agencies and civil society.

Coordinating with all these different actors and supporting progress at a regional level has therefore been a challenge, in particular relating to the focal role of providing secretariat support to the COMMIT Process.

Fundraising has been an additional challenge with the project only being fully funded during the last year. This has without doubt affected the capacity of the project to implement projected activities in a timely manner. Moreover, the need to adapt to the ever-changing nature of human trafficking resulted in the evolution of the project in different areas and filling gaps that required additional funding to what had originally been foreseen.

Monitoring and evaluation (M&E) is particularly difficult in such a complex project as UNIAP, with several levels of implementation in different countries, and different degrees of ability to gather and validate information on progress. Despite this a fully dedicated post for M&E was never established which also resulted in a weak M&E framework. With no baseline at the start of the project against which to assess progress and limitations in the results framework, there were constraints in conducting monitoring both in terms of human resource capacity and financial constraints in recruiting M&E expertise.

In terms of programming there were many lessons learned through the project. For example, the effectiveness of the extensive capacity building conducted by UNIAP was limited

by the rotation of officials from anti-trafficking roles to different responsibilities. This points at the importance of moving away from a focus on individual capacity building

towards a focus on institutions, in order to ensure sustainability.

3. Future

The progress that has been achieved to date by UNIAP and partners has built a solid foundation in anti-trafficking efforts. Yet, with the scale of human trafficking ever more apparent and the broad range of needs identified, UNIAP led an extensive visioning exercise in early 2013 which included consultations with over 200 stakeholders in six countries and at the regional level. A key conclusion of the consultations was the need for increased collaboration between stakeholders towards more effective counter-trafficking efforts, recognizing that trafficking is a complex, multi-dimensional crime that can only be countered by a cross-border and cross-sectorial response. For this purpose a new regional project has been developed: UN Action for Cooperation against Trafficking in Persons

(UN-ACT) which will start in the beginning in 2014, building on what UNIAP achieved but with a new vision to take the anti-trafficking work in the GMS region and beyond to the next level. UN-ACT will operate under UNDP's Asia-Pacific Regional Center, with the following outcome:

Key anti-trafficking stakeholders in the region are working in a more cooperative and mutually supportive manner to effectively combat trafficking in persons

In order to achieve the stated outcome, the following four interlinked outputs were identified:

Output 1: The COMMIT Process is strengthened to become sustainable and self-reliant

UNIAP has functioned as the secretariat for COMMIT since its inception and it is envisaged that the new project will continue to provide support to this Process. However the project will put additional focus on ensuring that governments are empowered to support the COMMIT Process independently, with a view to promoting sustainability and self-reliance. Parallel to the process of integrating COMMIT activities into national and (sub-) regional entities, support will be provided to the implementation of regional and national anti-trafficking work plans.

Output 2: COMMIT countries increase their cooperation with other countries and regional actors to effectively counter human trafficking

The project will engage with a broader geographical area in the next phase in order to strengthen anti-trafficking work in COMMIT countries, recognizing that human trafficking

flows exist between COMMIT countries and many other countries in the broader region. Greater engagement is also envisaged with regional institutional bodies such as ASEAN to bolster cooperation with other countries and promote cross-learning and stronger linkages.

Output 3: Policy makers, academia, non-governmental actors and the public have increased access to evidence-based research and knowledge on human trafficking

Capacity building activities will be implemented with research institutions from both within and outside the region, to enable key actors including governments to take the lead in effectively monitoring the trafficking situation in their countries; and to develop and use harmonized research tools with common indicators to monitor the effectiveness of anti-trafficking work and ensure quality and ethical standards.

Output 4: Civil society and other non-governmental actors are able to contribute more effectively to anti-trafficking efforts

In addition to the support for government-led processes, the new project will seek to engage with non-governmental actors such as civil society, academic institutions, media and the private sector. These activities will be aligned with (sub-) regional priorities with a focus on transfer of knowledge and skills through a combination of technical and financial support. A small grants fund will be established to build the capacity of civil society, which will also serve as a means to develop the evidence-base informing policy advocacy.

The strategy for reaching the envisaged outputs and outcome is capacity building and strengthening of relevant stakeholders, both duty bearers and rights holders. UNDP has defined capacity as "the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner". In response to the findings of UNIAP that identified capacity building of individuals as less effective, capacity building activities of UN-ACT will focus on institutions and will aim to increase the capacity in the following functional areas:

- Institutional arrangements → Institutional reform and incentive mechanisms;
- Leadership → leadership development;
- Knowledge → education, training and learning;
- Accountability → accountability and voice mechanisms.

Moreover, it has developed a detailed M&E framework in

order to establish baselines already at the initiation stage of the project and to monitor and track progress. A full time dedicated position has been established for this purpose. M&E efforts will focus both on project activities themselves

as well as building the governments' capacity to monitor and evaluate their work, in particular within the COMMIT Process.

Annexes

Annex 1: Policy developments in the GMS related to human trafficking 2000 – 2013						
	Cambodia	China	Myanmar	Lao PDR	Thailand	Viet Nam
2000	• TIP NPA on women and children				• Signed the UNTOC	
2001		• NWCCW office was assigned to coordinate the TIP work with various ministries			• Signed the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children	
2002	• Gendarmerie Office to Combat TIP		• Formation of Working Group on Prevention of TIP	• MOU with Thailand on Employment of Workers	• MOU with Lao PDR on Employment of Workers	
2003	• MOU with Thailand on TIP • MOU with Thailand on Employment of Workers		• MOU with Thailand on Employment of Workers • Establishment of Anti-Trafficking Unit and Task Forces	• Signed the UNTOC and ratification of Palermo Protocol	• National Policy and Plan on Prevention, Suppression, and Combating Domestic and Transnational Trafficking in Children and Women (2003 – 2010) • Witness Protection Act • Child Protection Act • MOU on Operational Guidelines for Government Agencies Engaged in Addressing TIP • MOU on Operations Between State Agencies and NGOs Engaged in Addressing TIP • MOU on Guidelines for NGOs Engaged in Addressing TIP • MOU with Cambodia on TIP • MOU with Cambodia on	

	Cambodia	China	Myanmar	Lao PDR	Thailand	Viet Nam
					Employment of Workers • MOU with Myanmar on Employment of Workers	
2004	<ul style="list-style-type: none"> • COMMIT MOU 	<ul style="list-style-type: none"> • COMMIT MOU • BLOs with VN 	<ul style="list-style-type: none"> • COMMIT MOU • Acceded to UNCTOC 	<ul style="list-style-type: none"> • COMMIT MOU • Established the Lao COMMIT Task Force • Adopted the Development and Protection of Women and Children law 	<ul style="list-style-type: none"> • COMMIT MOU • ASEAN MLAT Treaty • ASEAN Declaration on TIP • Thailand declared its intention to fight trafficking in persons and made the prevention and resolution of trafficking in persons part of its national agenda 	<ul style="list-style-type: none"> • COMMIT MOU • ASEAN Declaration Against Trafficking in Person • Treaty on Mutual Legal Assistance on Criminal Matters • National Plan of Action 2004 - 2010
2005	<ul style="list-style-type: none"> • Established the Cambodia COMMIT Task Force • Joint Guidelines with Thailand on Repatriation • MOI Plan of Action on TIP • MOU with Viet Nam 	<ul style="list-style-type: none"> • MLAT with Thailand 	<ul style="list-style-type: none"> • Anti-Trafficking in Persons Law • Central Body for Suppression of Trafficking in Persons 	<ul style="list-style-type: none"> • MOU with Thailand • Amended the penal law article 134 on human trafficking 	<ul style="list-style-type: none"> • MOU with Lao PDR • Joint Guidelines with Cambodia on Repatriation • MLAT with China 	<ul style="list-style-type: none"> • MOU with Cambodia • Established human trafficking specialized unit under Steering Committee on Anti Drug and Crimes, MPS
2006	<ul style="list-style-type: none"> • Joint Guidelines with Thailand on TIP • Criminal Justice Procedure • Ratification of Palermo Protocol • Minimum Standards on Residential Care for Children 	<ul style="list-style-type: none"> • BLOs with VN 	<ul style="list-style-type: none"> • Central Body for Suppression of Trafficking in Persons 	<ul style="list-style-type: none"> • SOP on Victims Protection with Thailand 	<ul style="list-style-type: none"> • Joint Guidelines with Cambodia on TIP Criminal Justice Procedure • SOP on Victims Protection with Lao PDR 	
2007	<ul style="list-style-type: none"> • National Task Force to Implement TIP MOU • High Level Working 	<ul style="list-style-type: none"> • Opening of 1st Border Liaison Office with Myanmar • Anti-trafficking office 	<ul style="list-style-type: none"> • 1st NPA 		<ul style="list-style-type: none"> • Establishment of the Thai-COMMIT Task Force • ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers 	<ul style="list-style-type: none"> • ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers

	Cambodia	China	Myanmar	Lao PDR	Thailand	Viet Nam
	<p>Group on the Suppression of Trafficking, Smuggling, Labour and Sexual Exploitation of Women and Children</p> <ul style="list-style-type: none"> • Ratification of law on Cambodia • Accession to the Hague Convention on Child Protection and Cooperation on Inter-Country Adoption • Agreement between 5 Ministries and 24 NGOs on Support for victims of trafficking • MoSVY Decision on Victim Reintegration and Follow up • Guidelines on Protection of Rights of Child Victims of Trafficking 	<p>set up within Ministry of Public Security</p> <ul style="list-style-type: none"> • Inter-ministerial Office against Human trafficking of State Council set up • Inter-Ministerial Joint Meeting System against Human trafficking set up 			<p>of the Rights of Migrant Workers</p>	<ul style="list-style-type: none"> • Decree No. 69 (2007) to amend the previous Decree No. 68 on International Child Adoption and Marriage • Decision 17 on Reception and Reintegration Support of Trafficked Women and Children returned from Abroad • Decision 16 on Strengthening Implementation of National Plan of Action to Combat Trafficking in Women and Children
2008	<ul style="list-style-type: none"> • New TIP law • Minimum Standards on Alternative Care for Children in the Community • Guidelines to 	<ul style="list-style-type: none"> • 1st NPA • Labour Contract Law 		<ul style="list-style-type: none"> • Victim Protection Guidelines developed 	<ul style="list-style-type: none"> • Anti-Trafficking in Persons Committee chaired by the PM • Alien Work Act • New Anti-Trafficking in Persons Act • Anti-Money Laundering Act 	<ul style="list-style-type: none"> • MOU with Thailand • Inter-Ministerial Circular 03 on Victim Identification and Reception • National Circular on Policy Application for Victims of Trafficking

	Cambodia	China	Myanmar	Lao PDR	Thailand	Viet Nam
	Implement TIP law				<ul style="list-style-type: none"> • MOU with Viet Nam • Operational Guideline on the Prevention, Suppression, Assistance and Protection of Trafficked Persons for Labour Purposes 	
2009	<ul style="list-style-type: none"> • National Committee on to Lead the Suppression of Trafficking, Labour Smuggling, Labour and Sexual Exploitation of Women and Children • Policy & Minimum Standards on Protection of Rights of Victims of Trafficking • Enacted the Penal Code - Some articles in this law relate to the prosecution of human trafficking • Agreement with Viet Nam on Victim Identification and Repatriation • Law on Inter-Country Adoption 	<ul style="list-style-type: none"> • Ratified Palermo Protocol • MOU with Myanmar, Viet Nam • Notice on protection of street children 	<ul style="list-style-type: none"> • MOU with Thailand, China • Ratified ASEAN Mutual Legal Assistance in Criminal Matter Treaty • TIP Plan of Action with Thailand • Started engagement with Thai DSI and AHTD 	<ul style="list-style-type: none"> • Second Phase of TIP Plan of Action with Thailand 	<ul style="list-style-type: none"> • Sub-committee on the Consideration of the Approaches and Measures to Prevent and Suppress Human Trafficking in Fishery • MOU with Myanmar • Second Phase of TIP Plan of Action with Lao PDR • TIP Plan of Action with Myanmar • TIP Plan of Action with Viet Nam 	<ul style="list-style-type: none"> • MOU with China • TIP Plan of Action with Thailand • Agreement with Cambodia on Victim Identification and Repatriation

	Cambodia	China	Myanmar	Lao PDR	Thailand	Viet Nam
2010	<ul style="list-style-type: none"> Police Guidelines on Prevention of TIP Labour Migration Policy Police Guidelines on victim rescue operation MOLVT Guidelines on recruitment, training, sending and management of Cambodian workers overseas Policy on Village-Commune Safety for local authorities to eliminate human trafficking 	<ul style="list-style-type: none"> Legal interpretation on human trafficking cases investigation and prosecution 	<ul style="list-style-type: none"> Establishment of Human Trafficking Database Policy and Implementation to document undocumented workers in Thailand 	<ul style="list-style-type: none"> Signed Agreement on counter trafficking with Viet Nam 	<ul style="list-style-type: none"> Re-establishment of the Thai COMMIT Task Force National Policy Strategies and Measures to Prevent and Suppress Trafficking in Persons (2011 – 2016) 	<ul style="list-style-type: none"> Signed Agreement on counter trafficking with Lao PDR MOU with Lao PDR MOU with China
2011	<ul style="list-style-type: none"> Sub-decree on Sending workers Abroad through Private Recruitment Agencies NPA (2011-2013) 	<ul style="list-style-type: none"> Amendment of Criminal Law (forced labour and organ trafficking included) Notice on assistance to trafficking survivors to improve investigation and reintegration 		<ul style="list-style-type: none"> Developed the Lao-Viet Nam Plan of Action Established Anti-Human Trafficking Department, MPS 	<ul style="list-style-type: none"> Regulation to allow victims of trafficking to remain in the country temporarily 	<ul style="list-style-type: none"> Developed the Viet Nam-Lao Plan of Action Law Against Trafficking in Person in Viet Nam National Plan of Action 2011 – 2015 Ratification of UNTOC
2012	<ul style="list-style-type: none"> Bilateral agreement with Thailand on the use of labour force 	<ul style="list-style-type: none"> Developed agreement on counter trafficking with Lao PDR 	<ul style="list-style-type: none"> 2nd NPA National Guidelines on Return, Repatriation and (Re) Integration of Trafficking Victims Launching of Border 	<ul style="list-style-type: none"> National Plan of Action approved Developed agreement on counter trafficking with China Third phase of TIP Plan of Action with Thailand 	<ul style="list-style-type: none"> Specification of the types of work that victims of trafficking can do temporarily Bilateral agreement with Cambodia on the use of labour force 	<ul style="list-style-type: none"> Decree on identification, repatriation and protection of victims and their relatives

	Cambodia	China	Myanmar	Lao PDR	Thailand	Viet Nam
			<p>Cooperation Mechanism with Thailand at 2 border points</p> <ul style="list-style-type: none"> Joint Action Plan to Combat Human Trafficking with US 		<ul style="list-style-type: none"> Third phase of TIP Plan of Action with Lao PDR Launching of Border Cooperation Mechanism with Myanmar at 2 border points 	
2013		<ul style="list-style-type: none"> 2nd NPA 	<ul style="list-style-type: none"> Bilateral SOP with Thailand on Repatriation and Reintegration of Trafficking Victims Establishment of Anti-Trafficking in Persons Division 		<ul style="list-style-type: none"> Bilateral SOP with Myanmar on Repatriation and Reintegration of Trafficking Victims SOP with Viet Nam 	<ul style="list-style-type: none"> SOP with Thailand Decision on Approval of Plan of Action on Implementation of TOC Decree 09/2013/ND-CP on stimulating in detail a number of articles of the Anti – Human Trafficking Law The Joint Circular No. 134/2013 between Ministry of Finance and Ministry of Labor, Invalids and Social Affairs guiding the cost morn in victim's assistance The Joint Circular No.01/2013 between People's Supreme Court, People's Supreme Procuracy, Ministry of Public Security, Ministry of Defense and Ministry of Justice guiding the prosecution of human trafficking crimes

Annex 2: Descriptions and outcomes of different collaborative efforts during UNIAP Phase III

Drafting of the COMMIT SPA II monitoring and evaluation framework. Joint drafting of the monitoring and evaluation framework to be proposed for the 2nd COMMIT Sub-regional Plan of Action, with each organization taking on the area of their expertise (ARTIP prosecution, IOM protection, ILO prevention, UNIAP policy, and UNICEF police and protection).

Partners: ARTIP, ILO, IOM, UNICEF, COMMIT governments.

Cambodia radio call-in show on human trafficking. Radio programme broadcast across Cambodia featuring different guest speakers on the topic of human trafficking, including trafficked persons, with the goal of raising awareness and advertising hotline and service options for trafficked persons.

Partners: Cambodian government, media NGO Women's Media Centre/Women's Radio FM102.

China workshop with the Chinese media on anti-trafficking. One-day workshop sensitizing major Chinese media outlets to the issue of human trafficking, and encouraging increased media coverage in an ethical manner. A senior government official was also present to demonstrate government endorsement of increased media engagement in human trafficking.

Partners: ILO, SINA media, Chinese police senior official and major Chinese media outlets.

Outcome: The M&E framework was agreed by the governments in 2008, and since then the COMMIT Process has had the common M&E framework integrated into their work plans. Some countries since then (Myanmar and Viet Nam) have additionally ensured that their Anti-Trafficking National Plans of Action were harmonized with the COMMIT Sub-regional Plans of Action and M&E framework. While not every target has been met by every country in the past 4.5 years of their existence, progress is being measured against common targets, which has helped to motivate governments and allow for exchange of good practice and lessons learned between those countries that have achieved certain targets and those who have not.

Outcome: The radio call-in show has been broadcasting since 2006, reaching an estimated one million Cambodians across 15 of the 24 provinces. Given that most rural Cambodians are illiterate or semi-literate and have limited access to roads and urban areas, radio is an important means of communication. Just in the time period between July 2012 and January 2013, there were 239 callers, 10% of whom were victims of trafficking who requested more information and who were able to anonymously share their experiences and advice for the benefit of potential migrants at risk of trafficking. Many government officials contributed as guest speakers. Psycho-social NGO partner TPO found the radio programme very effective to boost their own programme, broadcasting the shows through radio station FM92.5 (Battambang) and FM96.5 (Banteay Meanchey) to complement their awareness-raising and psycho-social work. During the financial crisis, the radio show was used to advertise crisis hotline numbers run by NGO partner Chab Dai, and many referrals were made through the radio show.

Outcome: Chinese media shared their experiences and challenges when reporting human trafficking cases, and worked through strategies for how to better and more ethically cover sensitive trafficking cases. Journalists agreed that reports should increase reporting on the analysis of trafficking chains and higher-level linkages, not just isolated cases, and to "avoid blaming the victim for their tragedy, and...produce accurate reports that educate and also expose trafficking in the local area." As a result, three days after the workshop, one of the participating media outlets released a story about forced labour of Chinese men in a car wash, with aliases used for the victims and their faces blurred in the photos to protect their identity.

China migrant worker band project – the New Workers Art Troupe. Partners supported the auditions and development of a migrant worker folk rock band to develop songs about trafficking and labour exploitation, to serve as a platform for outreach to other migrant workers about their rights and awareness about human trafficking.

Partners: ILO, World Vision, the Band

Outcome: Over the period of August-December 2012, the band toured 6 different venues in Beijing Dongguan, Wuxi, Fuzhou, and Kunming, playing in migrant communities, schools, and factories and reaching an estimated 5,550 migrant workers, children, and factory owners and management staff. The songs and associated skits and other art performances were designed entirely by the migrant workers and their children based on real-life cases in a model of what partners described as an “unprecedented undertaking” in bottom-up approaches to trafficking prevention in China. An interactive session during the course of the performances allowed migrant workers, parents, students, and teachers in the audience to share tips and perspectives, and even led to some individuals describing their own situations, which they were discovering contained elements of trafficking. Pre-post analyses suggested that there was a notable increase in understanding of human trafficking and the rights of migrant workers, but that significant attitude issues may have persisted, such as considering the victims at fault. Further work was therefore identified in addressing attitudes as well as knowledge.

Myanmar workshop bringing government together with grassroots organizations working on anti-trafficking. Half-day meeting introducing the government to the anti-trafficking and safe migration work carried out by 17 grassroots organizations, aimed at building common understanding and trust between these two groups that typically have not had much trust.

Partners: World Vision, Myanmar government relevant ministries, 17 grassroots organizations.

Outcome: Prior to the significant government reforms and elections, civil society groups had in general not been trusted by the government, and conducted their humanitarian and development work through broadly informal channels. This meeting was the first step to get the civil society organisations (CSOs) registered, trusted, and increasingly integrated into the trafficking response mechanism, leveraging their position in hotspot communities. It also led to some of them requesting the participation of Myanmar anti-trafficking police in their awareness raising activities, in order to inform people of their rights and also to have the CSOs help the police build trust with the community. In general, this led CSOs to become more aware of anti-trafficking as a whole and how they could take more effective action.

Anti-Human Trafficking Day in Cambodia and Lao PDR. For the past several years, development partners and government have held a series of awareness-raising events to commemorate anti-trafficking day. In Cambodia this has included speeches (including by trafficked persons), banners and informational booths. In Lao PDR this has also included concerts, screenings of the MTV EXIT documentary on human trafficking, and friendly football matches. In both countries, activities take place in the capital as well as in a few other provincial centres.

Partners: Several UN and international partners; government.

Outcome: The effectiveness of Anti-Trafficking Day as a major prevention programme was analysed by a broad group of anti-trafficking prevention stakeholders in both Cambodia (2011) and Lao PDR (2013). Initially, in both countries, the broad group of stakeholders felt that Anti-Trafficking Day was a success due to the collaboration and advocacy messages that followed the event. With the introduction of Behaviour Change Theory and Communications to anti-trafficking efforts, the framing and targeting of messages and identifying the audience for the target messages are understood to be critical in monitoring the effectiveness of such advocacy events.

<p>Generation of the COMMIT 2007 Regional Guiding Principles on Victim Protection. Regional workshop with COMMIT governments to develop the regional guiding principles, jointly organized by the partners with case study discussions, breakout groups, etc.</p> <p><i>Partners: IOM, UNICEF, World Vision, Save the Children, COMMIT governments.</i></p>	<p>Outcome: A set of regional guiding principles was agreed for the COMMIT region, with the inputs and expertise of government and non-government responders from the regional and national levels. Parts of these regional guiding principles have been extracted and included in the Minimum Standard on Residential Care for Victims of Human Trafficking and Sexual Exploitation under the shelter improvement project in Cambodia. This minimum standard is expected to be finalized and launched in January 2014.</p>
<p>Case collaboration assisting Cambodian fishing boat victims stranded in Malaysia and Indonesia. UNIAP attempted to help network a number of international and national partners in assisting Cambodian fishermen trafficked onto fishing boats in Thailand and stranded in Malaysia and Indonesia. UNIAP worked with partners as the cases required, supporting victim identification as needed and attempting to support a criminal justice response.</p> <p><i>Partners: Cambodian NGOs, ILO, IOM, Malaysian NGO, Cambodia MoFA, Thai police and DSL.</i></p>	<p>Outcome: While institutional mechanisms for the repatriation of these trafficked persons seem to have been more solidified, a number of victim protection/service principles continue to be unaddressed – for example, victims continue to be kept in prison while awaiting repatriation, and reintegration assistance is not coordinated prior to return. In addition, to date, none of these cases have led to any law enforcement action, despite the fact that considerable information on brokering and trafficking had been collected from victims and shared with relevant authorities.</p>
<p>Thai SIREN expert consultation on experiences of foreign victims in the Thai prosecution process. This two-day expert consultation in March 2012 brought together operational responders from the Thai, Burmese, Cambodian and Lao criminal justice sector and victim protection sectors. The goal was to examine the treatment and experiences of foreign trafficking victims in Thailand who participate in the Thai criminal justice process, as well as identify the challenges to gaining successful prosecutions.</p> <p><i>Partners: Relevant Thai government ministries; Thai NGOs; Cambodian, Lao, and Myanmar government and NGOs</i></p>	<p>Outcome: A number of challenges were identified and agreed by the different countries and stakeholders, and the perspectives of victims were fully acknowledged. Further, recommendations were made for actions by Thailand as well as by the source countries, which were printed and publicly disseminated in a SIREN report in February 2013, translated into all Mekong languages. The level of collaboration and common understanding between the countries and also between government and non-government is reported to have made significant advances at this meeting. Further efforts are now needed to translate the recommendations that were made into action to improve the experiences of trafficked persons in the criminal justice process.</p>

Support to MTV EXIT concert in Myanmar. MTV EXIT organized a concert in Yangon, Myanmar in December 2012, with intensive technical and political support from the UNIAP Myanmar team, who helped guide the project proposal through the government approval process and who was heavily relied upon by both the government and MTV EXIT.

Partners: MTV EXIT, Myanmar government, national anti-trafficking partners

SIREN public-private sector consultation on human trafficking in Thai shrimp supply chains. In June 2012, seafood industry stakeholders, including Thai shrimp factory owners, industry associations, and US importers and retailers met with Thai government agencies, human rights interest groups, and United Nations bodies to discuss the issue of human trafficking in Thai supply chains. The purpose of the meeting, jointly organized by UNIAP and Wal-Mart, was to identify concrete solutions to eliminating exploitative labour situations in the industry through public-private sector consultation and collaboration.

Partners: Wal-Mart

CNN Freedom Project. UNIAP regional and Cambodia staff introduced the journalist team of CNN's Dan Rivers to two sets of trafficked persons – first, a set of young men who were trafficked onto Thai fishing boats, and second a set of women who were trafficked through formal recruitment channels into Malaysian factories.

Partners: CNN, LICADHO

Outcome: The event was the first of its kind in Myanmar and attracted an estimated 75,000 attendees. Large-scale dissemination of safe migration messages to a large number of people was achieved through the concert as well as the recording and regular rebroadcasting of the concert in the weeks following the event. The broadcast included hotline numbers for Myanmar people to call for assistance, including UNIAP's Myanmar language hotline in Thailand, which led to a significant increase in calls to the hotline after every broadcast – over 100 within a span of a couple of hours. More resources are needed to respond both to the hotline calls as well as to cases, whether trafficking or related.

Outcome: Key challenges in dealing with exploitative brokering and human trafficking in the Thai seafood industry were discussed, focusing on how the industry had been dealing with these issues and what more needed to be done. Representatives from different points in the seafood supply chain acknowledged the need for them to take responsibility for human trafficking in every component of the industry, including US retailers, US importers supplying those retailers, and Thai suppliers. Immediately following the meeting, a series of high-level meetings were called by the Thai government to discuss the severity of the matter, while some US suppliers made some purchase policy changes, including consolidating and auditing regional suppliers, and getting their processors to source exclusively from them. Follow up in the sector has continued particularly through an ILO-led programme, and further work is being conducted by private sector partners. However, issues over recruitment of migrant workers in the industry still remain, as do issues in the transparency in supply chains.

Outcome: Two reports were broadcast on CNN under the Freedom Project, one of which was a three-part series investigating the computer hard drive supply chain that won a National Headliner award in the US. This drew attention to the patterns of human trafficking in the region, and the more nuanced dynamics of human trafficking that the reporters indicated were often new to the audience.

The three-part series regarding trafficking through formal recruitment channels of Cambodian women into Malaysian factories there were indications that positive outcomes resulted for the victims in Malaysia. As reported in UNIAP's SIREN report GMS-10, CNN's contact with Western Digital regarding the conditions in their Malaysian supplier factory led to an audit and an improvement in the situation for the Cambodian women, increasing their pay and regulating work hours and labour conditions. After the report was broadcast, follow up by a local newspaper with one of the largest recruitment companies

Annex 3: UNIAP Phase III (2009 – 2013) Logframe and M&E Framework: Revised April 2013

OBJECTIVE	Intended outcomes	Indicative activities and outputs	Indicators of achievement	Important risks and assumptions	Responsible parties
Overall Goal: To make a tangible and sustained impact on human trafficking in the Great Mekong Sub-Region. [Decrease in human trafficking in the Greater Mekong Sub-Region]	<ul style="list-style-type: none"> Mutually supportive and joint programming and activities among government, UN and civil society partners Timely and reliable data on trafficking in the region More effective prosecutions Improved quality of services provided to people who were trafficked 	<ul style="list-style-type: none"> Joint planning, analysis, implementation and Monitoring among government, UN and civil society partners Publication of consolidated country data sheets to present country data from governments, UN and civil society partners Ongoing inter-agency analysis of data gathered from partner government agencies responsible for prosecution of traffickers and protection of victims to identify trends Formulation and implementation of improved national and multi-lateral policies and accountability interventions Capacity of NGOs and other operational responders built to better support underserved victims of trafficking 	<ul style="list-style-type: none"> Reports in current trends on anti-trafficking cases Increase in victims receiving support Increase in successful human trafficking prosecutions Increase in percentage of victims reporting satisfaction with support received Increase in number of cases handled through cross-border coordination mechanisms 	Risks <ul style="list-style-type: none"> Funding among partners continues to decrease Demand for trafficked people increases Assumptions <ul style="list-style-type: none"> Partners continue to show willingness to cooperate Sustained access to victims and other relevant stakeholders 	UNIAP COMMIT Governments Inter-agency partners

OBJECTIVE	Intended outcomes	Indicative activities and outputs	Indicators of achievement	Important risks and assumptions	Responsible parties
Objective 1: Services to governments. [Governments are able to more effectively and strategically combat trafficking]	<ul style="list-style-type: none"> Government officials involved in anti-trafficking work are competent and well-informed of anti-trafficking policy. 	<ul style="list-style-type: none"> COMMIT Regional Training Program conducted at national and regional levels, including training of trainers. 	<ul style="list-style-type: none"> All countries have adapted and piloted the national anti-trafficking training program 		UN IAP
	<ul style="list-style-type: none"> Effective cross-border, regional, and internal cooperation established between specialist trafficking units. 	<ul style="list-style-type: none"> Develop, finalize, and operationalize National Plans of Action in all six countries 	<ul style="list-style-type: none"> All countries have a trained cadre of anti-trafficking trainers 		COMMIT Governments
	<ul style="list-style-type: none"> Anti-trafficking work is informed by evidence 	<ul style="list-style-type: none"> New bilateral agreements developed, adopted, implemented and monitored. 	<ul style="list-style-type: none"> All countries will have obligated national budget to sustain the activities of the national cadre of anti-trafficking trainers 		Inter-agency partners
	<ul style="list-style-type: none"> Existence of key anti-trafficking data effectively managed. 	<ul style="list-style-type: none"> Creation and strengthening of specialist Anti-Trafficking Units in all six countries through technical support, training and coaching 	<ul style="list-style-type: none"> Numbers of national trainers that have been trained by the participants in the regional ToT 		
		<ul style="list-style-type: none"> Information exchange on implementation of legal/prosecution procedures, including evidence and evidentiary rules 	<ul style="list-style-type: none"> Number of cross border initiatives 		
		<ul style="list-style-type: none"> Provide support to national-level processes to operationalize victim ID and protection mechanisms, in line with the COMMIT regional guiding principles 			
		<ul style="list-style-type: none"> Provide support to develop national-level databases and other data systems 	<ul style="list-style-type: none"> Number of work plans and/or other tools to operationalize the National Plan of Actions 		
		<ul style="list-style-type: none"> Provide regional and national-level research to inform government and non-government responses and policies 	<ul style="list-style-type: none"> Provisions in national budgets in support of anti-trafficking work 		

OBJECTIVE	Intended outcomes	Indicative activities and outputs	Indicators of achievement	Important risks and assumptions	Responsible parties
			<ul style="list-style-type: none"> Databases and data systems developed for governments to track activities, budget, and progress on anti-trafficking Regular research reports generated, with concrete recommendations Increased use and application of empirical data by governments and NGOs to inform and improve policies and programming 		
Objective 2: Services to UN Partners. [UN partners are working in informed and cooperative manner]	<ul style="list-style-type: none"> All UN agencies involved in counter-trafficking work collaboratively in respective countries on programmatic interventions, as well as at the regional level Technical support to implement country and regional project initiatives coordinated 	<ul style="list-style-type: none"> Development of annual, joint work plans that operationalize the UN's support to the COMMIT process and other worthy projects Inter-agency coordination of key partners at the regional level effectively operationalized within the country context (regular meetings, joint events, common field visits) Provision of technical, logistical and financial support to partner agency initiatives to fill gaps and add value to their efforts (field visits, on-the-job mentoring, etc.) 	<ul style="list-style-type: none"> Number of activities supported by UNIAP and Inter-Agency through formal or informal joint financial and technical support agreements Number of joint advocacy initiatives Number of gap-filling activities implemented 	Risks <ul style="list-style-type: none"> Additional UN agencies drop on-going counter trafficking program Funding levels continue to drop Assumptions: <ul style="list-style-type: none"> Other agencies are willing to cooperate Emphasis on the importance of an empirical foundation will continue 	UNIAP UN agencies working on anti-trafficking Other inter-agency partners

OBJECTIVE	Intended outcomes	Indicative activities and outputs	Indicators of achievement	Important risks and assumptions	Responsible parties
<p>Objective 3: Services to the broader counter-trafficking sector, including donors.</p> <p>[Strategic information for decision-making compiled]</p>	<ul style="list-style-type: none"> Increased knowledge base among partners in human trafficking interventions to inform more effective and strategic anti-trafficking work Emerging issues and threats identified and addressed 	<ul style="list-style-type: none"> Provision of high-quality news, data, and analysis to partners via email news blasts and updates to UNIAP website and Facebook Research, data collection and analysis on emerging issues in human trafficking carried out by UNIAP and partners, with dissemination of findings in multiple languages Publication and dissemination of research reports to inform agendas in further forums and workshops Regional and country events that provide updates and consultation sessions on relevant topics 	<ul style="list-style-type: none"> Number of news blasts and information updates At least 20 SIREN reports that offer information on human trafficking in multilingual formats completed and disseminated Jointly identified research priorities carried out in at least ten sites At least ten major SIREN events carried out among multiple stakeholders Documentation of events addressing emerging issues, with clear recommendations for follow-up actions 	<p>Risks</p> <ul style="list-style-type: none"> Funding levels among NGOs/CBOs continue to drop Resistance among governments to accept critical review and analysis of on-going issues <p>Assumptions</p> <ul style="list-style-type: none"> Emphasis on the importance of an empirical foundation will continue to grow within the anti-trafficking sector Partners will contribute to SIREN to address new and emerging issues 	UNIAP

OBJECTIVE	Intended outcomes	Indicative activities and outputs	Indicators of achievement	Important risks and assumptions	Responsible parties
<p>Objective 4: Services to the broader counter-trafficking sector, including donors</p> <p>[New and emerging issues and opportunities are addressed.]</p>	<ul style="list-style-type: none"> Improved services provided to trafficking victims, especially the under-served. More effective implementation of laws and guidelines relating to the protection of victims' rights and prosecute offenders. Anti-trafficking work carried out in an ethical manner that fully respects the rights of the victims. 	<ul style="list-style-type: none"> Provide grants and technical support to NGOs and CBOs that work with victim populations, migrant groups, ethnic minorities and other vulnerable populations. Run Burmese-language national anti-trafficking hotline in Thailand, to provide information and referral services to a major under-served victim population and to document cases for referral to law enforcement. Track and analyze information from victims, collect their feedback on services received. Case documentation and review, to identify barriers to effective legal proceedings and victim services Carry out national shelter self-improvement projects in at least 3 countries, including capacity building, on-site coaching, grants for shelter and systems improvement, monitoring, and documentation of progress Provide tailored training on ethics and human rights guidelines and tools to policymakers and specialized practitioners, with post-training follow-up to measure improvements 	<ul style="list-style-type: none"> Number of grants provided to NGOs and CBOs Number and type of technical support provided to the NGOs and CBOs Increase in uptake of investigations by specialized law enforcement agencies. Number of victims that are identified and safely returned through government and non-government systems. Number of clients in shelter reporting satisfaction with services received 	<p>Risks</p> <ul style="list-style-type: none"> Delays in providing grant due to bureaucracy. Limited number of organizations that have expertise in working with victims. <p>Assumptions</p> <ul style="list-style-type: none"> Funding for NGO and CBO will be available. Cooperation between Government and NGOs will continue. Governments and law enforcement will be responsive to case reports. 	UNIAP

Annex 4: Grants to civil society organizations during UNIAP Phase III

Organization	Project	Country	Dates/ Duration	USD
Trafficking Estimates Research				
Labour Rights Promotion Network (LPN)/Johns Hopkins University	Trafficking Estimates Research: Estimating Labour Trafficking - A Study of Burmese Migrant Workers in Samut Sakhon, Thailand	Thailand	May 2008, 12 months	\$35,000
University of Miami	Trafficking Estimates Research: Measuring the Extent of Sex Trafficking in Cambodia (2008)	U.S. (for Cambodia)	Jun 2008, 15 months	\$35,005
An Giang University	Trafficking Estimates Research: A Quantitative Analysis of Human Trafficking - The Case of An Giang Province, Viet Nam	Viet Nam	Dec 2008, 6 months	\$23,772
Support to Under-served Victims				
Cambodian League for the Promotion and Defense of Human Rights (LICADHO)	Developing a Response Network to Imprisoned and Exploited Trafficking Victims in Malaysia	Cambodia	Jul 2008, 13 months	\$10,000
Tenaganita	Support to Under-served Victim Populations Cambodia – Malaysia – Thailand network	Malaysia/ Cambodia	May 2009, 12 months	\$29,972
Human Rights and Development Foundation (HRDF)	Legal Support to Exploited Migrant Workers in Thailand	Thailand	May 2009, 12 months	\$30,000
Legal Support for Children and Women (LSCW)	Responding to Human Trafficking and Abuse of Cambodian Migrant Workers	Cambodia	May 2009, 12 months	\$29,980
Counseling Research and Life Psychology (SHARE)	Support to community-based groups of high-risk and trafficked victims to have more efficient access to available services in Bac Giang province	Viet Nam	Jan 2010, 12 months	\$29,800
Blue Dragon Children's Foundation	Eliminating trafficking of children from Hue Province	Viet Nam	Jan 2010, 12 months	\$29,990
Center for Studies and Applied Sciences in Gender-Family-Women and Adolescents (CSAGA)	Operation of Anti-Human Trafficking Hotline	Viet Nam	Jan 2010, 21 months	\$29,995

Khmer Women's Cooperation for Development (KWCD)	To provide reintegration services to under-served victims of trafficking in Cambodia for economic empowerment	Cambodia	Aug 2010, 24 months	\$86,710
Legal Support for Children and Women (LSCW)	Legal response to human trafficking and abuse of Cambodian migrant workers	Cambodia	Aug 2010, 24 months	\$78,799
Transcultural Psychosocial Organization (TPO)	Meeting the psychosocial, socio-economic and justice needs of under-served victims of trafficking in Cambodia	Cambodia	Aug 2010, 24 months	\$85,860
Cambodia Center for the Protection of Children's Rights (CCPCR)	Transit Centre for Child and Youth Victims of Trafficking, Sexual Abuse and Exploitation, when Returned from Viet Nam	Cambodia	Nov 2011, 18 months	\$50,000
Labour Right Promotion Network Foundation (LPN)	Project for the Rescue of Human Trafficking Victims among Migrant Workers in Thailand	Thailand	Nov 2011, 15 months	\$50,000
Pattanak Foundation	Thai-Lao Border Anti-Human Trafficking Initiative	Thailand	Nov 2011, 15 months	\$20,000
Center for Studies and Applied Sciences in Gender-Family-Women and Adolescents (CSAGA)	Improving the Access to Support Services for Victims of Labour Trafficking	Viet Nam	Nov 2011, 12 months	\$50,000
Global Financial Crisis				
Chab Dai Coalition	Rapid Response to Mitigate Increases in Human Trafficking as a Result of the Financial Crisis	Cambodia	Sept 2009, 7 months	\$24,698
Emerging Markets Consulting (EMC)	Addressing the Financial Crisis and Strengthening Private Sector Livelihood Alternatives to Under-served Victims in Cambodia	Cambodia	Feb 2009, 3 months	\$29,770
Emerging Markets Consulting (EMC)	Addressing the Financial Crisis and Strengthening Private Sector Livelihood Alternatives to Underserved Victims in Thailand	Cambodia	Oct 2009, 4 months	\$40,825
TOTAL: 20 GRANTS				\$800,176

Annex 5: Terms of Reference of the Secretariat to the COMMIT Process

Adopted by the COMMIT Senior Officials at the 4th Senior Officials Meeting in Phnom Penh, Cambodia on 12 May 2006

1. The governments of the Greater Mekong Sub-region, under the framework of the COMMIT Memorandum of Understanding, Article 32, designated the United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region (UNIAP) the Secretariat to the COMMIT Process.
2. The Secretariat comprises the Project Management Office of the UNIAP in Bangkok, Thailand, and its respective project offices in the six GMS countries.
3. The Secretariat is responsible for the following:
 - a. To provide support to the COMMIT Process to ensure that the Process continues to be guided by international norms and standards;
 - b. To provide administrative, technical and substantive support to the COMMIT process at the country and regional levels including assistance in the convening of technical roundtable discussions;
 - c. To organize annual Senior Officials Meeting and the Inter-Ministerial Meeting and urgent meetings requested by the Governments;
 - d. To document outcomes of meetings convened and decisions reached;
 - e. To prepare press releases and press advisories as required, disseminate information on COMMIT undertakings, and represent the information source for public inquiry on the COMMIT Process;
 - f. To raise funds to ensure timely implementation of the COMMIT Sub-regional Plan of Action and for its administration according to standards set by the UN;
 - g. To provide an annual progress report on the COMMIT SPA implementation status at the annual SOM meetings;
 - h. To report to the Annual Senior Officials Meeting on the status of budget utilization;
 - i. To prepare and submit reports to the development partners as required, keeping the GMS governments apprised;
 - j. To plan and undertake internal as well as external monitoring and evaluation of the COMMIT activities with support from national COMMIT Task Forces;
 - k. Undertake any other duties assigned collectively by GMS governments to further the goals of the COMMIT Process and within the COMMIT framework.

