

Working against Trafficking through the Multilateral System – A Study of Coordination between UN Agencies at Global, Regional and National Levels.

<http://www.un.org/en/ga/president/67/issues/trafficking/Coordination%20Anti-Trafficking%20Report.pdf>

UNODC

Mandates and Activities of Organisations

The United Nations Office on Drugs and Crime (UNODC) engages in anti-trafficking work in their efforts to eliminate transnational organized crime. The focus of work is on the judicial system and its response to organized trafficking, but UNODC also has programmes on prevention and protection. UNODC's human trafficking technical assistance work currently providing assistance to more than 80 countries globally. Since the *Trafficking in Persons Protocol* was launched in 1999 most countries have legislated against trafficking. However, as the 2009 report *Global Report on Trafficking in Persons* shows, two out of every five countries covered in the report had never recorded a single case of trafficking, and that is of course far from the real extent of the problem. As in the case of trafficking in general the knowledge on the nature of its characteristics and how to assess it is limited. Among the problems in trafficking is that few countries have examples of how a successful prosecution on trafficking would be conducted, especially on a comparative international scale. As one of its normative instruments, UNODC has developed a *Human Trafficking Case Law Database* where official documents from prosecutions are accessible to the public all over the world. Information on convictions, sentences as well as victims own stories can be accessed. The database serves to assist judges, governments, media researchers and private persons in the work to combat trafficking. Today the site has over 200 cases from 30 different countries.

UNODC has also launched the *Blue Heart Campaign* to raise awareness on trafficking in the global society and in the public sphere. Through social media, posters and pamphlets, celebrity collaborations and movies the *Blue Heart Campaign* aims to increase public demand for action and to put pressure on governments and organizations to allocate more resources for anti-trafficking work. It is also possible for national governments to ratify the *Blue Heart Campaign* as their official response to trafficking. UNODC then requires of them to live up to a minimum standard of anti-trafficking work, the *Blue Heart Terms of Engagement*. Countries that have adopted the campaign today are for example Mexico and Brazil

Coordination through Policies, Strategies and Action Plans

UNODC formulated its organisational strategy to counteract trafficking in 2011¹. The document starts by noting that “UNODC is uniquely positioned to ensure an effective and comprehensive criminal justice response to trafficking in persons and smuggling of migrants founded in the full implementation of the Protocols to the Organized Crime Convention. In addressing all aspects of these crimes within UNODC’s mandates, including research and awareness-raising, implementation and capacity-building and strengthening partnerships and coordination, UNODC

is seeking to become the policy lead and central hub for the international community's response. This comprehensive strategy sets out the complementary nature of UNODC's work in preventing and combating these crimes and defines the priorities for future action and engagement."
(¹ UNODC. A Comprehensive Strategy to Combat Trafficking in Persons and Smuggling of Migrants)

UNODC's role is further elaborated in its capacity as the guardian of the Organized Crime Convention and its Protocols on Trafficking in Persons and Smuggling of Migrants. The strategy says that UNODC plays a leading role in strengthening and coordinating the criminal justice response to human trafficking and smuggling of migrants. According to the strategy, the Protocols provide clear mandates to UNODC to support efforts:

- To prevent and combat trafficking in persons and smuggling of migrants;
- To protect and assist the victims of trafficking and smuggled migrants, with full respect for their human rights;
- To prosecute those who traffic persons and smuggle migrants, upholding justice and ensuring an effective criminal justice response;
- To promote cooperation among States Parties and other stakeholders in order to meet those objectives.

The last bullet point can be seen to define a role in coordinating the work of other agencies. The strategy also points to other specific mandates that have been given to UNODC through the Global Plan of Action to Combat Trafficking in Persons adopted by the General Assembly in 2010 and other resolutions of the General Assembly, ECOSOC, the Commission on Crime Prevention and Criminal Justice (CCPCJ) and the Conference of the Parties to UNTOC and its Protocols. As such, UNODC has been asked to undertake, *inter alia*, the coordination of inter-agency efforts to combat trafficking in persons through ICAT and UN.GIFT (which we will turn to later), the management of the United Nations Voluntary Trust Fund for Victims of Trafficking in Persons, Especially Women and Children, servicing working groups of the Conference of the Parties on trafficking in persons and smuggling of migrants and the research and publication of the Global Report on Trafficking in Persons.

Given its broad mandates and the expertise that it has developed over the last decade in research, ensuring the effective implementation of the Protocols and providing valuable coordination between Member States and other actors, UNODC seeks to position itself as the policy lead and central hub for the international community's response to human trafficking and the smuggling of migrants. The strategy then goes on to present the programmatic areas of work against trafficking, namely its activities in (1) research and awareness-raising, (2) promotion of protocols and capacity-building, and (3) strengthening of partnerships and coordination.

UNODC's work in providing technical assistance and capacity building is emphasized in the strategy (pages 17 – 19). The field offices in 150 countries, as well as headquarter's staff are engaged in these operational activities. UNODC has an integrated programme approach. At the global level, UNODC's overall objectives and policy guidance in relation to transnational organized crime is contained in the Thematic Programme of Action Against Transnational Organized Crime and Illicit Trafficking, Including Drug Trafficking (2011 – 2013). This Programme is meant to ensure a coordinated and comprehensive response to all different facets of transnational organized crime. The Thematic Programme contains a results matrix that identifies the outcomes and indicators and provides for monitoring and evaluation.

At the field level, UNODC is also developing regional programmes that are designed to capture the diversity and inter-connected nature of UNODC's work and to maximize the value-added contribution of UNODC in addressing cross-border challenges. These programmes address the priority needs of the Member States of each region in a strategic and integrated manner and are developed in close consultation with the relevant authorities, focusing on development results and achieving visible impact. Country programmes are also being developed to complement the regional programmes, by focusing on country-specific needs.

The strategy discusses organisational arrangements and budgets and concludes that the different units within UNODC that work on human trafficking and migrant smuggling have insufficient human and financial resources. The units that work on trafficking in persons and migrant smuggling receive no regular budget funding. This is so, despite the fact that a number of activities performed by staff, such as providing secretariat support to the Conference of the Parties and its Working Groups on Trafficking in Persons and Smuggling of Migrants, are core mandated activities of UNODC. There is no doubt that such a lack of predictability in funding has negatively impacted on longer-term work planning and limited the ability of the units to be pro-active and strategic. The strategy presents how a new Human Trafficking and Migrant Smuggling Section will be created to help to ensure efficiencies and synergies in the work performed by UNODC staff. The new unit will also allow for a coordinated approach to fundraising.

ILO

Mandates and Activities of Organisations

The International Labour Organization (ILO) has since its inception worked against forced labour and addressed the circumstances that allows for it to exist. In 1998 ILO adopted a declaration on *Fundamental Principles and Rights at Work and its Follow-up (FPRW)*. This document obligates member states to work actively for workers rights to freedom of association, collective bargaining, a discriminatory free work place and abolition of all kinds of forced labour and child labour. ILO interventions against trafficking are largely focused on awareness raising with the aim to inform workers on the content of the FPRW declaration in order to give them knowledge of their rights and thus decrease their vulnerability.

In November 2001 a new programme was launched in order to further promote the Declaration, *The Special Action Programme to Combat Forced Labour (SAP-FL)*. The main objective of SAP-FL is to raise awareness about the nature of forced labour and to mobilize initiatives against forced labour on a broader scale. The activities are carried out through transnational campaigns and also in country specific programs and through field studies. It involves work with many diverse aspects of forced labour such as human trafficking, bonded labour, forced domestic work, rural servitude, and forced prison labour. SAP-FL has led projects such as assisting governments in developing National Action Plans against forced labour and in formulating and implementing legislation acts on trafficking. SAP-FL are also involved in educative work, such as informing high risk groups and government workers on forced labour as well as rehabilitating work with victims of trafficking.

ILO actions and related programs

As for ILO, its strategic approach to trafficking is best seen in its 2008 publication “ILO action Against Trafficking in Human Beings. Although this is a mainly descriptive, it does point to strategic choices made by the organisation. In 2005, under the follow-up to the 1998 Declaration on Fundamental Principles and Rights at Work, the ILO Governing Body adopted a Global Action Plan against Forced Labour. ILO estimates that the total number of victims of forced labour amounts to some 12 million individuals, and furthermore that some 2.4 million of these were trafficked.

The Global Action Plan calls for greater participation of workers’ and employers’ organizations in national coordination councils against forced labour and trafficking. Based on its specific mandate and expertise, the ILO has also been involved in the consultations on regional action plans, such as the European plan on best practices, standards and procedures to prevent and combat trafficking in human beings that was adopted by the European Council in 2005. Despite growing recognition that human trafficking needs to be tackled through a holistic approach, anti-trafficking strategies still remain isolated from other national policies, for example policies on employment and vocational training, gender discrimination or poverty reduction and migration management.

Decent Work Country Programmes (DWCP) have now been signed or are in the process of being signed by ILO member States. These programmes address four dimensions – rights, employment, social protection and social dialogue. Linking national anti-trafficking strategies to DWCP will ensure policy coherence and stronger emphasis on the prevention of trafficking, which is a key objective of the ILO. While the Global Action Plan and the 2008 publication do show what the ILO does, neither of them contain any references to the other five organisations. In terms of strategic coordination, the documents calls for coordination but they do not in themselves carry any coordinating content. The ILO Global Action Plan is a combination of a normative instrument as well as a strategic outline of ILO’s role in combating forced labour on the whole.

IOM

Mandates and Activities of Organisations

The International Organization for Migration (IOM) is part of the multilateral system and works to regulate and manage migration in order to assist both migrants and the society at large. IOM is not part of the UN, but it is a multilateral organisation, founded in 1951 – today it has 145 member states and 98 observers. Counter-trafficking is a large part of its work. The distinction between migrant workers and trafficking victims is often fine, thus anti-trafficking work is a crucial part of managing migration. Since 1994, IOM has implemented 800 projects on trafficking in 100 countries, giving assistance to over 20 000 trafficking victims.

IOM works to address trafficking at three levels; (1) to protect and empower victims of trafficking, (2) to raise awareness and understanding on the issue in targeted communities and the global society, and (3) to bring justice to trafficked persons. IOM’s preventive work includes extensive research on trafficking focused on a wide variety of areas, such as; legislation and

policy development and implementation, human trafficking routes and trends, the causes and consequences of human trafficking both for the individual trafficked person and for society at large, as well as the structures, motivations, and working processes of organized criminal groups.

To prevent people from ending up in trafficking IOM leads extensive information campaigns both in source and final destination countries to make people aware of the dangers of migration work as well as to educate vulnerable groups in how to protect themselves from the recruitment tactics of traffickers. This entails a close collaboration with different kinds of media to reach as many people as possible through newspapers, posters and local theatre. Since much of IOM's work is conducted at borders it also puts resources in to capacity building among government officials, police as well as NGO-personnel in recognising and knowing how to aid victims of trafficking. IOM works directly in the field with rescue operations and to provide help for victims of trafficking. This includes temporary accommodation, medical and mental help, skills development, reintegration assistance and help to a dignified travel back to their country of origin or to resettle in a third country. IOM also works especially with children, given that one-third of all victims of trafficking are estimated to be below 18 years of age.

IOM has also developed a *Handbook on Direct Assistance for Victims of Trafficking*, collecting suggestions and guidance in trafficking work from IOM's experience. For more than a decade, IOM has also collected information from research and fieldwork in its *Counter Trafficking Module Database (CTM)*, which is the largest database in the world with primary information on victims of trafficking. The CTM facilitates management of IOM projects; direct assistance, movement and reintegration processes as well as mapping of victim's experiences with trafficking. This serves as a useful tool for research, since it provides extensive data on causes, processes and trends in trafficking over time.

IOM's Strategy and Activities

IOM's strategic approach is presented in the document "*Trafficking in Persons: IOM Strategy and Activities*". The objective is to "to curtail migrant trafficking and to protect the rights of migrants caught up in the practice". The main programmatic elements for achieving the objective are seminars and forums, information gathering and research, technical cooperation, information dissemination, voluntary return and reintegration activities, and counselling and medical services. The strategic approach is set out in the following bullet points;

- Responses to trafficking should be comprehensive and integrated, applying a global concept of migration management to analyse migration patterns, and should include the prevention of trafficking through awareness-raising and capacity-building, to enable governments and agencies, through technical cooperation, to manage the problem themselves, and assist and protect the victims through immediate assistance, shelter, access to services, return and reintegration.
- Tackling the root causes of trafficking, i.e. poverty, lack of opportunities, gender discrimination, wealth inequalities, lack of education, and others, particularly among

the most vulnerable populations, should be included in all activities against trafficking in order to avoid combating the symptoms rather than the main causes of the phenomenon.

- Addressing the factors facilitating trafficking both in countries of origin (root causes) as well as in countries of destination (demand) should be included in the IOM programmes to combat and prevent trafficking in human beings.
- Data collection, research and analysis are of crucial importance to understand and address new forms, trends, mechanisms and patterns of trafficking globally. Information should be collected and exchanged with all concerned partners in the combat against trafficking. The IOM counter-trafficking database will be expanded and installed in all regions. Research should include countries of origin, transit and destination.
- Awareness raising campaigns should be implemented as an ongoing process and target potential victims, clients and policy makers in countries of origin and destination.
- Gender aspects should be included in all counter-trafficking activities by acknowledging that trafficking concerns both men and women. There are similarities and differences in the trafficking experience of women and men in relation to vulnerabilities, abuses and consequences,
- but the impact of policies and programmes against trafficking is different on men and women.
- Protection of the human rights and safety of the victims of trafficking should be the paramount preoccupation of IOM' s direct assistance activities.
- Specific programmes for the assistance and protection of children victims of trafficking should be developed in all regions of the world, taking into account the cultural characteristics of each form of trafficking and the particular needs of children.
- Global, rapid response to trafficked victims should be provided, including access to protection, assistance and support measures through shelters, physical and psychological health care, legal counselling, voluntary return, and temporary residence when possible.
- Reintegration assistance should be an integral part of voluntary return programmes to address the root causes of trafficking and avoid potential re-trafficking of victims after return. Reintegration elements to be included are, *inter alia*, medical and psychological assistance, security protection, vocational training, job referral, subsidized employment, self-employment and micro-credits tailored to each individual case, with a view to empowering victims in their country of origin.
- Health risks and consequences of trafficking for victims should be addressed in all parts of the protection, assistance, and return and reintegration process. HIV/AIDS

and STD prevention and assistance, including supporting and strengthening national capacities in this field, are an integral part of assistance programmes.

- Regional and sub-regional strategies – convinced that trafficking should be combated through a multi-country approach rather than a country-by-country one, IOM should bring together countries sharing similar problems to look for common solutions to be implemented regionally. This would enhance cooperation among affected countries searching for best practices.
- Capacity-building activities for governmental institutions, particularly law enforcement, migration, consular and security services, on trafficking issues in general and on their respective roles to combat trafficking and protect victims specifically, should be strengthened.
- Reinforcement of the necessary legal reforms at the national level, including the adoption and implementation of appropriate anti-trafficking legislation and the creation of better protection and assistance for victims of trafficking.
- Cooperation with NGOs and other international organizations working in the field of counter-trafficking should be part of programme development and implementation, in order to make better and more cost-effective use of resources through a coordinated approach. When dealing with assistance and reintegration, cooperation with local NGOs should be strengthened so as to ensure sustainability and establish a clear exit strategy for IOM.

As the text shows, it is a very broad response, and it seems to take the IOM into programmatic areas that go well beyond migration per se, such as tackling the root causes of trafficking. However, the strategy also contains examples of project activities, and these appear to focus on research, awareness, protection and capacity building. The strategy concludes by pointing to the need for cooperation, but one can still reflect on that in respect of for example HIV issues, gender aspects, child protection, there's no specific mention of other agencies.

The overall IOM Strategy was revised in 2010, and though it does not contain any specific reference to trafficking beyond the strategy reviewed above, it does have a section on coordination. It says that, IOM continues to develop its "improved status quo" relationship with the United Nations. This is being done both at the Headquarters and Field levels and includes partnerships as diverse as IOM's participation, inter alia, in the United Nations country team in every country in which IOM has a Field presence, in the Inter-Agency Standing Committee (IASC), including its cluster activities, and in the GMG. It also includes enhanced cooperation with individual agencies wherever appropriate, including through the conclusion or updating of memorandums of understanding. The United Nations reform emphasis on system-wide coherence and "Delivering as One" requires IOM to work hand-in-hand with its partners in the United Nations and international community more broadly to share information and coordinate activities. However, because IOM is not a formal member of the United Nations system, certain important barriers exist to full information sharing and cooperation with United Nations bodies (namely, lack of participation in key United Nations policy coordinating mechanisms). It is

generally accepted that close collaboration between the United Nations and IOM is needed to effectively address migration challenges.

UNICEF

Mandates and Activities of Organisations

As mentioned above, children are one of the most vulnerable groups when it comes to human trafficking. They are sold into prostitution, domestic aids and beggars, forced into illegal and under-aged marriage, used as child soldiers and illegally adopted, or as cheap labour in mining and agriculture in particular. In UNICEF's mandate to protect children from all forms of abuse, violence and exploitation, anti-trafficking is an obvious component. UNICEF's work covers prevention, direct assistance and prosecution as well as evidence-based research to develop all intervention work. UNICEF works closely with other UN agencies, as well as NGO's, local human rights groups and government offices to incorporate a special outlook on children in all work on anti-trafficking. The broad spectrum of their work is crucial to get to the core of the problem.

The main approach of UNICEF is to reduce the vulnerability of children in designated areas to eliminate incentives for trafficking. This entails programmes such as strengthening laws, polices and services, increasing access to education and establishing minimum labour standards. UNICEF also targets the demand for child trafficking by working closely with communities to change the attitude and norms that exacerbate children's vulnerability to trafficking. This also entails addressing the demand for commercial sex and cheap labour in general.

UNICEF and Child Protection Systems

UNICEF's work against trafficking falls under its thematic area of child protection. The Child Protection Strategy¹³ defines the contribution of UNICEF to national and international efforts to fulfil children's rights to protection and to achieve the Millennium Development Goals. It defines the goal as preventing and responding to violence, exploitation and abuse is essential to ensuring children's rights to survival, development and well-being. The vision and approach of UNICEF is to create a protective environment, where girls and boys are free from violence, exploitation, and unnecessary separation from family; and where laws, services, behaviours and practices minimize children's vulnerability, address known risk factors, and strengthen children's own resilience. This approach is human rights-based, and emphasizes prevention as well as the accountability of governments.

Two of the strategic elements deserve to be mentioned in particular; first that there is a need for broad-based partnerships that can leverage gains in child protection, and second that need to synergize the work of United Nations agencies to achieve child protection results. The strategy puts an emphasis on the need for a systems approach to child protection and it outlines action in respect of prevention and protection, policy development, and it points to the need for systematic research, and learning from experience. The strategy is comprehensive and cohesive, and its elements can all be applied to the specific problem of protecting children from trafficking. However, trafficking as does not stand out in the strategy, whereas some other

areas, such as child labour and children in armed conflicts do. It may thus require quite a lot of interpretation to derive a strategic approach to trafficking from this overarching strategy for child protection. However, it is interesting to note that when searching for 'strategy' and 'trafficking' on UNICEF's website, the above mentioned UNODC strategy appears under the title of "*Framework for Integrated Action on Trafficking in Persons*", but whether that should be seen as an example of strategic coordination is not clear.

UNICEF's work in other thematic areas also relates to trafficking. Within the thematic area of Social and Economic Policy, UNICEF has published relevant and interesting research, as for example the study Preventing Child Trafficking in the Gulf Countries, Yemen and Afghanistan. This paper examines the causes of child trafficking from Yemen and Afghanistan to Saudi Arabia and the United Arab Emirates. Unless the causes leading to trafficking in both origin and destination countries are understood, the chain of trafficking is difficult to break. A comprehensive approach to combating child trafficking has been proposed to build upon recent successes that utilized innovative child trafficking interventions. This approach will enact and enforce national legislation, foster inter-country collaboration, offer targeted income support and cash transfers and develop a comprehensive prevention strategy for all source countries. So here is another example of a policy approach, building on the same basic elements of research, awareness-raising, policy development and protection. In this case, the actual work appears to come closer to some of the root causes of trafficking as it offers income support.

OHCHR

Mandates and Activities of Organisations

The United Nations Human Rights Office, OHCHR, is an important contributor to the collaborative work with anti-trafficking as they watch over and work with securing human rights on a broad international scale. The aim is to integrate human rights watch in to the anti-trafficking initiatives at all levels. The work of OHCHR is undertaken at a somewhat broader scale than other organizations. Its preventive work addresses questions of socio-political circumstances and root economic causes that create situations where people become vulnerable for traffickers. Their protective work concerns questions of how to develop reinforced victim protection, helping victims of trafficking to return to their old life or start a new one. In 2002 OHCHR released *Recommended Principles and Guidelines on Human Rights and Human Trafficking* guiding organizations in how to incorporate a human-rights framework in their efforts to fight trafficking. Furthermore the commission has three assigned Special Rapporteurs covering human trafficking; the *Special Rapporteur on trafficking in persons, especially women and children*, the *Special Rapporteur on Sale of Children, Child Prostitution and Child Pornography*, and the *Special Rapporteur on Contemporary Forms of Slavery*. All the rapporteurs report annually on the subject and thus could bring much up to date and coordinated information on the subject.

OHCHR Activities

The OHCHR does not have a strategy for its trafficking work, but it has a number of high-level and global activities in areas which also concern trafficking – not least the three special rapporteurs whose field of work also concern human trafficking. Trafficking is approached as other topics, through the three modes of operation of the organisation; standard-setting, monitoring, and implementation on the ground. According to the website presentation, OHCHR does so by offering the best expertise, and substantive and secretariat support to the different United Nations human rights bodies as they discharge their standard-setting and monitoring duties. It seeks to ensure these international human rights standards are implemented on the ground through greater country engagement and through field presences.

UNHCR

Mandates and Activities of Organisations

While the concern for victims of trafficking does not fall immediately under UNHCR's mandate, it is still one of the core agencies in anti-trafficking. As its work takes place in areas and among socio-political groups where victims of trafficking often end up they are naturally involved in UN collaborative work on anti-trafficking. Their main areas of focus are to prevent high risk groups to become victims of trafficking, to ensure international protection for victims of trafficking and to ensure that victims of trafficking are provided with identification documents in order not to be classified as stateless. Most of its work is conducted through risk-reducing among refugee populations. The interventions of UNHCR include awareness-raising activities to inform about the risks of involvement in trafficking and advocacy for asylum sensitive anti-trafficking legislation.

UNHCR's interventions and activities

The UNHCR does not publish any strategy on trafficking work either but presents its approach through the publication '*Human Trafficking and Refugee Protection: UNHCR's Perspective*'². The starting point is that neither the issue of human trafficking nor trafficking victims as such fall under UNHCR's mandate. However, as part of a broader international response to human trafficking, UNHCR becomes involved where human trafficking impacts on persons of concern to the Office, in particular:

- to prevent refugees and other persons of concern (asylum seekers, returnees, stateless and internally displaced persons) from becoming victims of human trafficking and to address the needs of persons of concern who have fallen victim thereto;
- to ensure international protection needs of trafficking victims (or those at risk of being trafficked) which may arise as a result of their trafficking experience are properly identified; and
- to assist States in ensuring that trafficking victims who are without identity documents are able to establish their identity and nationality status in order to prevent them from being rendered stateless, and to protect stateless victims of trafficking.

UNHCR's interventions and activities in the area of human trafficking are based on the premise that this specific crime may entail abuses or serious threats to the human rights of the victims and that an international protection response may be called for to ensure the

well-being of the persons concerned. Hence UNHCR will get involved with interventions in the following areas:

- *Prevention* through awareness-raising activities to disseminate information among refugee populations and other persons of concern to alert them to the different modalities of human trafficking and the associated risks.
- *Protection* of victims of trafficking, for example in advocacy efforts to promote asylum-sensitive anti-trafficking legislation and practice at the national level, including through participation in National Working Groups on Trafficking.
- Similarly UNHCR undertakes *Training and capacity building* and provides support to national asylum authorities on refugee status determination, including through training on the Guidelines on the “Application of Article 1A(2) of the 1951 Convention or 1967 Protocol Relating to the Status of Refugees to Victims of Trafficking and Persons at Risk of Being Trafficked”.
- Furthermore the UNHCR staff regularly visits holding and detention centres and conducts border-monitoring missions to evaluate the arrival of refugees within mixed migratory flows, and help ensure identification of trafficking victims or individuals at risk of being trafficked.

² Conference Paper: Ministerial Conference on “Towards Global EU Action Against Trafficking in Human Beings”, Brussels, 19-20 October 2009

The Involvement of Other Agencies

<http://www.un.org/en/ga/president/67/issues/trafficking/Coordination%20Anti-Trafficking%20Report.pdf>

Other UN organisations are: UNDP, UNFPA, UNESCO, UNAIDS, UN Women.

UN Women, which has no main programme for anti-trafficking but on many occasions advocate for the need of a gender based approach to successfully end human trafficking. UNESCO has no programs directly targeting trafficking but other activities that involve observing and counteracting modern forms of slavery. The UNESCO Slave Route Project aims to combat the lingering consequences of the slave trade and discrimination and racism. UNESCO has published extensive educational reports on the issue and the role of trafficking. These two examples are but two indications of how other organisations may get engaged in counter-trafficking, but it must be concluded that such examples are few and far in between, and for most it is only a marginal and small share of activities, even though it seems as if counter-trafficking would belong to their tasks.

The Inter-Agency Coordination Group against Trafficking (ICAT)

<http://www.un.org/en/ga/president/67/issues/trafficking/Coordination%20Anti-Trafficking%20Report.pdf>

ICAT was established by the General Assembly in 2007 *to enhance cooperation and coordination and facilitate a holistic and comprehensive approach by the international community to the problem of trafficking in persons*. 16 United Nations agencies make up ICAT’s membership and

UNODC plays a dual role, acting as both a member and as the coordinator of ICAT. The membership of ICAT includes:

- Department for Peace Keeping Operations (DPKO)
- International Civil Aviation Organization (ICAO)
- International Criminal Police Organization (ICPO-Interpol)
- International Labour Organization (ILO)
- International Organization for Migration (IOM)
- Office of The High Commissioner for Human Rights (OHCHR)
- United Nations Children's Fund (UNICEF)
- United Nations Development Programme (UNDP)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- United Nations Entity for Gender Equality and Empowerment of Women (UN Women)
- United Nations Interregional Crime and Justice Research Institute (UNICRI)
- United Nations High Commissioner for Refugees (UNHCR)
- United Nations Joint Programme on HIV/AIDS (UNAIDS)
- United Nations Office on Drugs and Crime (UNODC)
- United Nations Population Fund (UNFPA)
- World Bank

According to the information on ICAT¹⁶, its purpose is to support the activities of the United Nations to ensure a full and comprehensive implementation of all international instruments and standards relating to the prevention and combating of trafficking in persons, including through protecting victims of trafficking. In ensuring that coordination, ICAT draws upon the comparative advantages of each of its partners and promotes the efficient and effective use of existing resources. ICAT also provides a platform for the exchange of information, experiences and good practices on anti-trafficking activities of the partner agencies to share with Governments, international and regional organizations, NGOs and other relevant bodies.

The Global Migration Group (GMG)

<http://www.un.org/en/ga/president/67/issues/trafficking/Coordination%20Anti-Trafficking%20Report.pdf>

GMG grew out of an existing inter-agency group, the "Geneva Migration Group", which was established in April 2003 by the heads of ILO, IOM, OHCHR, UNCTAD, UNHCR and UNODC. As time passed the group was transformed and came to be established as the GMG by the United Nations Secretary General in 2006, as a high-level group of agencies involved in migration-related activities. Over time, the membership of the GMG increased and there are currently 16 member organizations:

- International Labour Organization (ILO)
- International Organization for Migration (IOM)
- Office of The High Commissioner for Human Rights (OHCHR)
- United Nations Children's Fund (UNICEF)
- United Nations Conference on Trade and Development (UNCTAD)
- United Nations Department for Economic and Social Affairs (UNDESA)
- United Nations Development Programme (UNDP)
- United Nations Educational, Scientific and Cultural Organization (UNESCO)

- United Nations Entity for Gender Equality and Empowerment of Women (UN Women)
- United Nations High Commissioner for Refugees (UNHCR)
- United Nations Institute for Training and Research (UNITAR)
- United Nations Office on Drugs and Crime (UNODC)
- United Nations Population Fund (UNFPA)
- United Nations Regional Commissions (ECA, ECE, ECLAC, ESCAP, ESCWA)
- World Bank
- World Health Organization (WHO)

The difference between ICAT and GMG is that the latter brings together UN agencies to address issues related to international migration rather than trafficking only. Trafficking is one of the issues to be addressed, but only one of twelve issues. The GMG is meant to operate at the working level as well as at the level of heads of agencies. The chair of GMG rotates amongst the heads of its member agencies and the Executive Director of UNODC will assume the chair in the second half of 2012 and will also participate in the governance “troika” during the periods both before and after its chairmanship. The agency of the chair is responsible for providing secretariat functions to GMG.

As with ICAT, GMG seeks to strengthen inter-agency cooperation and ensure greater consistency in policy formulation. The Group promotes increased application of all relevant international and regional instruments and norms relating to migration, including the Trafficking in Persons and Migrant Smuggling Protocols. The GMG also seeks to improve the overall effectiveness of the policy and operational response to international migration by the United Nations and the international community. The GMG has produced joint publications and surveys on issues relating to international migration. A working group on data and research was established to coordinate the activities of the member agencies working on data and research issues. Trafficking has not figured extensively on its agenda and the deliberations do not appear to have contributed to any major step forward in combating trafficking.

The GMG works with the Global Forum on Migration and Development (GFMD), a Member State-led initiative to address interconnections of migration and development in practical and action-oriented ways. The Forum is an informal, non-binding, voluntary and government-led process that acknowledges the limits of a strictly national approach to issues of migration. In view of the societal implications of these issues, civil society has been involved in the GFMD from its creation. UNODC acts as chair of GMG in the second half of 2012, and has declared that it will seek to actively promote activities and discussions relating to its mandates, such as ensuring effective criminal justice responses to migrant smuggling and human trafficking, including protection of the rights of trafficking victims and of smuggled migrants, and data collection.