



# ENDING HUMAN TRAFFICKING

COALITION AGAINST TRAFFICKING IN  
PERSONS UGANDA FIVE YEAR STATUS REPORT

September 2020

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# FORWARD

Trafficking in persons is an horrific abuse of human rights, a serious crime and a significant issue in Uganda. Civil society applauded the passage of the Prevention of Trafficking in Persons Act (2009), with its introduction of criminal offences for a range of trafficking related crimes, the creation of a national taskforce and specialist office to coordinate government response to trafficking, and the introduction of protections for victims. In the years since, civil society organisations have worked closely with government to raise awareness and ensure the implementation of the Act. Organisations working to combat trafficking in persons came together to form the Coalition Against Trafficking in Persons Uganda (UCATIP) to better coordinate their own efforts in implementing the Act through their various interventions. UCATIP has been instrumental in implementing the Ugandan Governments' National Action Plan 2014 – 2019 under the four pillars of prosecution, prevention, protection and partnership.

As we marked the ten year anniversary of the Act and the completion of the first National Action Plan last year, UCATIP thought it was a good time to reflect on the work civil society organisations have done, to celebrate the successes, assess the gaps and barriers to combating trafficking, and to strategically plan a way forward. This report summarises and consolidates five years of work of the many member organisations that make up UCATIP. We hope that it is an encouragement to members; we can be proud of what we have achieved over the last five years. It also will give us an informed basis from which we can improve as we continue to work towards our vision of a society free from human trafficking.

*A. Kirabira*

Annette Kirabira  
Advisory Board Chair  
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Finally, UCATIP reiterates her commitment towards prevention and elimination of human trafficking in the country. This is evident by the highly participatory processes to develop this report by the member organisations aimed at building ownership for its sustainable use UCATIP and other key stakeholders to guide mainstreaming prevention and elimination of human trafficking and advocacy concerns into their development action plans and budgets for roll out.

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# ABBREVIATIONS

COPTIP	Coordination Office for Prevention of Trafficking in Persons
CSE	Commercial Sexual Exploitation
CSEC	Commercial Sexual Exploitation of Children
CSOs	Civil Society Organisations
ICGLR	International Conference on the Great Lakes Region
IGAD	Intergovernmental Authority on Development
IOM	UN International Organisation for Migration
KCCA	Kampala Capital City Authority
MDAs	Government Ministries, Departments and Agencies
MGLSD	Ministry of Gender, Labour and Social Development
National Action Plan	National Action Plan for the Prevention of Trafficking in Persons
National Taskforce	National Taskforce Committee for Prevention of Trafficking in Persons
PTIP Act	Prevention of Trafficking in Persons Act (2009)
UCATIP	Coalition Against Trafficking in Persons - Uganda
UAERA	Uganda Association of External Recruitment Agencies

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# EXECUTIVE SUMMARY

UCATIP is a network of civil society organisations ('CSOs') seeking to create a society free from human trafficking through consultation, coordination, cooperation and advocacy. UCATIP has over 40 members that work in a variety of ways to combat human trafficking, including victim support and protection, legal aid, strengthening and training justice system actors, community sensitisation and advocacy.

This report summarises the anti-trafficking work of UCATIP members from 2014 to 2019 in assisting in the implementation of the Prevention of Trafficking in Persons Act 2009 (PTIP Act), and towards the achievement of the objectives of the National Action Plan for the Prevention of Trafficking in Persons in Uganda (National Action Plan) under the four pillars of prevention, protection, prosecution and partnership and the overlapping aspect of the Legal and Policy Framework.

Uganda is a source, transit and destination country for adults and children trafficked into to forced labour and commercial sexual exploitation. Ugandans are also trafficked within the country. The US Department of State Report on Trafficking in Persons ranks Uganda under Tier II, which means that Uganda does not fully meet the minimum standards for the elimination of trafficking in persons. but are making significant efforts to bring themselves into compliance with those standards.<sup>1</sup> Domestic trafficking predominantly affects children, who are mostly trafficked from other regions to Kampala and other ma-

nor towns. The biggest source of child trafficking is Karamoja. The most common scenario is of young girls brought from rural areas to work as domestic workers. Children are also brought to Kampala to work in scrap collection, forced begging, and food vending – selling eggs and other food commodities on the street. Ugandans are trafficked internationally into both commercial sexual exploitation and forced labour, however the majority of cases involve young women trafficked into domestic service in the Middle East. In 2016, the government banned all labour migration for domestic service due to reports of serious abuse and trafficking. During the ban period, trafficking increased as there was no legal way to migrate for work. Recruitment agencies circumvented the ban by providing initial contracts for cleaners or other work, and by transporting people through Kenya. While domestic trafficking is easier to tackle from a prevention and prosecution perspective, there has been significantly more interest in transnational trafficking due to political and media attention. This has created an imbalance and means that domestic trafficking is often misunderstood or dismissed.

## Legal and Policy Framework

UCATIP members contribute to improving the national policy and legal framework on preventing and combatting trafficking in persons through advocacy, research and resource support.

UCATIP members have provided critical support for the implementation of the PTIP Act through raising awareness of the PTIP Act; reviewing and



Photo by Rahab Uganda

advocating for the finalisation of the NAPs, the Prevention of Trafficking in Persons Regulations (2019), and the National Referral Guidelines for the Management of Victims of Trafficking in Uganda; supporting and contributing to the organisation of meetings of the National Taskforce Committee for the Prevention of Trafficking in Persons (National Taskforce); and advocating for increased funding and resources for the Coordination Office for Prevention of Trafficking in Persons (COPTIP), the National Taskforce, the External Employment Unit within Ministry of Gender, Labour and Social Development (MGLSD) and law enforcement. UCATIP has identified areas for improving the PTIP Act and has created a lobbying committee to address these issues and strengthen the Act. While the PTIP Act has some flaws, UCATIP believes it is a good model for Uganda and many of the issues are in the implementation of the Act rather than the Act itself.

Many UCATIP members have also been involved in lobbying and advocacy around other pieces of legislation that impact trafficking, namely the Children (Amendment) Act (2016), the Sexual Offences Bill (2000, 2015, 2019), the Witness Protection Bill (2015) and amendments to the Employment Act (2006) and its regulations.

UCATIP members have also worked to improve the regional legal framework on prevention of trafficking in persons, lobbied Parliament to improve human rights protections for workers in bilateral labour migration agreements, assisted in improving the regulation of external labour recruitment agencies, helped create district ordinances and bye-laws on areas related to trafficking and conducted research to inform policy development on street connected children and commercial sexual exploitation.

The challenge in improving the government framework is that, despite ongoing advocacy efforts, government is slow to act due to either competing priorities or because of a perceived reluctance to adopt measures that may reduce the profitability of external labour recruitment agencies. The introduction into Parliament of the Anti-Slavery Bill as a replacement of the PTIP Act also threatens to undo the efforts of government, law enforcement and CSO partners to raise awareness and implement the PTIP Act over the last decade.

## Prosecution

The successful investigation, prosecution and

<sup>1</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*.



conviction of traffickers is a key pillar in any drive to combat and reduce trafficking. UCATIP members report that there is limited knowledge of the PTIP Act by criminal justice system actors and uncertainty about how to proceed with cases when they arise. Improving access to justice and increasing the number of successful prosecutions of traffickers is one of the strategic objectives of the National Action Plan. UCATIP members have provided mentoring, training, resourcing and assistance at every step of the criminal justice system process in order to work towards this objective.

Through networks, engagement with vulnerable communities, and their own investigations, UCATIP members identify trafficking cases, interview victims, and assess and refer cases to the police. Some members have experienced investigators on staff who work alongside or in collaboration with police officers to investigate possible cases and provide mentoring and guidance.

UCATIP members have assisted in the creation of specialist trafficking desks within the Ugandan Police Force and the Directorate of Public Prosecutions, including the resourcing, training and funding of these desks. They have also conducted training for police, prosecutors, judges, immigration officials, CSOs, health teams, local cultural and religious leaders, and government officials at the district, sub-county and village levels, and developed tools and materials to provide guidance and practical assistance.

Insufficient knowledge by justice sector officials and insufficient resourcing continue to be a challenge for effective prosecution of cases, with key barriers including transfers of trained officials, reluctance to pursue cases against powerful individuals, and case backlog. Delays in court and case backlog affect victim's experience of justice, causing witnesses to withdraw or lose interest, and is disheartening for police and prosecutors who cannot move forward with cases.

## Prevention

Prevention is the most common way in which UCATIP members engage with the issue of trafficking, in order to ensure that Ugandans are informed about the existence, dangers and nature of trafficking, and to ensure that there are responsive reporting structures.

A wide range of prevention techniques and approaches have been adopted including sensitisation campaigns, public events, development and empowerment of gatekeeping structures, clubs and groups to teach and engage community or students, training local ambassadors or advocates within target communities, and activities aimed at addressing grassroots factors that make people vulnerable to trafficking—including creating healthier schools and families, improving skills and livelihoods, and instilling self-worth.



UCATIP members have used radio and TV spots, social media, toll free lines and specially-designed information platforms, community 'broadcasts' with megaphones, skits and drama, music and drumming, films and videos, sharing stories, posters and murals, at markets, community dialogues and events, training, school and university outreaches, to reach and engage vulnerable groups, leaders and stakeholders, businesses and the community at large.

Prevention of trafficking includes working with national, district and community leaders and structures to disseminate information, create referral points and pathways, and to act as gatekeepers to prevent trafficking in their communities. Some specific programmes have been developed with businesses and peak bodies in industries where trafficking is likely to take place, including mining, bars and hotels, external labour recruitment agencies and transport companies to raise awareness and improve regulation and policies to protect people and reduce the likelihood of trafficking.

Despite being well informed about trafficking, people will still take risks and are susceptible to being trafficked when they are poor, desperate or coming from a physically or psychologically

unsafe family or school situation. Some UCATIP members worked to reducing these vulnerabilities that push people into trafficking through positive parenting, safe schools programmes, economic empowerment and livelihoods assistance.

Some of the challenges in prevention work is measuring the impact of sensitisation campaigns, creating sustainability and resource effectiveness, and ensuring coordination between UCATIP members to reduce duplication of work.

## Protection

Providing direct assistance to rescue, protect and reintegrate victims of trafficking into society is a key part of anti-trafficking work.

Victims of trafficking are identified for rescue and assistance by UCATIP members through outreach programmes for children on the streets or women in commercial sexual exploitation, by contact through the toll free line or other platforms, and from referral by government officials, other CSOs and through networks.

Once a victim has been identified by or referred to an organisation, UCATIP members typically conduct an initial needs assessment and create an individual client plan based on their needs and interests. Many members provide a holistic care package, with medical and psychological care, catch-up education, vocational skills or job placement, and family reintegration or resettlement options. Several UCATIP members run shelters for victims with residential rehabilitation programmes, while other victims receive support while based in the community.

Resettlement of survivors with their family, particularly in the case of children, is an important step in rehabilitation. This can involve family trac-

ing, sensitisation with the family, and providing livelihood support for economic empowerment. An assessment of the family is done to determine whether the family has the capacity to care for the survivor. Some survivors are unable to return home either because their family is unwilling to accept them back or the home is not safe due to neglect, abuse, or violence.

Education, vocational skills and job placements are provided to assist survivors in improving their lives and reducing their susceptibility to being revictimized. UCATIP members support children in continuing their education, and where formal schooling is not an interest or option, many survivors are generally helped to learn vocational skills. Assisting survivors to find a secure and stable income, through employment or starting a small business, is important in reducing their vulnerability to exploitation.

Some of the challenges faced in protection work is the balance between creating individualised care plans while also meeting standardised guidelines, the difficulty in reintegrating well-rehabilitated survivors into unhealthy and unsafe family environments, and the fact that protection programmes are resource-intensive and thus less attractive to donors.

## Partnership

A well-coordinated response of international and regional bodies, governments, international organisations and CSOs is necessary in order to combat trafficking. The national taskforce, led by the COPTIP office, and UCATIP provide platforms to improve coordination and foster partnership. Regional partnerships have been furthered through various networks and platforms.

The national taskforce brings together government ministries, departments and agencies that have responsibilities in relation to combatting trafficking, as well as civil society organisations, to update each other on their activities, challenges and the trends they are seeing, to plan coordinated actions, problem solve and hold each other accountable.

UCATIP provides a platform for CSOs to share information, learn from each other and work together to strengthen efforts to combat human trafficking. UCATIP has brought significant ben-

efits to its members, including encouragement in their work, shared expertise and knowledge, improved coordination and referral pathways, opportunities for collaborative projects, and a place to create a unified voice in both advocacy and awareness raising.

As a relatively young coalition, there are still opportunities for UCATIP to be strengthened to better achieve its mandate, including strengthening the independence and functions of the secretariat, creating processes that ensure all members have a voice and can participate, clarifying the purpose of UCATIP to manage members expectations and helping to balance the individual ambitions of members with having a unified voice.

## Conclusion

UCATIP has done significant work over the last 5 years in combatting trafficking in Uganda. There is a huge variety of approaches, programmes and priorities between the membership but as an entirety it provides a comprehensive approach to the prevention of trafficking, prosecution of cases and protection of victims in partnership. Members have proved to be adaptable, collaborative and keen to learn from others and their own experience. As a coalition, they have extensive knowledge, capacity and experience in combatting trafficking. Through its strategic planning process and as it takes forward the learnings of this report, UCATIP will continue to grow into the next five years of prevention, prosecution, protection and partnership.

## Highlights from 2014 - 2019

1. UCATIP has been strengthened and expanded, becoming formally registered as a legal entity and growing in membership. It has become a unifying platform for CSOs combatting trafficking, helping to coordinate efforts and creating one strong voice with which to advocate for change.

2. Partnership with government Ministries, Departments and Agencies (MDAs) through the National Task Force and COPTIP, resulting in many collaborative training, events and other activities.

Highlights include:

- Regional training with government and law enforcement officials from Uganda and Kenya on identifying victims of trafficking and monitoring borders to improve cooperation.

- Partnership with Justice Law and Order Sector (JLOS) in convening conferences in 2017 and 2018 for law enforcement officers, prosecutors and judges, to provide information and training on identifying and investigating trafficking cases, caring for victims and holding perpetrators accountable.

- Large-scale events to commemorate the World Day Against Trafficking in Persons each year.

3. The strengthening of the legal and policy framework through the passing of the Prevention of Trafficking in Persons Regulations (2019), the implementation of the National Action Plan 2014-2019, and the preparation of the National Referral Guidelines for the Management of Victims of Trafficking in Uganda and the new National Action Plan from 2019-2024.

4. Supporting the creation of specialised Trafficking in Persons investigation units in the Uganda Police Force and a specialised prosecution unit in the Office of the Director of Public Prosecutions, as well as assisting the JLOS with over 400 investigations and 70 prosecutions leading to 22 convictions of traffickers.

5. Rehabilitated over 2,000 survivors through aftercare programmes, including providing vocational skills to around 1,500 survivors, work experience placements to nearly 500 survivors, and enabled more than 1,000 survivors to continue with their education. More important than just the numbers, this has created real change in the lives of survivors. Survivors have been able to re-start their lives, find stability, start businesses, get married and start a family. Some survivors have become strong anti-trafficking advocates themselves, and even been hired as leaders by UCATIP members.

6. The Wetaase platform was launched and is run by UCATIP members, providing accessible information through social media, a website, and the toll free line—which is available in seven languages. Coordination and response from UCATIP has

improved over time, indicated by swift response by to inquiries and reports that come through the platform.

7. Bigger spotlight on trafficking with social media campaigns and increased media attention. UCATIP has developed relationships and conducted training with media on reporting trafficking cases, and this has resulted in increased interest and attention.

8. The establishment of Students Alliance Against Trafficking in Persons groups within six universities, supported by multiple UCATIP members, as a sustainable programme to reach university students and create the next generation of activists and leaders. Students have embraced the idea and taken the initiative to carry out their own activities and make informal posters warnings others about trafficking.

9. Cooperation and buy in from the private sector, including persuading Uganda Association of External Recruitment Agencies ('UAERA') to create guidelines and monitor the activities of members, getting bus companies on the route from Karamoja to run adverts on buses and work with UCATIP and police to check unescorted children, convincing hotel and bar owners in commercial sexual exploitation hot spots to refuse to hire children as waitress or dancers.

10. The increased response of community members, leaders and structures following sensitisation efforts. UCATIP members report receiving more reports from schools, universities and communities following sensitisation efforts. Where UCATIP members strengthen and empower local structures to act as gatekeepers in their communities, these structures have helped to identify and rescue victims, and refer cases to the authorities or CSOs as necessary.

## Recommendations

1. UCATIP lead coordination of advocacy efforts—or delegate members to do so—to create a unified voice on relevant topics, such as amendments to the PTIP Act. This could include taking the lead on preparing written submissions, leading committees to organise media campaigns and advocacy efforts, and

networking with other coalitions and movements on topics of shared interest (such as the Sexual Offences Bill or targeted campaigns to improve the efficiency of the justice system).

2. The prioritisation of transnational trafficking over domestic trafficking by government, media and donors was a repeated concern of members. Government MDAs and law enforcement personnel still require sensitisation on the issue, and even some UCATIP members demonstrated a lack of understanding about how forms of domestic exploitation amounted to trafficking. UCATIP is recommended to review existing research, to commission more (if needed) and to develop a strategic plan to redress the balance and raise awareness of domestic trafficking.

3. COPTIP is required under the PTIP Act and its regulations to establish a data bank on cases of trafficking in persons. Supporting COPTIP to establish a data bank—or strengthen and operationalising the data collection system already developed by IOM—is recommended to centralise data on the identification, investigation, prosecution of trafficking cases and to track the referral and provision of support services to victims.

4. Training of officials should to be institutionalised in comprehensive pre-service and in-service training curricula for police, prosecutors, judiciary and other stakeholders on human trafficking. UCATIP members should collaborate to develop a standard recommended training curriculum and invest resources into implementing that curriculum and building the capacity of institutional trainers. Monitoring and evaluation of the training, and follow-up after training, is needed to better assess their effectiveness and impact.

5. UCATIP should develop minimum standards and best practice guidance on conducting monitoring and evaluation of projects, campaigns and training to assist in improving data collection, quality of programming and



to reduce duplication or inefficient use of resources.

6. Coordination of awareness raising campaigns and projects should be done through UCATIP to extend their reach and impact. Conducting baseline or rapid assessments to gauge public knowledge and specific gaps should be completed to inform such work of the current information needs. Coordination may mean members come together to create one large campaign or rotate the lead on awareness raising as time and project funding permits.

7. UCATIP should develop a resource library in a central and accessible location of research, reports, handbooks, information and communication materials and other tools developed by UCATIP members.

8. Clarifying and communicating the purpose of UCATIP will help to manage expectations and provide guidance on questions such as whether to expand or restrict membership, and where to focus UCATIP's energies.

9. Procedures and processes need to ensure

that all members can have a voice and to provide input. Facilitation of meetings and other forums for sharing needs to be mindful that no one dominates, and that decisions are owned by the broader coalition.

10. A balance needs to be found between acknowledging the expertise and commitment over many years of the founding members and allowing space and a voice for newer members.

11. The secretariat needs to be strengthened to ensure its independence and that it has the resources and capacity to coordinate, advocate and centralise data collection.

12. Tiered membership fees could be explored so that larger members, with the resources to contribute more, can assist smaller organisations to benefit from membership as well.

13. Setting goals and developing performance indicators for UCATIP on numbers of joint activities, advocacy or sensitisation campaigns may be a useful way of measuring efforts to further coordination and collaboration.

# INTRODUCTION

This report was commissioned by UCATIP, with funding and support from GIZ, to gather and summarise the anti-trafficking work of UCATIP members from 2014 to 2019. This period of time coincides with the Ugandan Government's first National Action Plan for Prevention of Trafficking in Persons Uganda and the report highlights the work UCATIP membership have done to support the Ugandan Government in implementing the National Action Plan. The report is structured similarly to the National Action Plan, with work arranged into five areas: the four pillars of counter human trafficking strategies— Prosecution, Prevention, Protection, and Partnership—and the overlapping aspect of the Legal and Policy Framework.

The purpose of this report is to:

- Assess the impact UCATIP members have had in ensuring the implementation of the Prevention of Trafficking in Persons Act, and in assisting the achievement of the objectives of the National Action Plan under the areas of prevention, protection, prosecution and partnership
- Identify common challenges and obstacles faced by UCATIP members under the National Action Plan and the Prevention of Trafficking in Persons Act in terms of law and governance, institutional cooperation and implementation, and service delivery to victims
- Highlight best practices of UCATIP members and opportunities available.

- Provide conclusions and recommendations based on gathered data to inform strategic direction, advocacy efforts and fundraising by members.

Data was collected for this report between April and August 2020. Information was primarily gathered from UCATIP members, with additional data gathered from government Ministries, Departments and Agencies, as well as international stakeholders. A literature review of relevant laws, policies, literature and secondary sources—including existing tools, research and reports of UCATIP members—was conducted. Additional qualitative and quantitative data was collected through key informant interviews with representatives of UCATIP members and relevant stakeholders, as well as through a standardised questionnaire to collect quantitative data.<sup>2</sup>

The accuracy of the data in this report is dependent on the quality of the data gathered and shared by UCATIP members. Data collection in relation to trafficking in persons in Uganda is a key area of improvement for government and non-government actors alike, with official numbers containing gaps, overlaps and inaccuracies.

<sup>2</sup> *The accuracy of the data in this report is dependent on the quality of the data gathered and shared by UCATIP members. Data collection in relation to trafficking in persons in Uganda is a key area of improvement for government and non-government actors alike, with official numbers containing gaps, overlaps and inaccuracies. See the appendices for the tools used.*



# UGANDA'S TRAFFICKING PROFILE

Uganda is a source, transit and destination country for adults and children trafficked into to forced labour and commercial sexual exploitation. Ugandans are also trafficked within the country. Uganda has been classified as a Tier 2 Country for many years, which means that the government does not meet minimum standards but is making significant efforts to bring themselves into compliance with those standards. However, in 2020 Uganda was downgraded into the Tier 2 Watchlist because the government did not demonstrate increasing efforts and reported lower numbers of investigations, less victim identification and referrals, less training of officials compared with previous years, as well as severely underfunding COPTIP and failing to employ systematic procedures or allocate resources to assist victim protective services.<sup>3</sup> This trafficking profile is based predominantly on the collective experience of UCATIP members.

## Domestic Trafficking

Domestic trafficking predominantly affects children, who are mostly trafficked from other regions to Kampala. Children are often trafficked to major towns (predominantly Kampala) on buses, sometimes accompanied by the trafficker but other times alone, hidden under the seats or in the wheel wells. Traffickers may be distant relatives offering to find a child work or help with schooling or pose as an NGO offering a schol-

arship to attend school. Children who run away from home or school are also targets. When the family has agreed to send the child to Kampala or another town, money may be sent back to the parents, at least for a while. This means the parents often instruct the child to stay and keep sending the money, and the parents may also encourage other parents to do the same.<sup>4</sup>

The biggest source of child trafficking is Karimoja, the dynamics of trafficked Karimojong children are different from other districts: there is a higher percentage of girls than from other regions, and the parents are more likely to knowingly participate in the trafficking and to know that their child is working. There is no pretence about schooling, as education is less of a priority. There are more cases of children being outright sold by their parents, and there are reports of increasingly organised networks of 'elders' (with the involvement of officials) who traffic Karimojong children to Kampala.<sup>5</sup>

The most common scenario is of young girls brought from rural areas to work as domestic

<sup>4</sup> *Enumeration of Children on the Streets in Uganda across 4 Districts (Retrak, 2018)*, 6; *Child Trafficking in Kampala, Iganga and Moroto Districts: IRACT Final Evaluation Report (UYDEL and FIDA, 2016)*, vii

<sup>5</sup> *Enumeration of Children on the Streets in Uganda across 4 Districts (Retrak, 2018)*, 6; *Child Trafficking in Kampala, Iganga and Moroto Districts: IRACT Final Evaluation Report (UYDEL and FIDA, 2016)*, vii.

<sup>3</sup> *United States Department of State, Trafficking in Persons Report – Uganda (2020)*.



Karimajong children carrying babies on their backs on streets of Kampala (Photo by Dwelling Places)

workers. They are often quite young—so as not to entice the husband of the household—and are brought by strangers or distant relatives to work in homes where they suffer neglect, physical or sexual abuse, and are paid poorly, irregularly or not at all. Sometimes they run away from the abuse but cannot get home and end up living on the streets or in commercial sexual exploitation (CSE). Girls are also trafficked directly into CSE, often under the cover of working as waitresses in bars or restaurants. Forced child marriage is also a form of sexual exploitation and trafficking for girls.<sup>6</sup>

Children are also brought to Kampala to work in scrap collection, forced begging, and food vending – selling eggs and other food commodities on the street.<sup>7</sup> One member noted that there are many children in Kisenyi, working in small scale food industries such as maize grinding, sorting and removing stones and dust, processing animal food. There are rich men in the area who make the money, and these children are trafficked and exploited. Boys are also trafficked into forced labour such as agriculture, cattle herding, mining, stone quarrying, carpentry and fishing.<sup>8</sup> Often these children do not get to control or receive what they earn.<sup>9</sup> UCATIP members have noted that almost all children living or working on the streets are trafficked or in some form of exploitation. After the Kampala Capital City Authority (KCCA) passed an ordinance to prohibit child begging there has been a shift from children begging on the street to food vending.

Children on the streets are often treated as thieves or annoyances, and are rounded up by police. Often these children ended up in juvenile

<sup>6</sup> *Sexual Gender Based Violence (SGBV) occasioned at Work Places and in the Private Sector, research part of the Development and Integration of Regional Efforts Against Child Trafficking (FIDA, 2018)*, 62.

<sup>7</sup> *United States Department of State, Trafficking in Persons Report - Uganda (2015 - 2020); Enumeration of Children on the Streets in Uganda across 4 Districts (Retrak, 2018)*, 6-8.

<sup>8</sup> *United States Department of State, Trafficking in Persons Report - Uganda (2015 - 2020)*.

<sup>9</sup> *United States Department of State, Trafficking in Persons Report - Uganda (2015 - 2020)*.



detention centres but KCCA enforcement have now started sending them to shelters instead.<sup>10</sup> Children in commercial sexual exploitation are also treated as criminals as if the work they do is a choice they made, yet they have been trafficked and forced to engage in commercial sex. Some UCATIP members began their work focused on commercial sexual exploitation of children (CSEC) but realised that it was trafficking and shifted their focus. Children in CSEC do not come from, and often do not live in, the area where they 'work', which means they are not known or supported by the local community.

The surrounding community is uninterested in these girls and unlikely to help them, giving the traffickers much more control. Sometimes these girls are hired as dancers or waitresses in a bar, but the real purpose is CSEC.

UCATIP members have noted, however, that as officials become increasingly aware of this dynamic, CSEC has been moved into houses and homes. There are reports that big houses are rented as venues for CSEC, but unless neighbours pay close attention it is difficult to detect. There was also a realisation that it is also not just girls out of school who are in CSEC, but some girls are approached and groomed when returning home late from school, and others are brought in from boarding schools; traffickers work with complicity security at the school to collect the girls from school, take to clubs, give them alcohol

and groom them into CSEC.<sup>11</sup>

While not all women in CSEC are trafficked, quite a number are. Poverty, sexual abuse history, and a lack of self-worth feed into why a woman ends up in CSEC. Domestic cases of sex trafficking often do

<sup>11</sup> Centre for Domestic Violence Prevention, *Social Norms and Behaviours Impacting the Commercial Sexual Exploitation of Children in Kampala, Uganda* (2019).



A child trafficked to beg on the streets  
(Photo by Dwelling Places)

<sup>10</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*; *Enumeration of Children on the Streets in Uganda across 4 Districts* (Retrak, 2018), 6-8.

not involve significant movement of the victim, as women and children are trafficked within their own villages, districts and regions.

## Transnational Trafficking

Ugandans are primarily trafficked internationally to Gulf States in the Middle East, mainly Oman, Saudi Arabia, Jordan, Kuwait, Qatar and UAE. However, UCATIP members have also encountered cases of Ugandans trafficked to China, Malaysia and Thailand. Ugandans are trafficked internationally into both commercial sexual exploitation and forced labour, however most cases involve young women trafficked into domestic service in the Middle East.<sup>12</sup>

Traffickers pose as recruitment agencies or wealthy women offering jobs, and often work with local leaders, including pastors, imams and local councillors. Traffickers may also exploit victims before they leave the country, charging high recruitment fees that result in debt bondage. Traffickers promise quicker processes than the official recruitment agencies and may promise to process the visas and organise the flights for free.<sup>13</sup>

UCATIP members report that transnational forced labour victims tend to suffer worse abuse and trauma than transnational sex trafficking victims. Victims of sex trafficking often have access to a phone, in order to speak to clients, and have more freedom than those trapped in domestic service. Victims exploited in domestic service are often overworked until they become ill, beaten, sexually abused, left without medical treatment, kept in poor conditions, and isolated without a phone or outside contact. Such victims often come back pregnant, sick and with serious physical and mental health problems.<sup>14</sup>

<sup>12</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*; *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda* (Platform for Labour Action, 2016), 6-7.

<sup>13</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*; *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda* (Platform for Labour Action, 2016), 6-7.

<sup>14</sup> *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda* (Platform for Labour Action, 2016), 6-7.

In 2016, the Government of Uganda banned all labour migration for domestic service due to reports of serious abuse and trafficking.

Labour migration to countries resumed after bilateral agreements had been negotiated for the protection of Ugandan workers. Since then, bilateral agreements have been signed with Jordan and Saudi Arabia. The ban is still in place with Oman, which refused to provide any protections for foreign workers and has not entered into a bilateral agreement.<sup>15</sup>

During the ban period, trafficking increased as there was no legal way to migrate for work. Recruitment agencies circumvented the ban by providing initial contracts for cleaners or other work, and by transporting people through Kenya. There were reports that workers were then made to sign new contracts for domestic service, with reduced protection, once they reached Kenya or their final destination in the Middle East.<sup>16</sup> These practices of routing people through Kenya and of being forced to sign new contracts have persisted since the ban lifted.<sup>17</sup> Despite the ongoing ban on travel for domestic work to Oman, there are reportedly still 10,000 Ugandans working in Oman. Some reports indicate that Ugandans are taken to Dubai, and then people drive across from Oman to collect them. Many of these destination countries in the Middle East do not recognise the concept of trafficking and this makes it difficult to properly engage and collaborate with governments and NGOs working there.

UCATIP members reported that raising this concern has been ineffectual, as has any conversations about further restricting labour migration;

<sup>15</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*; Kyla Johnson, "Supplying Slaves: The Disguise of

*Greener Pastures: An exploratory study of human trafficking in Uganda*" Independent Study Project Collection (Spring, 2019), 5.

<sup>16</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*.

<sup>17</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*; *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda* (Platform for Labour Action, 2016), 6-7.



School Group (Photo by AWARE)



labour migration is popular with politicians as it is a source of revenue through remittances, helps to address the very high unemployment rate, and many politicians have interests in labour migration companies.

Trafficking does not just occur through Kenya but to and from Kenya and other East African countries.<sup>18</sup> Ugandan children, particularly Karimojong children, are trafficked into forced labour and sexual exploitation in Kenya, as well as South Sudan and DRC. Children from DRC, Rwanda, Burundi, Kenya, Tanzania and South Sudan are also trafficked into Uganda into the same kinds of exploitation. Children are also trafficked for their organs.<sup>19</sup>

As there are few restrictions for local villagers living near the border to cross backwards and forwards between Kenya and Uganda, it is easy for them to move people across to contacts on the other side. Local leaders and community members in Karamoja often help to organise 'work' for Karimojong children across the border.<sup>20</sup>

Transnational trafficking tends to be better organised than domestic trafficking, with networks of traffickers across countries and the involvement of wealthy and well-connected individuals who profit from the enterprise.

Traffickers are using unlicensed recruitment agencies, as well as increasingly working with licenced agencies.<sup>21</sup> High-level officials reportedly own, or have interests in, recruitment agencies and have interfered in the certification process.<sup>22</sup> The existence of the formal programme with

<sup>18</sup> *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda (Platform for Labour Action, 2016), 6-7.*

<sup>19</sup> *United States Department of State, Trafficking in Persons Report - Uganda (2015 - 2020).*

<sup>20</sup> *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda (Platform for Labour Action, 2016), 6-7.*

<sup>21</sup> *Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda (Platform for Labour Action, 2016), 6-7.*

<sup>22</sup> *United States Department of State, Trafficking*

licenced companies lends legitimacy to the traffickers. People have reported labour recruitment agencies approaching politicians and offering financial incentives for politicians to recruit in their constituency. Politicians have also been accused of promising good jobs abroad to secure votes.<sup>23</sup> The involvement of politicians, high-level officials and other powerful individuals makes reporting cases, and efforts to restrict and regulate labour migration and recruitment agencies, difficult. UCATIP members have reported being harassed and intimidated in their prevention work by some of these officials.

There are links between those trafficked domestically and those transnationally, as some victims are first transported to a location in Uganda to work before being trafficked abroad. UCATIP members have intercepted children trafficked to Busia or other border districts to work in the mines, bars or restaurants before being transported to Kenya.

Women heading to the Middle East may also spend some time in Kampala in domestic service before travelling to the Middle East. This may be 'training' where they get the opportunity to learn domestic service skills before being sent abroad.

Significant attention has been given to Uganda's eastern borders and those trafficked across to Kenya however there are trafficking routes into Uganda from Kigali to Kampala, with people from Burundi and Rwanda trafficked into commercial sexual exploitation and forced labour. There are many victims of trafficking in commercial sexual exploitation around the border with Rwanda. Refugee settlements are also a notable source of trafficking victims, particularly amongst children there without their parents. Girls from refugee settlements have been trafficked to Kampala, but also to Kenya and the Middle East.

## Trends

UCATIP members stated that traffickers pay attention to the sensitisation messaging and have changed their tactics as people become more aware. Both transnational and domestic traffickers are increasingly drawing victims from the village instead of Kampala, as people in Kampala

*in Persons Report - Uganda (2015 - 2020).*

<sup>23</sup> *United States Department of State, Trafficking in Persons Report - Uganda (2015 - 2020).*

are more alert to the dangers. In the village, there is low awareness, low internet penetration, low levels of literacy and education, and high levels of poverty. This creates significant vulnerability to traffickers.

The profile of both labour migration—the opportunity of better paid employment abroad for the many unemployed youth—and of transnational trafficking has risen over the last 10 years. UCATIP members who have been working in legal aid or employment rights began encountering reports of horrific abuse from Malaysia, China and Thailand a decade ago, but there was limited awareness of the issue. Since then, the number of Ugandans who work abroad and of high-profile trafficking cases has increased considerably.

The development of a more regulated and coordinated labour migration programme has helped to increase the safe migration of many but has also created processes for traffickers to mimic and lent them legitimacy.

The high-profile cases have generated media and political attention; stories of Ugandans trapped abroad, tortured and horribly abused, are particularly compelling and has led to prioritisation of transnational trafficking by politicians, the justice system, donors, and CSOs. However, the barriers to prevention, prosecution, and successful regulation of transnational trafficking are significant. As with any international crime, there are diffi-

culties with jurisdiction, in evidence collection, and in catching the perpetrators; local agents may be located and prosecuted but the international networks or crime syndicates behind it are not. This undermines deterrence efforts. Investigations are resource intensive. There is also substantial profit in the labour migration programme, and the involvement of politicians, government officials and other powerful individuals in recruitment agencies means they are unwilling to see it more strictly regulated. This compromises the regulatory efforts and creates further challenges to prosecution, as people are afraid to report cases.

While it is easier to create an impact on domestic trafficking through prosecution, the political and media emphasis on transnational trafficking has focused attention away from doing so. There is less interest in domestic trafficking, and people's understanding of what trafficking is has been shaped by the transnational stories. Domestic trafficking is often not recognised for what it is, but instead seen as only the result: defilement, child abuse, prostitution, child labour, marriage, sacrifice or begging. The fact that domestic trafficking is perpetrated by Ugandans against their own people, and that many forms—such as child marriage, and children working as domestic workers or on farms—are normalised and many community members may be complicit in it, may also impact the decision to focus away from it to what is happening abroad. Concerns about this prioritisation of

# THE COALITION AGAINST TRAFFICKING IN PERSONS UGANDA (UCATIP)

transnational trafficking over domestic trafficking and its impact on anti-trafficking work were consistently raised by UCATIP members. UCATIP was established in 2012 and is a network of civil society organisations (CSOs) seeking to create a society free from human trafficking through consultation, coordination, cooperation and advocacy. Its mission is to see civil society organisations effectively partnering with the government

to combat human trafficking and support victims of trafficking through prevention, protection and prosecution. UCATIP has over 40 members that work in a variety of ways to combat human trafficking, including victim support and protection, legal aid, strengthening and training justice system actors, community sensitisation and advocacy.

Table 1 UCATIP Members

UCATIP Members	
Africa Non-Profit Chore (ANCHOR)	ANCHOR mission is to empower vulnerable communities to better manage conflict and to create sustainable economic opportunity through peaceful co-existence and economic inclusion. In the area of counter-trafficking, ANCHOR focuses on supporting the capacity of service-delivery NGOs and consortia through providing organisational capacity development, project cycle management, and assistance with coordination, finance, logistics, research, monitoring, and evaluation.
Action for Women and Awakening Rural Environment Uganda (AWARE)	AWARE is a women-led organisation, formed in 1989 by a group of local rural women in Kaabong District, that empowers women through creating networks, building their skills, educating them about their rights and conducting interventions on food security, HIV/AIDS and gender-based violence. AWARE is raising awareness with local leaders and communities about human trafficking, and to reduce families' vulnerability to trafficking through livelihoods and economic empowerment.

African Youth Federation (AYF)	AYF is an umbrella body for youth organisations across Africa that aims to see the role of youth repositioned, redefined and enhanced in community, national, regional and global developmental processes. Its role is coordination, capacity building, access to social services and creation of effective youth platforms. In Uganda, one of AYF's projects is working alongside the Uganda Youth Senate and the East Africa Youth Network as the Youth Alliance against Trafficking in Persons to raise awareness of trafficking amongst young people.
Barefoot Law	Barefoot law supports access to justice by providing free legal information and assistance for individuals and small businesses through the use of technology and innovation, in addition to traditional methods.
Centre for Domestic Violence Prevention (CEDOVIP)	CEDOVIP focuses on social norm change and strengthening institutions to create a supportive environment for survivors of violence against women and girls and reduce the prevalence of this violence. It has three core areas: mobilizing communities to prevent violence, strengthening prevention and response by government institutions, and advocating for better laws and their implementation.
CRANE	CRANE is a network of organisations, schools and churches working with children at risk to ensure that children are in families, in safe spaces and in education. CRANE advocates for child protection, trains families on positive parenting and helps to resettle children who have been victims of trafficking.
Dignified Uganda	Dignified Uganda works with those involved in, affected by, or vulnerable to, commercial sexual exploitation. Its mission is to reach out to, restore and empower victims in order to assist them in exiting the sex trade.
Dwelling Places	Dwelling Places works to rescue and rehabilitate street connected children in Kampala, reconciling and sustainably reintegrating them with their families. Dwelling Places also engages in community sensitisation, leader and stakeholder capacity building and livelihoods support in Karamoja to address the push factors for children being trafficked to Kampala, as well as engaging the Parliament, Government MDAs, local governments and the private sector to collaborate and support in the rescue, support and protection of victims of child trafficking and unsafe migration.
East Africa Youth Network	A network of youth organisations which aims to facilitate holistic youth involvement by advocating for the entrenchment of youth issues in East African Community integration agenda
Emerging Solutions Africa (ESA)	Love Justice is a project of Emerging Solutions Africa that aims to reduce human trafficking through transit monitoring; monitoring borders and transit points and intercepting victims as they are trafficked. Love Justice then provides aftercare support, and works with the victim to gather information to arrest traffickers.



FIDA Uganda	Uganda Association of Women Lawyers (or FIDA-Uganda) is a legal aid service provider that also engages in public interest litigation, advocacy, research and public engagement to build up legal institutions to promote and protect access to justice and human rights for women and children.
Fundamental Initiative for Sustainable Transformation (FIST)	FIST Uganda began to assist children from vulnerable families in Jinja, Iganga and Mayuge to go to school, but now works to address the reasons why children are not attending school ending up in trafficking and sexual exploitation, including poverty, gender based violence, water and sanitation issues and migrant fishing culture.
Humanitarian Assistance and Development Services (HADS)	HADS provides a range of emergency relief and humanitarian assistance to vulnerable communities in Uganda, working particularly with refugees and host communities. It focuses on self-reliance and livelihoods, child protection, family tracing and awareness raising to prevent gender-based violence and trafficking.
Human Trafficking Institute	The Human Trafficking Institute exists to reduce the prevalence of human trafficking at its source by empowering police and prosecutors to stop traffickers. Working inside criminal justice systems, the Institute provides the embedded experts, world-class training, investigative resources, and evidence-based research necessary to free victims.
International Justice Mission (IJM)	IJM is a global organisation that partners with local justice systems to end violence against people living in poverty through rescuing and restoring victims, bring perpetrators to justice and strengthening justice systems.
Make a Child Smile	Make a Child Smile started in order to provides rescue, relief and justice to children who are victims of child sacrifice. The organisation commenced working on trafficking when realising that the children who are sacrificed are first trafficked, and now provides rescue, assists in investigations and provides psychosocial support and restoration to women and children trafficked within Uganda and abroad.

Not for Sale Uganda	Not for Sale tackles modern day slavery and trafficking using social enterprises to support their work in raising awareness, providing assistance to vulnerable communities and encouraging and incubating other social entrepreneurs.
Omugaso International Sanctuary	International Sanctuary empowers girls and women escaping human trafficking through employment in a trauma-informed and supportive community work place that assists survivors to develop skills, earn income, build sense of identity and reintegrate back into society.
Platform for Labour Action (PLA)	PLA was founded to promote and protect the rights of vulnerable and marginalized workers through empowerment of communities and individuals in Uganda. PLA provides legal aid, law sensitisation, stakeholder capacity building, industry engagement, and advocacy on the laws, regulations and migration processes relation to exploitative labour and trafficking.
Pollicy	Pollicy is a technology consulting and development firm aimed at improving government service delivery through improved civic engagement and participation. Pollicy develop an anti-trafficking technology platform, Wetaase, that provides information about safe migration and trafficking, and connects people to service providers for further assistance.
Rahab	Rahab works to restore the self-image of girls affected by sexual exploitation and human trafficking, through after-care services for survivors, including shelter, formal and vocational education and psychosocial support. Rahab also raises community awareness through campaigns and workshops and by mobilising and training a local network of stakeholders and leaders.
Restless Development	Restless Development is an agency for youth-led change, focusing on working with diverse young people to identify challenges that affect them in their communities and helping them to have a role and platform for addressing those challenges. This includes ensuring equal access for all to decent work, essential public services and a productive, dignified life.
Retrak (part of Hope for Justice)	Retrak (now part of Hope for Justice) work to rescue, support and reunite street children and victims of trafficking with their families, and strengthening vulnerable families through social and economic empowerment to prevent children being trafficked and ending up on the street. They also strengthen community gatekeeping through community education and training of community leaders, conduct research and advocacy, and run several shelters for children.

Somero	Somero Uganda began in order to empower slum children and young women through education programmes, vocational and life skills and health promotion through community centres. In relation to trafficking, it engages community, local leaders and local high-risk industries in border communities to identify victims and protect children from trafficking.
Two Hands One Life	Two Hands One Life works to educate, empower and enrich the lives of vulnerable people amongst fishing and migrant communities through community engagement and empowerment, awareness raising and behaviour change initiatives on sexual and reproductive health, human trafficking, child protection, environmental protection, food security and nutrition, menstrual hygiene and gender based violence.
Uganda Youth Senate	A youth-led organisation, with senates at national, district and sub-count levels, that promotes youth participation in decision making and empowers young people through leadership, governance and entrepreneurship. The senates organise sittings, develop policies, advocate to stakeholders and parliament, and raise awareness about issues affecting young people. UYS works with the East Africa Youth Network and African Youth Federation on trafficking issues.
Uganda Youth Development Link (UYDEL)	UYDEL works to achieve socio-economic transformation of youth who are vulnerable to exploitation and at risk of HIV/AIDs infection, through advocacy, identification, rehabilitation and reintegration. UYDEL performs social economic development, community mobilisation, stakeholder training, awareness, capacity building of stakeholders and support for victims focusing on commercial sexual exploitation, trafficking, child labour, alcohol and drug abuse, and sexual and reproductive health rights.
Unseen Uganda	Unseen Uganda is a regional anti-slavery organisation with a focus on three areas: reach, rescue and restoration. 'Reach' raises awareness with young people, predominantly through universities, about the dangers of trafficking. 'Rescue' identifies victims of internal trafficking and assists police in investigating these cases. 'Restoration' provides shelter, schooling, vocational skills and support to victims.
Willow International	Willow International provides holistic and restorative aftercare services to survivors of trafficking, including shelter, medical care, psychosocial support, education, job placement and legal aid. Willow has trained duty-bearers on the impact of trauma on trafficking survivors and engages in sensitisation in communities and schools, particularly through the Students Alliance against Trafficking in Persons in universities.

Non-Active Members	Child Voice International
	Ggaba Community Church
	Sanyuka
	Reach A Hand Uganda
	Make Way Partners
	International Conference on the Great Lakes Region - Regional Training Facility (ICGLR - RTF)
	Action Against Violence
	World Vision
	Youth Alive
	Eternal Hope
	Butabika Hospital



Geographical Coverage of UCATIP

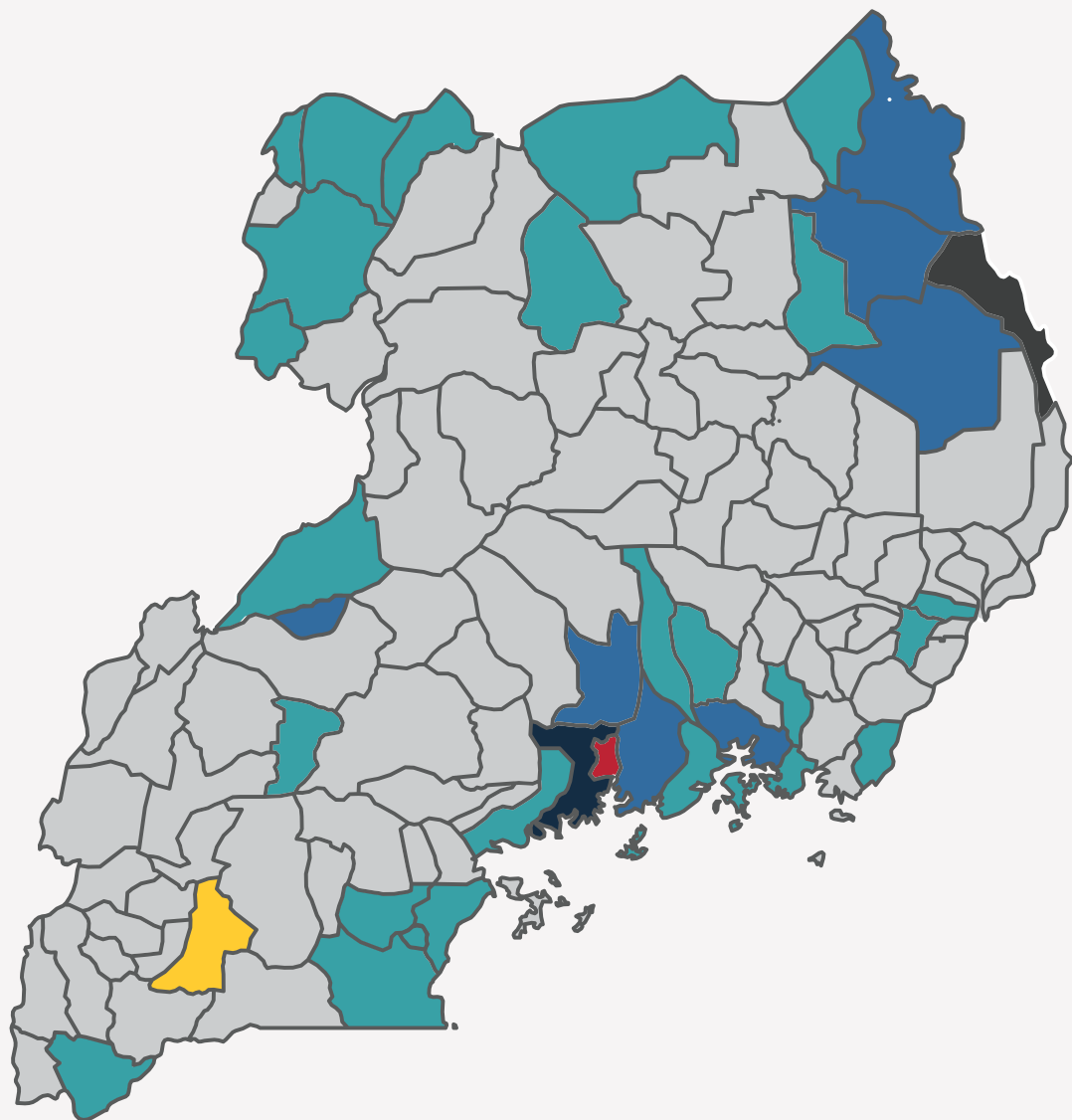


Figure 1 Map of Areas where UCATIP works

KEY

No. orgs		No. orgs		No. orgs		No. orgs	
19	Kampala	2	Mukono	1	Mpigi	1	Yumbe
5	Wakiso		Luwero		Buikwe		Hoima
			Jinja		Kayunga		Kyegegwa
4	Mbarara		Napak		Mayuge		Rakai
			Kotido		Buvuma		Masaka
3	Moroto		Kaabong		Busia		Kyotera
			Kikuube		Iganga		Kapchrowa
					Mbale		Gulu
					Abim		Kamuli
					Karenga		Kabale
					Moyo		Lwengo
					Arua		Lamwo
					Zombo		Koboko

The map shows the geographical coverage of anti-trafficking work by UCATIP members.

The darker the colour, the more UCATIP members operating in that district. The highest concentration is in Kampala, followed by Wakiso District. Some UCATIP members operate nationally but have their office in Kampala. Some organisations function based on donor-funded projects and may work in a district for the duration of a project only.

There are a several organisations working in Karamoja and along the Eastern borders. Many organisations determine their geographic locations based on identified hotspots for source or transit locations, such as Karamoja’s border with Kenya. These are important source and transit locations but there is also a trafficking route from Kigali to Kampala, and trafficking occurs in both direction between refugee settlements and DRC and South Sudan. There are not enough resources or attention focused on the Western Uganda and its borders with Rwanda, DRC and South Sudan. Much of the work in these areas have been short term projects in refugee settlements. Given that much of the data available on trafficking is due to the work of CSOs, it is also possible that more trafficking occurs in places without a noticeable CSO presence, but no one is there to collect the data.

Highlights of 2014-2019

1. UCATIP has been strengthened and expanded, becoming formally registered as a legal entity and growing in membership. It has become a unifying platform for CSOs combatting trafficking, helping to coordinate efforts and creating one strong voice with which to advocate for change.

2. Partnership with government MDAs through the National Task Force and COPTIP, resulting in many collaborative training, events and other activities. Highlights include:

- Regional training with government and law enforcement officials from Uganda and Kenya on identifying victims of trafficking and monitoring borders to improve cooperation.
- Partnership with JLOS in convening conferences in 2017 and 2018 for law enforcement officers,

prosecutors and judges, to provide information and training on identifying and investigating trafficking cases, caring for victims and holding perpetrators accountable.

- Large-scale events to commemorate the World Day Against Trafficking in Persons each year.

3. The strengthening of the legal and policy framework through the passing of the Prevention of Trafficking in Persons Regulations (2019), the implementation of the National Action Plan 2014-2019, and the preparation of the National Referral Guidelines for the Management of Victims of Trafficking in Uganda and the new National Action Plan from 2019-2024.

4. Supporting the creation of specialised Trafficking in Persons investigation units in the Uganda Police Force and a specialised prosecution unit in the Office of the Director of Public Prosecutions, as well as assisting the JLOS with over 400 investigations and 70 prosecutions leading to 22 convictions of traffickers.

5. Rehabilitated over 2,000 survivors through aftercare programmes, including providing vocational skills to around 1,500 survivors, work experience placements to nearly 500 survivors, and enabled more than 1,000 survivors to continue with their education. More important than just the numbers, this has created real change in the lives of survivors. Survivors have been able to re-start their lives, find stability, start businesses, get married and start a family. Some survivors have become strong anti-trafficking advocates themselves, and even been hired as leaders by UCATIP members.

6. The Wetaase platform was launched and is run by UCATIP members, providing accessible information through social media, a website, and the toll-free line—which is available in seven languages. Coordination and response from UCATIP has improved over time, indicated by swift response by to inquiries and reports that come through the platform.

7. Bigger spotlight on trafficking with social media campaigns and increased media attention. UCATIP has developed relationships and conducted training with media on reporting trafficking cases, and this has resulted in increased in-

terest and attention.

8. The establishment of Students Alliance Against Trafficking in Persons groups within six universities, supported by multiple UCATIP members, as a sustainable programme to reach university students and create the next generation of activists and leaders. Students have embraced the idea and taken the initiative to carry out their own activities and make informal posters warnings others about trafficking.

9. Cooperation and buy in from the private sector, including persuading Uganda Association of External Recruitment Agencies ('UAERA') to create guidelines and monitor the activities of members, getting bus companies on the route from Karamoja to run adverts on buses and work with UCATIP and police to check unescorted children, convincing hotel and bar owners in commercial sexual exploitation hot spots to refuse to hire children as waitress or dancers.

10. The increased response of community members, leaders and structures following sensitisation efforts. UCATIP members report receiving more reports from schools, universities and communities following sensitisation efforts. Where UCATIP members strengthen and empower local structures to act as gatekeepers in their communities, these structures have helped to identify and rescue victims, and refer cases to the authorities or CSOs as necessary.

Photo by IOM

## LEGAL AND POLICY FRAMEWORK

UCATIP members contribute to improving the national policy and legal framework on preventing and combatting trafficking in persons through advocacy, research and resource support. Members work at regional, national and district levels to engage law makers, government ministries, departments, and regulatory bodies to develop better frameworks and regulations to prevent and identify trafficking, to improve protection of children and others vulnerable to trafficking, to improve coordination, and to sensitise personnel to the dynamics and the laws on trafficking.

Members advocate directly with the relevant government MDAs, as well as through platforms such as the national taskforce, national child protection working group, the Uganda Parliamentary Forum for Children and through UCATIP itself.

### Implementation and Strengthening of the Prevention of Trafficking in Persons Act (2009)

The Prevention Against Trafficking In Persons Act (2009) ('PTIP Act') is the key law on trafficking in persons in Uganda and creates criminal offences, protections for victims, and the structural framework for combatting trafficking. The PTIP Act establishes a government coordination office and gives it the responsibility to prepare a National Action Plan. A National Action Plan for Prevention of Trafficking in Persons Uganda for 2014-2019 was developed by the National Task Force in 2013. A new National Action Plan for 2019 to 2024 has been released. National Referral Guidelines for the Management of Victims of Trafficking in Uganda have been prepared and launched.

These documents help to provide a coordinated government and civil society approach to combatting trafficking.

UCATIP members have provided critical support for the implementation of the PTIP Act through:

- Printing, disseminating and raising awareness of the PTIP Act and National Action Plan.
- Input, drafting assistance and review of the National Action Plans, the Prevention of Trafficking in Persons Regulations (2019) ('the Regulations'), and the National Referral Guidelines, as well as



the funding to facilitate the review and approval processes.

- Advocacy for the finalisation and approval of the National Action Plans and the Regulations.
- Organising and supporting national taskforce meetings, as well as other stakeholder meetings of different ministries, CSOs and business who engage with labour externalisation and migration to create dialogue and assist in the coordination of this programme.
- Advocacy for increased funding and resources for COPTIP, the National Taskforce, the External Employment Unit and law enforcement to ensure they have the capacity to effectively carry out their roles in implementing the PTIP Act. COPTIP is still severely underfunded but, over the last 5 years, has been elevated to an official department with a small budget and its resources have gradually increased.

This support from UCATIP members helped ensure that the National Action Plans, National Referral Guidelines and Regulations were successfully developed in a timely manner and that the important coordination meetings occurred.

UCATIP has identified areas for improving the PTIP Act and has created a lobbying framework to address these issues and strengthen the Act. Improvements to the PTIP Act identified by UCATIP members include provisions on recruiters and recruitment agencies, allowing court orders for remuneration of victims, and including ability to order the government to compensate victims when a government employee is responsible, either solely or in part, for the trafficking or government fails in its statutory obligations to the victim. While the PTIP Act has some flaws, UCATIP believes it is a good model for Uganda and many of the issues are in the implementation of the Act rather than the Act itself.

## Ongoing Legislative Advocacy

Many UCATIP members have also been involved in lobbying and advocacy around other pieces of legislation that impact trafficking, namely amendments to the Children’s Act Cap 59, the Sexual Offences Bill, the Witness Protection Bill and amendments to the Employment Act and its regulations. UCATIP members draft policy papers and proposals, assist in drafting sections and provide input and review of these proposed bills or amendments.

Table 2 Bills and Acts the subject of advocacy

Legislation	Connection to Trafficking	Advocacy Topics
Children (Amendment) Act, 2016	Amended in 2016 to include prohibitions on children in prostitution and harmful or hazardous employment (which includes slavery, trafficking in persons, debt bondage and other forced labour).	The criminal provisions on prostitution and harmful or hazardous employment not only overlap but conflict with the crime of trafficking in children under the PTIP Act as they have different definitions and sentences. This creates confusion and potential injustice.

Sexual Offences Bill (2000, 2015, 2019)	Many victims of trafficking as sexually abused or are trafficked into sexual exploitation. Improving the laws on sexual offences helps to improve the overall framework for trafficking in persons.	Inclusion of provisions on child pornography, holding a child with intention to traffic or sexually exploit, as well as widening protections for victims forced into sexual exploitation from just children to anyone, clarifying definitions of sexual exploitation and sexual abuse, and strengthening sentencing options are topics that have been advocated or drafted by UCATIP members
Witness Protection Bill (2015)	Victims and witnesses in trafficking in persons cases are often in need of legal protection, including protection from interference by suspects and organised criminal networks, immunity for crimes committed while trafficked and immigration assistance	The PTIP Act has provisions on protection of victims but Uganda lacks a broader legal framework for witness protection.
Employment (Amendment) Act (2006) amendments and the Employment (Recruitment of Ugandan Migrant Workers Abroad) Regulations (2005)	Many of those trafficked within Uganda are trafficked into domestic work or other forms of casual work so including these as workers with protections under the Employment Act is critical to reduce and prevent exploitation.  The regulation of labour migration and recruitment agencies is also made under the Employment Act, although it was made under the previous Employment Act so the status of the regulations are unclear.	The Uganda Law Reform Commission with MGLSD has proposed amendments, as has a private members bill. UCATIP members advocated for the inclusion of protections for domestic workers and casual workers.  UCATIP members have advocated to strengthen the regulation of labour recruitment agencies, including restricting directors (or their family) of agencies whose licence has been revoked from being involved in another recruitment agency, and preventing recruitment agencies from being able to do their own pre-departure orientation seminars (or owning a company that does).
Minimum Wage Bill (2015)	Ensuring Ugandan workers can earn a decent wage may reduce vulnerability to traffickers when seeking work abroad.	Some UCATIP members assisted in advocating for the passage of the bill, which was unanimously passed by Parliament in February 2019 but has stalled since the President refused to assent to it.



Photo by Rahab Uganda



## Other Areas of Regulatory Development and Advocacy

### Regional and International Frameworks



Photo by Rahab Uganda

The transnational aspect of trafficking in persons requires regional and international cooperation. UCATIP members have lobbied for the adoption, and contributed to the content of, a number of regional and international instruments. After ongoing lobbying, the Government of Uganda listed the Palermo Protocol as one of the international instruments to be fast tracked for ratification in October 2017. It still has not been ratified, but the push to get it fast-tracked was the result of consistent engagements by

UCATIP members. FIDA Uganda contributed to the drafting of a migration protocol adopted by the Intergovernmental Authority on Development ('IGAD'), an eight country trade block, and has lobbied to fast-track the process of assenting to a number of bills at the East African Community, including the East African Counter-Trafficking in Persons Bill, 2016.

### Bilateral Labour Migration Agreements

UCATIP members also strongly lobbied parliament for human rights protections in bilateral agreements on labour externalisation. In 2015, a UCATIP member was shown a copy of the then draft bilateral agreement with Saudi Arabia, which undermined the rights of Ugandans and provided little protection. It successfully mobilised other CSOs and raised concerns with members of parliament—many of whom were unaware of the agreement's details—to require accountability for the negotiation and to put the agreement on hold until better protections were in place. This in part led to the labour migration ban until an improved agreement was signed by the two governments in 2017.

### Uganda Association of External Recruitment Agencies

UYDEL and Platform for Labour Action have worked with the MGLSD and Uganda Association of External Recruitment Agencies ('UAERA') to improve their regulation and monitoring of external labour recruitment agencies. UAERA is an umbrella association for licenced labour recruitment agencies. UCATIP members sensitised UAERA about the dangers of trafficking and the reputation damage to UAERA if member companies are complicit with or actively trafficking. UCATIP members have strengthened the regulatory role of UAERA and advocated for the adoption of guidelines with which licenced companies must comply.

### District Ordinances and Bye-Laws

UCATIP members, such as Dwelling Places, Retrak and UYDEL, have helped drive creation of district ordinances and bye-laws on child protection and issues relating to child labour and trafficking. Ordinances or bye-laws have been passed in Busia, Napak, Iganga, Moroto and by the KCCA in Kampala. The PTIP Act provided a legal basis and framework to justify these, and the ordinances have focused on specific issues to the area, such as child begging, child labour in sugar and tea plantations, as well as the mining industry. However, PLA encountered challenges in assisting the Busia District Local Government pass their ordinance, as despite the rigorous review

process within the district, it requires approval by the Solicitor General and has been waiting this approval for three years.

### Research and Policy Development

UCATIP members have conducted extensive research on topics—such as child labour, children living on the streets, commercial sexual exploitation, economic impact of domestic work, and digital rights—in order to inform policy and legal reforms. The impact of children attending boarding school from a very young age is one issue that has been raised by Dignified Uganda, who argues that children need to be with their families at least until 12 to develop a sense of their own worth, their values and to understand healthy dynamics between men and women. They have found that a lack of close family relationships makes people vulnerable to trafficking and, particularly, commercial sexual exploitation. See appendix 1 for a list of research conducted by UCATIP members.

## Challenges and Barriers

The challenges in improving the government framework is that, despite ongoing advocacy efforts, change is slow due to competing priorities, lack of resources or lack of will. government is slow to act due to either competing priorities or because of an unwillingness to adopt certain measures. The introduction into Parliament of the Anti-Slavery Bill as a replacement of the PTIP Act threatens the efforts of government, law enforcement and CSO partners to raise awareness and implement the PTIP Act over the last decade. The PTIP regulations were passed in 2019, almost 10 years after the PTIP Act itself, and the Sexual Offences Bill has been pending in Parliament for years. The relevant government MDAs do not have sufficient funds to fulfil their mandates under existing legislation.<sup>24</sup> UCATIP members have provided resources to support coordination and review meetings but this is not a sustainable solution. As noted above, there have been improvements in the funding to COPTIP but there

<sup>24</sup> United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*



are still not enough resources for it to properly operate, or for the MGLSD to provide the needed monitoring of external labour recruitment agencies.<sup>25</sup> Again, prioritisation is an issue, but the fact that some politicians own and benefit economically from external labour recruitment agencies means that there is an invested interest in not improving their regulation.<sup>26</sup> This has also affected advocacy at the community level, as UCATIP members report being threatened by politicians for raising awareness of the risks of trafficking. UCATIP members who work on preventing domestic trafficking into CSE/C also report difficulties due to the fact that local leaders are often complicit owning bars or venues that profit from CSE/C.

## Lessons and Recommendations

Recommendations based on lessons from the experience of UCATIP members in advocacy include:

25 United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*

26 United States Department of State, *Trafficking in Persons Report - Uganda (2015 - 2020)*

Table 3 Members working in Legal and Policy Framework

UCATIP Members working in Legal and Policy Framework	
Centre for Domestic Violence Prevention	CRANE
Dignified Uganda	Dwelling Places
FIDA Uganda	Human Trafficking Institute
PLA	Rahab
Restless Development	Retrak
Uganda Youth Senate	UYDEL

- UCATIP has presented a strong united voice on improving the PTIP Act through proposed amendments. UCATIP should build on this to develop coordination within UCATIP, and with other coalitions and movements on targeted advocacy campaigns, such as around the Sexual Offences Bill.
- Stakeholders suggested that UCATIP prepare and present joint formal written submissions when advocating on policy and legal issues more often.
- Research has been conducted or commissioned by UCATIP members to support advocacy efforts and form the basis of proposed legal and policy reforms, and this could be done more often. UCATIP itself could commission research to assist in advocacy efforts.
- Some UCATIP members have created platforms to raise the voices of those marginalised or vulnerable, particularly children and youth. Ensuring that these voices are heard in advocacy is a recommended best practice.

# PROSECUTION

The successful investigation, prosecution and conviction of traffickers is a key pillar in any drive to combat and reduce trafficking. Rescuing victims without also imposing consequences on the traffickers means that the practice will continue, with new victims replacing those rescued. Prosecution delivers justice for the victims—in holding perpetrators accountable—but also acts as a deterrent to other traffickers. If cases of trafficking are consistently investigated, prosecuted and lead to deterrent sentences, this changes the cost-benefit analysis for traffickers to continue to engage in this crime.

UCATIP members report that there is limited knowledge of the PTIP Act by criminal justice system actors and uncertainty about how to proceed with cases when they arise. Cases of trafficking have often been misidentified and charged as defilement, child abuse, forced labour, begging or prostitution. UCATIP members report being called in by police officers who did not know how

to handle a case, and having long arguments with prosecutors in order to convince them to charge under the PTIP Act. In UCATIP members' experience, charge sheets have often included inappropriate charges or did not sufficiently highlight the elements that led to trafficking. Where judges were aware of the law, they reported issues with the charge sheets meant they were limited in their options to respond. Courts themselves were often insensitive to the needs of victims of trafficking and didn't have the knowledge or awareness to manage cases well.

Improving access to justice and increasing the number of successful prosecutions of traffickers is one of the strategic objectives of the National Action Plan 2014-2019. UCATIP members have provided mentoring, training, resourcing and assistance to the justice sector at every step of the criminal justice system process in order to work towards this objective.

Table 4 Prosecution work conducted by UCATIP in numbers (source: stakeholder questionnaire tool)

Prosecution work conducted by UCATIP in numbers			
Domestic victims identified by UCATIP members	1094	Transnational victims identified by UCATIP members	567
Domestic cases in which UCATIP members assisted with investigations	381	Transnational cases in which UCATIP members assisted with investigations	114

Civil cases in which UCATIP members legal aid provided to survivors	48	Criminal cases in which UCATIP members legal aid provided to survivors	312
UCATIP member-supported cases where the perpetrator/s were arrested	105	UCATIP member-supported cases where the prosecutor sanctioned the file	72
UCATIP member-supported cases that resulted conviction	23	Traffickers convicted in UCATIP member-supported cases	23
Police officers trained by UCATIP members	727	Prosecutors trained by UCATIP members	446
Judges trained by UCATIP members	178	Other officials and leaders trained by UCATIP members	538

## Investment by UCATIP Members

Significant resources and training have been invested by UCATIP members to achieve this improvement.

### Identifying and Investigating Cases

UCATIP members play an important role in finding and identifying trafficking cases. Through engagement with vulnerable communities, and having developed networks of contacts with journalists and local leaders, organisations like Make a Child Smile, Unseen Uganda and Emerging Solutions Africa (through its Love Justice project) discover cases, or make contact with victims, and then assess and refer these to police. This is often part of rescue and protection work. Make a Child Smile and International Justice Mission have trained investigators on staff who work alongside or in collaboration with police officers to then investigate possible cases. This provides officers with mentoring and guidance, as the investigators help identify possible areas for investigation, assist in gathering and analysing evidence, and assist in the development of charges. Guidelines based on the experience and knowledge of these investigators are also shared with police to help

them in their own processes. Where members provide legal aid, such as FIDA and PLA, this can involve watching briefs in criminal cases as well as acting in civil cases for victims. Watching briefs allow members to follow cases, help identify possible charges and ensure the victim’s interests are represented.

### Specialist Trafficking Desks

The Human Trafficking Institute assisted in the creation of specialist trafficking desks within the Ugandan Police Force and the Directorate of Public Prosecutions, including the resourcing, training and funding of these desks. PLA also assisted in the creation of a specialist police desk in Busia.

The police officers and prosecutors assigned to the specialist desks have received intensive and specialised training and now demonstrate understanding of prosecution-led investigation, the complexities of trafficking offence elements and required evidence, how to put together a sound case, and the principles of victim-centred and trauma-informed approaches. These desks have also been active in training and encouraging other law enforcement and justice sector officials, and in raising the profile of trafficking issues.

### Tools and Materials

Tools and materials have been developed by UCATIP members to provide guidance and practical assistance for justice sector officials in the identification, investigation, and prosecution of trafficking cases. Some of these materials in-

clude:

- Simplified and translated copies of the PTIP Act
- Handbooks on the investigation and prosecution of trafficking cases
- Visual depictions of the law
- Master investigative checklists with investigation techniques, types of evidence to collect, example cases, and best practices
- A case database
- Data collection books and tools for immigration officers.
- Police Standard Operating Procedures for police investigation
- Standard Operating Procedures on victim identification guidelines for immigration officers

### Training

Many UCATIP members—such as UYDEL, Willow, FIDA, PLA, CRANE and the Human Trafficking Institute—have conducted training for police, prosecutors, judges, immigration officials, CSOs, health teams, local cultural and religious leaders and government officials at the district, sub-county and village levels. This training has focused on a range of issues including knowledge of the law, evidence collection, establishing evidence to prove elements of the crime, interviewing techniques, child protection and the impact of trauma on victims. The content of training has been informed by the experiences of UCATIP members of the criminal justice system through their own cases, and by their relationships in the justice system. Training with the judiciary revealed a consistent problem judges faced in the poor quality of charge sheets in trafficking cases, which then informed training with police and prosecutors.



Police Training (Rahab Uganda)

## Challenges and Barriers

Despite the improvements, insufficient knowledge and resourcing continue to be a challenge for effective prosecution of cases. There are still stories of victims being forced to relate sensitive and embarrassing narratives in front of full courtrooms, of poorly trained and frequently-absent interpreters, of badly drafted and developed charge sheets, and of poorly investigated cases.

The ongoing barriers include:

- Training and transfers: While many training have been conducted, there are many officials in need of training, and frequent transfers of personnel within the justice system. Those trained are transferred to other locations or roles, and often do not leave behind sufficient documentation for the new investigator, prosecutor or magistrate to continue the case with ease. Consequently, decisions are made without being properly aware of the matter, or cases are required to be re-investigated or the trial re-started.
- Inadequate resourcing and funding: This has caused a significant impact, as officials lack the skills or funds to investigate cases or transport witnesses to court, and those on specialist desks are frequently pulled into other areas of work. Members report that cases get lost or stall without constant supervision and follow up from those on watching brief or embedded experts within the sector. This may be due to corruption or lack of resources.
- Fear and power: UCATIP members report a reluctance to pursue more powerful traffickers, especially external labour recruitment agencies linked to wealthy and powerful individuals. There is also fear by community members and victims to report cases involving local leaders or those in power. This undermines the deterrence effect of prosecution.
- Case Backlog: The biggest barrier to increased successful prosecutions is the inordinate amount of time it takes for cases to proceed through trial to conclusion. Cases get bogged down or lost within the court system and can take years to reach conclusion.



Courts and Case Backlog

Case backlog and delays is a general problem with the Ugandan court system and impacts access to justice in all criminal and civil cases. <sup>27</sup> This affects victims’ experience of justice and trust in the system, and leads many to lose interest or withdraw from their case. This is due to a combination of the cost and time of repeatedly returning to court without result, the desire to move on with their lives, and the additional time it gives traffickers to intimidate or otherwise pressure victims and witnesses to withdraw. A lack of witness protection impacts this as well, but the delays gives traffickers more time to persuade, intimidate or negotiate a settlement with victims.

This is disheartening for officials involved in the cases, undermines justice and the deterrent effect of prosecution. When there is a high-functioning judiciary that is hearing and disposing of cases regularly, it places pressure on prosecutors to work efficiently, which in turn pressures investigators to do so. However, it is difficult to remain motivated and interested in pursuing investigations and prosecutions when cases get stuck and fizzle out in court. There are few ‘wins’ to give justice system officials a sense of purpose and achievement. Insufficient resourcing is a key dynamic affecting case backlog and delays: <sup>29</sup> There is only one magistrate assigned to cover four districts in Karamoja, and it is thus for the magistrate impossible to keep up with the

*Some victims are not interested in pursuing formal justice or have a different concept of what ‘justice’ looks like. The criminal justice system is the appropriate deterrent forum to handle trafficking cases but this system does not always have legitimacy with victims. FIDA noted that many victims of trafficking from Karamoja prefer to have cases heard by elders than the formal justice system. The formal justice system is foreign and remote to them, whereas elders have significant power in these communities and people trust them. FIDA tried to work with these structures, providing training and sensitisation on the law and trafficking, and using materials Dwelling Place has developed on what happens to Karamajong children trafficked to Kampala. From the victim’s perspective, these mediations were successful, but FIDA remains concerned about the influence of the patriarchal customs and norms of the areas, the lack of appreciation of the seriousness of the offence and the fact that this is not an appropriate forum with jurisdiction to handle criminal cases like this.*

UCATIP members were involved in a number of cases where the traffickers—often powerful or rich business men—used court delays to meet and pay off the victims, who then ‘lost interest’ in pursuing the cases and the cases collapsed in court. The loss of interest by victims and witnesses, and transfers of officials during the long trial process, means cases fail and are dismissed. <sup>28</sup>

<sup>27</sup> Judicial Integrity Committee, Report of the 2011 Annual Nation Wide Field Visits (2011) available at <http://judiciary.go.ug/files/downloads/JIC%20REPORT-%205TH%20JAN%20.pdf>; The Judiciary of Uganda, Report of the Case Backlog Reduction Committee (29 March 2017), <http://judiciary.go.ug/files/downloads/case%20backlog%20Report%20final.pdf>; The Justice Law and Order Sector, Fourth Strategic Development Plan 2017-2020.

case load. Corruption and poor work ethic are additional factors creating barriers in some instances.

<sup>28</sup> *This is based on the experience of UCATIP members, but is consistent with case census findings in other areas. For instance, 44% of domestic violence court cases reviewed across five districts were dismissed due to want of prosecution, withdrawn or settled: Center for Domestic Violence Prevention An assessment of the effectiveness and progress in implementation of the Domestic Violence Act 2010 (March 2020: UN Women).*

<sup>29</sup> World Bank Group and Judiciary of Uganda, Rapid Institutional and Economic Assessment (June 2020), available at <http://documents1.worldbank.org/curated/en/407681593417571424/Judiciary-of-The-Republic-of-Uganda-Rapid-Institutional-and-Economic-Assessment.docx>.

es. <sup>30</sup> It is possible to fund special sessions in order to move cases forward, as UCATIP members have been required to do for cases to be heard in the international crimes division, but this is not a sustainable solution. When cases do reach conviction, the sentences are often very low, which further undermines faith in the system and the deterrent effect of prosecution. Members reported cases of children being trafficked from Karamoja where the prosecutor and social worker actually requested lenient sentences because the perpetrator was the economic provider for others, or because the magistrate failed to appreciate the seriousness and impact of sending (or selling a child) to work in Kampala.

Lessons and Recommendations

While the slow court process is a Uganda-wide problem that cannot be solved by UCATIP, there are lessons learnt from successes and challenges thus far:

- Better data collection and management is needed, as the exact number of cases managed by the

justice system is not known as there is currently no clear tracking of cases. This makes it difficult to properly assess, other than through anecdotal experience, what is occurring in the criminal justice system.

- Training of officials needs to be institutionalised in pre-service and in-service training curricula for police, prosecutors, judiciary and other stakeholders to extend the reach of the training and to partly address the issue of transfer of officials.
- Better resourcing, in terms of personnel, equipment, facilities and training, is needed in all areas of the justice system.
- Monitoring and evaluation of the training, and follow-up after training, is needed to better assess their effectiveness and impact.
- Multiple UCATIP members have conducted training with law enforcement officials but it is not clear how closely these are aligned. UCATIP should ensure training is coordinated within UCATIP to ensure the messaging is consistent and there is no duplication or inefficiency in the use of resources.

Table 5 Members working in prosecution

UCATIP Members working in Prosecution	
Barefoot Law	CRANE
FIDA Uganda	Human Trafficking Institute
Emerging Solutions Africa	International Justice Mission
Make a Child Smile	PLA
Unseen Uganda	UYDEL
Willow International	

<sup>30</sup> Judicial Integrity Committee, Report of the 2011 Annual Nation Wide Field Visits (2011) available at <http://judiciary.go.ug/files/downloads/JIC%20REPORT-%205TH%20JAN%20.pdf>; The Justice Law and Order Sector, Fourth Strategic Development Plan 2017-2020.

# PREVENTION

Prevention is the most common way in which UCATIP members engage with the issue of trafficking. A wide range of prevention techniques and approaches have been adopted including sensitisation campaigns, public events, development and empowerment of gatekeeping structures, clubs and groups to teach and engage community or students, training local ambassadors or advocates within target communities, and activities aimed at addressing grassroots factors that make people vulnerable to trafficking—including creating healthier schools and families, improving skills and livelihoods, and instilling self-worth. UCATIP members have used radio and tv spots, social media, toll free lines and specially-designed information platforms, community ‘broadcasts’ with megaphones, skits and drama, music and drumming, films and videos, sharing stories,

posters and murals, at markets, community dialogues and events, training, school and university activities, to reach and engage vulnerable groups, leaders and stakeholders, businesses and the community at large. Some specific programmes have been developed with businesses and peak bodies in industries where trafficking is likely to take place, including mining, bars and hotels, external labour recruitment agencies and transport companies to raise awareness and improve regulation and policies to protect people and decrease likelihood of trafficking. Specific target communities that are addressed include fishing communities around Lake Victoria, border communities, slum areas, Karamoja region and refugee communities, children and young people particularly those unemployed or out of school.

**Table 6 Prevention work in numbers (source: stakeholder questionnaire tool)**

Prevention work in numbers			
Radio Spots	556	Television Spots	204
Newspaper Articles	15	Awareness Events	81
Bars Engaged	19	Changes made	8
Hotels Engaged	65	Changes made	10
Mining Companies	7	Changes made	4

## Awareness Raising Campaigns

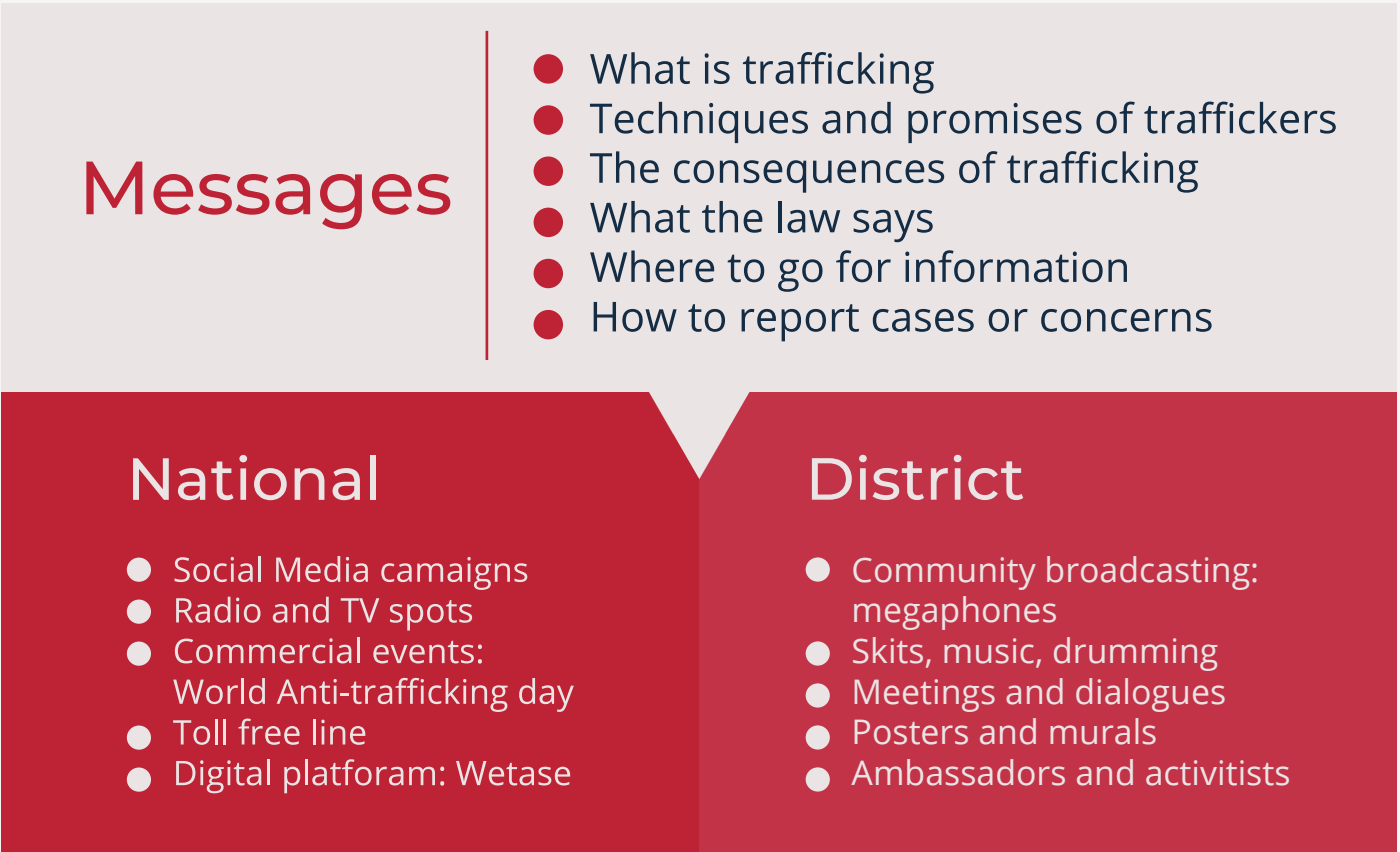
Prevention of trafficking requires Ugandans to be informed about the existence, dangers and nature of trafficking. Awareness raising campaigns that disseminate this information have been a key means of prevention. UCATIP members have conducted such campaigns at a national, district and community level through a variety of different means.



UCATIP has come together to put on big public events or campaigns to commemorate World Anti-Trafficking Day. The Wetaase digital platform was developed by Pollicy to provide information and collect data, and includes a chat bot on messenger and twitter, the toll free line and website.

Inquiries or reports that come through this are referred to the relevant UCATIP member or government department. At the district level, busy market days where many people come to town are often targeted for community messages, through megaphone broadcasts, music and skits. In other instances, local leaders or ambassadors mobilise the community to encourage them to come to a meeting. Many UCATIP members train local ambassadors to spread the messages at events and within their own social networks. Local and national leaders and officials often participate in events, including representatives from COPTIP, IOM and the national taskforce.

Some awareness campaigns are quite broad and aim to raise general awareness of trafficking generally. These may be run at a national or district level and are often based on specific



**Figure 3 - Awareness raising messages and communication methods**



donor funding for a set period. However, some UCATIP members are more deeply embedded in particular communities over a long period and tailor their messages and delivery methods to that community. Two Hands One Life and FIST work in fishing communities around Lake Victoria in the south east of Uganda. Their work and awareness raising efforts are driven by the specific needs they encounter. Two Hands One Life uses behaviour change concepts to encourage community members to be engaged, to care and to respond to what is happening in their own communities. Centre for Domestic Violence Prevention also uses behaviour change principles in a carefully researched and staggered process initially developed by Raising Voices to prevent violence against women and HIV infection but adapted to respond to Commercial Sexual Exploitation of Children: SASA. The SASA approach builds gradually through stages of building knowledge, awareness and community-buy in over several years within a community to create change.

*We've been struck by the change in our communities – they call us and say 'what do we do? there is a child being battered' and that never used to happen. ... The programme is run by community itself – being their own brother's keeper. If you see something, don't be afraid to report. We've been surprised – people are reporting." (Two Hands One Life)*

## Lessons

Awareness raising campaigns have the advantage of being cost effective: it is possible to reach and inform large numbers of people through social media, broadcast messaging and events without large inputs of money and time. UCATIP members reported that music and drumming was a good way to get attendance at events, and that the sharing of stories and videos was particularly impactful. The difficulty is in measuring the impact of these campaigns, particularly the long-term effect of short campaigns. While social media, television and radio can reach large numbers quickly, their reach is still limited: internet penetration and the number of households with

televisions is low in Uganda, particularly outside of cities. Radio is more accessible and popular in rural villages, but UCATIP members reported varying degrees of community engagement with the radio; some noted that few people responded to talkback sessions and one UCATIP member conducted research that showed men were more likely to listen to the radio—often while drinking with friends, while women were busy with household work. The lesson was to be strategic about in which time slots and programmes to play messages to reach target audience. Some UCATIP members switched to using more megaphone broadcasts based on this experience. To save costs, some members had initially planned to use free radio spots but realised that many stations offering free spots were sponsored by politicians or businesses that conducted labour externalisation who challenged their messages. Tailoring both the messages and the presentation of them to local communities was also noted as an important practice by many, as you need to not only present information in local languages but address the message to the needs and dynamics of particular communities. Long-term community engagement, such as CEDOVIP's SASA programme have been shown to be very effective in changing behaviours but are significantly more costly to do.



### *Tailoring Messages*

*To address the economic concerns that drive trafficking in Karamoja, UCATIP members have shared stories of children who have stayed in school and been able to earn money to help their families, and warning that if a child is sent to Kampala, they will not return to help dig the land, or to take over the farming when they are older.*

## Engaging Students: Universities and Schools

Many trafficking victims are children and youth, so targeting prevention work with students at school and university is crucial.

### Universities

Students Alliance against Trafficking in Persons is an initiative started by Willow and Pollicy as an intentional way of reaching many university students in a sustainable and ongoing manner. Students Alliance is a great partnership of UCATIP members, with the involvement of Dwelling Place, Platform for Labour Action, African Youth Federation, Uganda Youth Senate and East African Youth Network, as well as Willow and Pollicy. These organisations initiate the process by establishing and registering a Students Alliance club at a university, training student leaders, and holding initial awareness raising events to educate and create momentum. After this, the clubs are encouraged to take the initiative and drive the ongoing activities and awareness raising at their university, with financial and technical support from UCATIP members. These clubs are operating in 6 universities. Activities that have been carried out by Students Alliance groups at different universities include events at student market days, workshops, symposiums, campaigns, marches, movie nights and developing their own posters and information material to tell other students about trafficking. UCATIP members continue to monitor the clubs and have provided more intensive training with the leaders of the Students Alliance to ensure they are well equipped to disseminate information amongst their fellow students.

Other UCATIP members are also engaging in universities outside of the Students Alliance partnership. Not For Sale and Unseen Uganda have both undertaken awareness campaigns within universities, training and empowering student ambassadors to be at the forefront of these campaigns. Restless Development has plans to do the same. Unseen Uganda developed a relationship with the College of Humanities and Social Sciences at Makerere University for its campaigns, and the Human Trafficking Institute has also begun to develop a relationship with

Photo by Dwelling Places



the School of Law at Makerere University to help law students become the subject experts on trafficking and help them to become enthused about working in this area.

## Schools

Several UCATIP members run programmes in schools in various districts, most often presenting sessions at school assemblies but also doing a range of other activities. UCATIP members use a range of methods to engage children including music, dance, drama, skits, poetry, debates, and the use of child friendly spaces and suggestion boxes or message boards where children can confidentially raise concerns or alert people to suspected cases. UYDEL runs drama competitions where children create their own skits and develop their own messages to raise awareness. UYDEL also encourages children representatives to be present at Parents and Teachers Association Meetings so that children are able to raise their concerns. Rahab creates clubs, somewhat similar to Students Alliance at universities, to encourage children to be advocates and raise awareness themselves when Rahab or other UCATIP members are not there. Two Hands One Life, while also running class sessions and behaviour change groups after school, has found one-on-one sessions with children to be the most impactful way of engaging children. They have found that often children just need someone to talk to, and the safety of a private conversation allows them to raise challenges and abuse they face at home or in their community as well.

*While conducting a sensitisation activity in a school, a girl opened up to HADS and told them her story of being trafficked into child marriage at the age of 12. She was sold by her parents through a broker to her husband—who wanted a young girl—for 1 million shillings. After four years, two children, and losing her uterus to a miscarriage, she managed to escape and was helped by a CSO to return to school. She was now being lured into leaving school and taking a job in Saudi Arabia, but HADS was able to intervene, meet this potential trafficker and prevent her from being revictimised.*

UCATIP members noted that it is best to reach as many children as possible, across all age groups, as many vulnerable children drop out of school at a young age and children may face risks from different angles and at different ages. Warning children about trafficking cannot wait till they are older, but the messages need to be age appropriate and tailored to meet the needs of the children. Smaller groups also allow the trainers to build a better rapport and relationship with the children, which helps to create trust. Thus, smaller groups and groups divided by age are the best practice, but this is not always possible due to time constraints for both the school and organisation. It is also best practice to develop an ongoing connection with the school, and where this is not possible, to leave structures behind to allow children to report concerns, ask questions or get further information later. This has been done in the form of suggestion boxes, message boards, and creating teacher or student representatives at the school who can refer questions or cases to the organisation, or police as appropriate. Many UCATIP members have found that children have reported cases after attending assemblies or groups where they learnt about trafficking. Raising awareness in schools and universities also has the same problems when it comes to longevity of engagement, sustainability, the cost and time versus effectiveness and the need to measure impact.

## Leadership, Networks and Structures

Prevention of trafficking includes working with national, districts and community authorities and structures to strengthen measures to prevent and detect trafficking. This includes engaging immigration and district officials to identify cases and coordinate with counterparts across national borders, as well as working with industry and business groups where trafficking occurs, and local community structures.

UCATIP members have conducted training to sensitise personnel on trafficking prevention, identification of victims and case referrals with

local councils, district local government officials, police, prosecutors, judiciary, health practitioners, civil society organisations, churches, businesses and industrial bodies. Specialist training has been coordinated for officials in source and transit communities, as well as cross-border training with officials in Kenya. The cross-border training was conducted in coordination with the national taskforce, COPTIP and IOM to compare and align strategies between countries and to improve cooperation. FIDA Uganda developed a relationship with the East Africa Police Chiefs network to ensure police approaches are consistent. Border patrols were created—involving local and district local government officials—to identify and prevent trafficking in Busia and Rakaka in Eastern Uganda. FIDA Uganda also worked with the International Conference of the Great Lakes Region Regional Training Facility to include trafficking in persons as a topic in their Sexual and Gender Based Violence Training Manual that is used throughout East Africa to train stakeholders and officials.

## Gatekeeping Structures

UCATIP members engage with existing structures, or create new ones where they do not exist, in order to disseminate information, create referral points and pathways, and to act as gatekeepers to prevent trafficking in their communities. Existing structures include local councils and child protection committees, which UCATIP members strengthen and train to be more aware of child protection and trafficking dynamics. Others create new committees, such as Somero's community task forces.

*Uganda Youth Senate has Senates that meet at the parish, sub-county, district and national level, with a representative from lower levels sent to the next level up. This structure has given them significant reach throughout the country, as sensitisation information is disseminated down through these structures and accounts of trafficking dynamics and cases encountered in diverse parts of the country reported back up to the national senate.*

To create effective preventative frameworks, several best practices could be drawn from the work of UCATIP members:

### 1. Map existing structures.

Identifying where, or to whom, people seek assistance and information to identify potential allies is an important first step. These can include police, local councillors, prosecutors, judges, local NGOs, religious and traditional leaders, and private businesses including tourism and hotels. Mapping is done by UCATIP members when working in new communities at the village level, as well as district and national level to create networks of stakeholders who can be allies in preventing and responding to trafficking.

### 2. Identify 'the key to unlock the door' for institutions.

These people can help you to mobilise and bring the rest of the institution—be it a religious organisation, district government, private sector industry, or local community—on board. Somero gave the example that in the border communities in Busia, people fear the mining police above anyone else so ensuring that the mining police were included was important.

### 3. Include influential people in the community.

It is not just formal leaders, but influential people such as elders, opinion leaders and others in the community who are interested in the issue who are brought on board to be part of these committees and task forces.

### 4. Sensitise and train identified leaders.

Once allies are identified, they are trained on trafficking—how to identify victims, the steps in pursuing cases, where to refer matters too—and often child protection principles.

### 5. Get buy-in from leaders.

Somero has led learning visits to Kampala for leaders to learn about the system and be introduced to contacts in the probation office, police, and on the toll free line, so that when they identify and report cases, they know who they are talking to and what that person is doing. Rahab emphasised the importance of getting a commitment from leaders to take some concrete action within their power after the training or workshop.



*Child protection committees supported by Retrak have successfully helped to sensitise the community, identify victims, report cases and even assist in rescuing victims on occasion.*

*Magdalene, 15, was brought by her cousin from Fort Portal to Kampala to find work as a domestic worker. Her family was poor, couldn't afford to pay the school fees and needed Magdalene to work for extra income. When she was bought to work in a house in a Kampala slum, where she babysat, sold food on the streets and worked in her employer's bar in the evening. Her UGX 2,000 daily wage was paid to her cousin to pay for the transport to Kampala and to her parents in the village. Magdalene then discovered that her employer planned to exploit her in the brothel attached to the bar where she worked at night. She reported this to her cousin, who reported to the Local Council Court which ordered her employer to pay her wages and let her go. However, the cousin received the wages and sent Magdalene to another 'employer', where she was also exploited in domestic work. She was identified by a child protection committee established by Retrak, and with the help of the probation and social welfare officer and child and family protection police officer, was supported to leave and taken into a shelter. Magdalene was given trauma-informed care in the shelter, her family was traced and she was successfully reunited with them and is training to be a hair dresser.*

A consistent challenge raised by UCATIP members is that leaders themselves—within government, local council, parliament and churches—are often complicit or directly engaged in trafficking. Some are unaware of the criminal nature or the impact of what they are doing, and are willing to change after sensitisation. AWARE has had many conversations with leaders in Karamoja who recognise that people they have sent for work have disappeared or died and then realise that it is trafficking. CEDOVIP reported that previously complicit leaders, once sensitised, can be useful as they are well placed to provide information on the dynamics and processes of the crime. However, other leaders knowingly participate and financially benefit from trafficking, which creates a climate of fear and significant barriers for community members to raise concerns or report crimes. Some reported being threatened by politicians and other leaders when they spoke out about trafficking.

### High Risk Business and Industry

UCATIP members have also sensitised and improved the regulation of businesses that may have been complicit in trafficking. Bars and hotels that hire children as waitresses or dancers are often locations for commercial sexual exploitation of children so CEDOVIP and Rahab have engaged owners to encourage them to improve their business practices; some have made commitments not to hire children and to erect signs publicising this in their venues. Somero advocates for the adoption of the UN's Child Rights Business Principles to increase child protection for children legally permitted to work.<sup>31</sup> Dwelling Places has targeted those responsible for transporting trafficked children from Karamoja to Kampala by working with boda boda stage leaders, bus companies and the transport licensing board. They developed a video—which bus companies agreed to play on board buses—to alert travellers to the risks of trafficking and requesting travellers to alert their bus driver if they notice an unaccompanied child. Drivers are also asked to pay attention to children being smuggled into buses. Stage operators assist in monitoring buses and the Transport Licencing Board now holds transport companies accountable—with the threat of losing their licence—if trafficked children are

<sup>31</sup> Children over the age of 14 are permitted to light work under section 3 of Employment (Employment of Children) Regulations 2012.

found on their buses.

As noted in the section on Legal Framework, UCATIP members have sensitised the Uganda Association of External Recruitment Agencies about trafficking and the ways in which agencies can be used to traffic Ugandans abroad. UCATIP members argued that it was essential to the preservation of the reputation and moral authority of UAERA to monitor their membership to ensure that agencies are not trafficking people. UAERA has now adopted guidelines and began employing a Labour Liaison Officer in Saudi Arabia to respond to reports of abuse of migrant workers' rights.

## Addressing Push Factors

Despite being well informed about trafficking, those who are desperate and poor will nonetheless take risky jobs abroad or be willing to believe a scholarship or job offer for their child in Kampala, or be susceptible to being groomed into forms of sexual exploitation. UCATIP members have found that dysfunctional and abusive family and school situations are also significant factors in making children vulnerable to trafficking, as it affects their sense of worth and belonging, as well as making them more likely to run away. Reducing these vulnerabilities that push people into trafficking is important prevention work done by UCATIP members.

Several UCATIP members undertake economic strengthening and livelihoods assistance in order

to reduce the vulnerabilities of target communities to trafficking:

- AWARE assists women in Karamoja.
- FIST works with fishing communities on Lake Victoria, as well as the Karimojong population in Jinja, to address their longstanding issues of poverty and disadvantage.
- Not For Sale has run a number of projects in refugee communities—providing housing and organising the Uganda Refugee Youth Entrepreneurship Challenge to support young social entrepreneurs in five refugee settlements.

These programmes include assisting families and communities to better use their resources and increase food security through savings and loans associations, vegetable gardens, lessons on preserving produce, building communal food storage facilities, and teaching skills (crafts, tailoring). Retrak identifies the most vulnerable families in its communities and creates self-help groups, which act as a savings and loan group but also has a social agenda. The groups discuss social issues affecting their community, and learn about trafficking and positive parenting techniques. The intention is to keep families together and to prevent parents from seeing their children as a source of income. CRANE also operates similar groups that assist in economic empowerment and teach positive parenting techniques to reduce factors that cause children to run away from home. Both these organisations work in similar ways with families and in schools: ensuring children are protected, safe and treated positively in



Photo by Pollicy



their school and home environments to prevent them from running away or being tempted into dangerous situations. Crane and Retrak work with schools to ensure they are safe, with child protection policies, engaging teaching practices and inclusive education for students with disabilities or their own children. FIST initially intended to provide financial and resource support for children in its communities to remain in school but found that there were deeper issues resulting in children leaving school, including violence, abuse, food, and the dangers girls face in travelling long distances to school. FIST now tackles these dynamics as a way of keeping children in school and reducing their vulnerability to trafficking.

These projects—while essentially traditional development work—have been implemented specifically to address the factors that push people into trafficking.

*There is a constant struggle for CSOs to find adequate funding to operate sustainably and meet the identified needs in the community. Not For Sale Uganda has prioritised sustainability, and built social businesses to fund its campaigns and community support projects. It started a video production company which has attracted the business of larger organisations, such as the UN and Oxfam, and also helps to fund its project work. It also started an African tailoring brand the profits of which support Not For Sale and which also employs and trains trafficking survivors. The focus on social entrepreneurialism is also reflected in some of its community projects, such as the Uganda Refugee Youth Entrepreneurship Challenge, that provides seed funding to help accelerate and increase the scale of social enterprises run by refugees.*

# Challenges and Lessons

Prevention work is varied, and the challenges and lessons are often specific to the type of prevention work: awareness raising campaigns, strengthening protective frameworks or reducing vulnerabilities. However, there are some overarching themes in prevention work:

- It is important for the messages, communication methods, and general approaches to be tailored to the specific audience and community.
- Short-term campaigns—often based on project funding—and national multi-media campaigns are often popular with donors because they reach large numbers at a relatively low cost. Long-term community-embedded approaches are more resource intensive but there is research to show that these can achieve significant behaviour change.<sup>32</sup> The impact of awareness campaigns more broadly, particularly the long term impact of short campaigns in communities, has not been adequately monitored and assessed. This is an area for improvement. Baseline or rapid assessments to gauge public knowledge and specific gaps, as well as monitoring and evaluation of campaigns, should be completed more regularly and consistently by UCATIP members to ensure resources are being used effectively to meet information needs.
- The impact of prevention work has been noted in anecdotal ways, through increased reporting after campaigns and improved buy-in of industries and government as demonstrated through adoption of regulations, guidelines and other measures.
- Establishing clubs, groups, committees and other structures has been found to be a sustain-

<sup>32</sup> A randomised control trial of Raising Voice and CEDOVIP's SASA model found that women in communities that went through the SASA model were 54% less likely to experience physical violence from an intimate partner. See Raising Voices, LSHTM and CEDOVIP. 2015. Is Violence Against Women Preventable? Findings from the SASA! Study summarized for general audiences. Kampala, Uganda: Raising Voices.

able way of achieving more long-term change. These structures can continue to raise awareness, monitor trends and identify cases without ongoing involvement or funding from UCATIP members. This has worked in universities, in communities and in leadership structures.

- Prevention is the pillar with the highest number of UCATIP members involved, and more could be done to improve coordination. There are multiple members working in schools, universities, and refugee settlements, as well as working with leaders and conducting training; ensuring that UCATIP members are not duplicating their work by targeting the same places is important in effective use of resources. Some members have worked in the same locations, and so coordination ensures that they can build on each others work, rather than duplicate. Given that resources constraints are felt by everyone, awareness raising campaigns are one of the easiest areas in which members can collaborate to extend and deepen their impact.

# Recommendations

1. UCATIP could develop minimum standards and best practice guidance on conducting monitoring and evaluation of projects, campaigns and training to assist in improving data collection, quality of programming and to reduce duplication or inefficient use of resources.
2. Coordination of awareness raising campaigns and projects should be done through UCATIP to extend their reach and impact. Conducting baseline or rapid assessments to gauge public knowledge and specific gaps should be completed to inform such work of the current information needs. Coordination may mean UCATIP members come together to create one large campaign, or rotate the lead on awareness raising as time and project funding permits.

Table 7 Members working in prevention

UCATIP Members working in Prevention	
Africa Youth Network	ANCHOR
AWARE	Centre for Domestic Violence Prevention
CRANE	Dignified
Dwelling Places	East Africa Youth Network
FIST	HADS
Love Justice	Not for Sale
Make a Child Smile	PLA
Pollicy	Rahab
Restless Development	Retrak
Somero Uganda	Two Hands One Life
Uganda Youth Senate	Unseen Uganda
UYDEL	Willow International

Providing direct assistance to rescue, protect and reintegrate victims of trafficking into society



# PROTECTION

is a key part of anti-trafficking work. UCATIP members do a significant amount of the work in this space, including rescue and outreach, shelter, medical and psychosocial support, legal aid, education and job skilling, reunification and resettlement.

**Table 8 Protection work in numbers**

(source: stakeholder questionnaire tool)

## Protection work in numbers

Survivors Rescued	939	Survivors Repatriated	244
Shelters in operation	36	Survivors sheltered	2981
Survivors reunited with family	2854	Survivors resettled in alternative options	120
Survivors assisted in Primary Education	842	Survivors assisted in Secondary Education	194
Survivors assisted in Tertiary Education	50	Survivors given skills or vocational training	1411
Survivors who've received Start-Up Capital	536	Survivors placed in work experience	645

## Initial and Immediate Assistance and Support

Victims of trafficking are identified for rescue and assistance by UCATIP members in a number of ways, including by contact through the toll-free line or other platforms, referral through government and other networks, or through outreach programmes.

### Identifying Domestic Trafficking

Victims in Uganda are often identified through outreach programmes, particularly women and children on the streets or in sexual exploitation. These may be victims of internal trafficking or foreign victims who have been trafficked to Uganda. Identifying and rescuing victims can sometimes be difficult, as the nature of exploitation is ever changing.



Some UCATIP members go out onto the streets, to red light districts, bars and brothels in order to make contact and build relationships with children or women working in these spaces. A process of building trust and relationship is often needed before the victims are willing to engage or to commit to a programme. Even as they are exploited, some children become more interested in what they can earn and the freedom of living on the streets than returning home and to school. They need to be reminded of their original dreams of what they could achieve with their life to take up the opportunity to move out of exploitation. Building rapport and trust takes time, and then it is often a matter of simply inviting the survivor to join their programme. Dignified has developed a process of companionship where they invest one-on-one time with women in multiple long conversations over several months to build the relationship, the woman's sense of worth and show them the opportunities open to them if they exit sex work. Love Justice, a project of Emerging Solutions Africa, conducts transit monitoring at bus and taxi parks to identify possible victims of trafficking, and then refer them to police or other support services.

Cases may also be referred to UCATIP members through police, probation and social welfare officers, local leaders, other CSOs or international organisations. Platforms like the toll-free number and Wetaase are also sources of referrals.

### Identifying Transnational Trafficking

Reports of transnational victims come from family members and victims through the toll-free line, as well as directly to UCATIP members well known for rescue work. Make a Child Smile has formed associations of Ugandans living in destination countries in the Middle East, such as Kuwait and Oman, who can act as a network to receive reports, follow up contacts, and inform authorities. Uganda Youth Senate, Africa Youth Federation and the East African Youth Network cooperate to reach out through their networks in order to identify, rescue and repatriate victims who have been trafficked within East Africa or further afield.

Make a Child Smile has a team of investigators who interview victims, assess the situation and determine what actions need to be taken—including tracing family, and filing a report with police or Foreign Affairs. Sometimes they can identify the person or organisation in Uganda responsible for trafficking the victim, as well as rescuing and repatriating the victim. Cases also get referred to UCATIP members for rescue assistance and support from official sources, such as embassies and government departments. For victims rescued from abroad, initial support and assessment is often needed prior to repatriation in order to help with the transition back to Uganda and to ensure that immediate needs are met on return. This includes some counselling and support over the phone and What's App. Trafficking and exploitation can result in survivors losing trust in people, so taking the time to build relationships is important. Providing support to any victim prior to their joining a programme can assist in transitioning the survivor into the programme and help with healing.

### Intake and Needs Assessment

Once a victim has been identified by or referred to an organisation, UCATIP members typically conduct an initial needs assessment and create



an individual client plan based on their needs and interests. Most UCATIP members operate client-centred services that tailor their programmes and services to meet the desires and needs of the individual survivor. Whether the survivor is placed in a shelter or with their family, or supported to stay in community, whether they do further education, learn vocational skills or start a business is usually a process developed in discussion with the survivor to meet their interests, skills and needs. Many members provide a holistic care package, with medical and psychological care, catch-up education, vocational skills or job placement, and family reintegration or resettlement options.

### Shelter

Determining whether a victim requires shelter depends on several factors—including their willingness to be there, the support available to them from their family or community, whether they have dependent children and whether there is other housing available. Some victims only need emergency or transitional shelter, while others benefit from a longer-term residential programme. Dwelling Place, Rahab, Retrak, Willow, UYDEL and Unseen Uganda operate shelters which all cater to slightly different needs: some are for children or women only. The demand for shelter spaces is much higher than the services available, and there are very few places available to adult men. Rahab, Dignified and UYDEL provide both residential and community-based programmes. For some victims living on the streets or in exploitation, the decision to leave takes time; some transition from community support to a residential programme but others are supported to leave exploitation while living in the community. Rahab and UYDEL also run drop-in centres or youth centres where at risk and trafficked children and young people can come for support, community, education or to develop skills. This acts as both an outreach and provision of aftercare and other protection services.

### Psychosocial Support

Some survivors are significantly traumatised, stressed or suffering from psychological and physical injuries and illnesses. Some survivors do not want to interact with others or participate in counselling. UYDEL uses an integrated

approach involving drawing, playing, and drama as well as formal counselling to support survivors in tailored ways. Willow has a special shelter for complex cases. Exploitation often leads to a damaged sense of self-worth and ability to trust, and sometimes low self-esteem also created the vulnerabilities that led victims into trafficking and exploitation. UCATIP members emphasised the importance of demonstrating love and value for survivors, of encouraging them to find a sense of their own worth and develop a healthy identity in enabling victims to become survivors. Community, acceptance and stability were also identified as key to prevent revictimization.

## Resettlement

Resettlement of survivors with their family, particularly in the case of children, is an important step in rehabilitation. This can involve family tracing—where the survivor is too young to remember where her family are, sensitisation with the family on the impacts of trafficking and trauma, and economic empowerment of the family. Often an assessment of the family is done to determine whether the family has the emotional, physical and financial capacity to care for the survivor, and to prepare them for the survivor's return. Many UCATIP members working with children provide some financial assistance or economic empowerment to the family to enable them to provide for the survivor, as well as training the parents on child protection and positive parenting.

Some survivors are unable to return home either because their family is unwilling to accept them back or the home is not safe due to neglect, abuse, or violence. UCATIP members help to find alternative arrangements for children, either in foster care or with extended family members. CRANE and Retrak both run foster programmes. CRANE works through churches, which it has trained on foster care, child protection, and issues of abuse and trauma. Older survivors are often assisted to find an independent living situation, including some teenage survivors who are unwilling to go home. UCATIP members often work with government authorities, such as the police's Child and Family Protection Department, community development officers or probation and social welfare officers to assess the family, resettle the survivor and provide ongoing monitoring.

### Challenges in Resettlement

Resettlement was acknowledged as one of the more difficult aspects of protection work for several reasons.

Resettlement of children must be done in accordance with best interests of the child principles, which generally requires the child to be resettled with their family. However, many children come from difficult family environments, including families that are broken, neglectful, contain unhealthy relationship dynamics, are abusive or violent, do not have the capacity—due to poverty, stress, work, addiction, and their own experience of family—to support and care for the child, and may have participated in trafficking the child. Where the family is abusive or violent, other options should be sought but these are not always available and continuing to keep the child in a shelter or care home must be the last option. Other situations do not warrant finding alternative arrangements but the home is not safe or a happy one. UCATIP members often see children gradually stop attending school even though the fees have been paid, and the child's physical and emotional health decline. Managing this is very difficult for many members, who have invested time and energy into helping to heal and empower the child only to return them home and see the child's recovery regress. Members try to also work with the family—to take the family on a similar journey to the child so that the family is in a better place to care for the child—but resources are limited and members do not have the capacity to do this as much as thought necessary.

It is also necessary to balance providing economic and other assistance to a family to ensure the child is protected and not seen as a source of income, with not creating unintentional incentives for other families to send their children away to work. Dwelling Place noted that sometimes they return a child to live in a small hut with 6 other people, but providing a new bigger house for the family may lead other families to think they will also get a house if they send their child to Kampala.

UCATIP members have also acknowledged that many survivors, particularly those who are older, are unlikely to remain at home after they have been returned there. Sometimes dynamics that caused them to run away are still present, and

Photo by Omugaso International Sanctuary



the experience they have had makes it difficult for them to settle back into their old village lives. This leaves survivors vulnerable to being revictimised.

## Legal Aid

Legal aid is part of holistic victim-centred care and is determined by the victim's interest; some victims want to see their traffickers brought to justice, some want compensation and others just want to move on with their lives. Some UCATIP members are exclusively legal aid providers, while others employ lawyers to assist survivors as part of a holistic service. Legal aid may involve assisting in pushing forward criminal prosecution on watching brief or seeking compensation through a civil case. Members have secured compensation for victims, including the payment of repatriation fees and medical or other expenses due to the experience of exploitation. PLA has had success in this area, forcing external labour recruitment agencies to pay for the medication and medical costs of returning survivors. Jurisdiction is a challenge in international cases, as it is not clear whether the case should be brought in Uganda or the country where the exploitation took place. Contracts may establish jurisdiction but not always and these are often not available.

Legal aid can also be a protective measure. Access to legal information about employees' rights, about employment and recruitment contracts and legal options when abroad, has helped people avoid or leave exploitative situations. Barefoot Law assist in ensuring people have access to legal information and provide support and guidance. This may be through their national phone line, online, or in an office. Barefoot Law receive requests from people working overseas and people domestically about labour and employment concerns, and they can provide free advice to assist them.

## Education and Skills

Education, vocational skills and job placements are a component of aftercare programmes in order to assist survivors in improving their lives and

reducing their susceptibility to being re-trafficked and revictimised. The forms of assistance differ depending on the age, capability and interests of the individual survivor. Many UCATIP members support children in continuing their education, through scholarships or catch up schooling run by the organisation. Assisting survivors at university or functional adult literacy is also used in some cases.

Where formal schooling is not an interest or option, many UCATIP members help survivors to learn vocational skills. Some members teach vocational skills themselves, at drop-in rehabilitation centres. Sometimes these skills also assist in transitioning survivors out of exploitation, such as begging or commercial sexual exploitation. Survivors may be placed in internships or apprenticeships, and in jobs where possible. Sometimes start-up capital is provided to enable survivors to set up a business using their skills. Common businesses and skills include hairdressing, tailoring, bakeries, and jewellery or craft making.

Assisting survivors to find a secure and stable income, through employment or starting a small business, is important in reducing their vulnerability to exploitation but is also difficult to achieve. Starting a small business requires skills, capital, hard work and an element of entrepreneurialism but funding constraints limit how much start-up capital can be given and not everyone is suited to run a business themselves. Managing expectations of survivors—particularly those who have been abroad—is a challenge; survivors may return with a desire to start a boutique or salon but have little experience of the reality of running a business and get quickly deterred when they encounter difficulties. However, finding jobs or internships for survivors is also hard, as high unemployment in Uganda is a key driver of trafficking. The experience of exploitation and trauma, including common coping mechanisms of alcohol and drug abuse, also impacts the employability and work ethic of survivors. While they are still recovering and healing, it can be difficult for them to hold down a job.

UCATIP members have noted some best practices that help to address some of these barriers. Firstly, it is important to work with the survivor to determine their interests, skills and capabilities. Some may already have particular skills that can be utilised, be better suited to employment

or running their own business, and—particularly for transnational victims—their experience of other cultures and countries can be harnessed to help them develop creative ideas. UCATIP members reach out to partners in the private sector—donors and those engaged in awareness raising campaigns—to provide internships and mentoring for survivors, although there is not always work available at the end for the survivor. These internships give survivors experience of how a business operates, what the challenges and needs are, to help them determine whether they can run their own.

## Challenges and Lessons

There are some consistent challenges and lessons learnt across all forms of protection services. Firstly, attention needs to be paid to survivors' sense of self-worth and dignity. Low self-esteem and worth often contributes to their vulnerability to being trafficked and is further impacted by their experience of exploitation. Survivors, particularly those involved in commercial sexual exploitation, often experience stigma on their return. Stigma affects their recovery, their reintegration into the community and their ability to find employment. Acknowledging these barriers and helping to build survivors confidence is often critical in ensuring their healing and recovery.

Survivor-centred care is a fundamental principle in providing aftercare services, and it is important that survivors are treated as individuals, with their own personal background, experience of exploitation, personality, needs and wishes being factored into any provision of services or client plan. However, there is often pressure from donors or government departments to streamline and regularise provision of care to set time frames and procedures. This does not suit all survivors and creates tensions for UCATIP members. This was particularly noted in relation to providing shelter for children, where it was expected that the children would only be in the shelter for a set period, but complications, individual needs and resettlement options do not always make that possible.

In relation to timeframes, UCATIP members

themselves struggled to find the balance between having open-ended programmes tailored to individuals and having stricter time frames to allow more people access to the services. Sometimes survivors become too comfortable in the supportive environments created in employment, shelters or other programmes, and it is difficult to get them to move on. Time also affects resources and direct services, compared to prevention programmes, are already quite costly per person assisted. Dignified Uganda has developed a rehabilitation programme that successful and consistently transitions women out of commercial sexual exploitation. However, the programme is time and resource intensive, and needs to be in order to be successful. This is often not appealing to donors, when compared to the higher impact-for-money that is possible in prevention work. Unfortunately, people are trafficked and so this more resource intensive work is still necessary.

Resources are a key challenge; there are not enough shelter placements, or providers of emergency relief and psychosocial support for the numbers of survivors in need of assistance. Some UCATIP members have briefly experimented with providing protection services but had to stop relatively quickly due to the cost.

There are different dynamics for survivors of transnational trafficking when it comes to healing and recovery. Survivors of international trafficking tend to be older, and to have been in exploitation longer compared to survivors of internal trafficking, according to the experience of UCATIP members. While transnational trafficking survivors have often experienced horrendous abuse, they have also travelled, experienced different cultures and countries and may have become accustomed to a different lifestyle and living standards. This gives them unrealistic expectations about recovery and reintegration at home; many find it hard to settle back and end up looking for work overseas again. When you have survivors of both domestic and transnational trafficking together, there has been a tendency for transnational survivors to glamorise their experience, which is dangerous for domestic survivors to be exposed to. Sometimes transnational survivors bury their own trauma beneath the glamour and lifestyle of living abroad. Rahab now runs separate shelters and programmes for domestic and transnational survivors.

# Recommendations

- 1. Resources and research in resettlement, foster placements and reintegration generally be shared between members. Some members have existing guidelines or access to different networks that may assist others. In some cases research could be done in order to further develop best practices.
- 2. Referrals between UCATIP members could be strengthened and eased to make better use of existing skills, programmes and resources. The National Referral Guidelines for Management of Victims of Trafficking may assist with this.

Table 9 Members working in Protection

UCATIP Members working in Protection	
ANCHOR	AWARE
CRANE	Dignified Uganda
Dwelling Places	East Africa Youth Network
Love Justice	Make a Child Smile
Omugaso International Sanctuary	PLA
Rahab	Retrak
Somero	Unseen Uganda
Uganda Youth Senate	UYDEL
Willow International	



# PARTNERSHIP

In order to combat trafficking—which is a crime committed by organised networks and syndicates within countries and across borders—a well-coordinated response of international and regional bodies, governments, international organisations and CSOs is necessary. The scale and organised nature of the crime requires partnership between all these entities to prevent and combat it, and protect its victims. The national taskforce, led by the COPTIP office, and UCATIP provide platforms to improve coordination and foster partnership.

The national taskforce brings together government ministries, departments and agencies that have responsibilities in relation to combatting trafficking. Civil society organisations are also part of the taskforce, and the UCATIP coordinator and several UCATIP members are participants. Meetings allow MDAs and CSOs to provide updates on their activities, challenges and the trends they are seeing, to plan coordinated actions, problem solve and hold each other accountable. The involvement of UCATIP allows it to raise concerns, push for needed action and collaborate more closely with government to ensure it is supporting government programmes and efforts. Some of the funding for the taskforce meetings and operations are provided by UCATIP members.

Regional partnerships have been furthered through various networks and platforms. There are several regional intergovernmental organisations or structures, including the International

Conference of the Great Lakes Region (ICGLR), the East African Community and the Intergovernmental Authority on Development (IGAD). The ICGLR is an intergovernmental organisation of countries in the Great Lakes Region of Africa, was founded to address the regional nature of political instability and conflict and to promote peace, security, democracy and development. It has a protocol on sexual and gender-based violence that includes trafficking in persons. The East African Community has a draft bill on counter-trafficking and IGAD passed a migration protocol that encompasses trafficking in persons issues. These provide intergovernmental platforms for partnership across Eastern Africa.

UCATIP members have also fostered partnerships with CSOs in the region. Uganda Youth Senate works with the East Africa Youth Network and Africa Youth Foundation to create a network of youth organisations the raise awareness and assist each other in identifying and rescuing victims. FIDA Uganda has networked with other FIDAs in East Africa, as well as working through the ICGLR to map regional CSOs in Kenya, Tanzania and Rwanda to create a network of organisations working to combat trafficking. In July 2018, UCATIP was invited to represent member organisations at the Regional CSO Forum to Promote Safe and Fair Migration: a three-day forum for CSOs in the horn of Africa to discuss, exchange ideas and highlight best practices on protection of victims of trafficking and vulnerable migrants.



## UCATIP

UCATIP was initially formed in 2012. Its leadership and the investment of members in it has varied over the years, but it is currently hosted by Willow International and was officially incorporated on 26 November 2019. UCATIP provides a platform for CSOs to share information, learn from each other and work together to strengthen efforts to combat human trafficking. UCATIP has brought significant benefits to its members.

- **Encouragement:** Through sharing stories, challenges, and experience, members have been encouraged that they are not alone in their work, that others have encountered the same obstacles and reached the same conclusions. Members have also been encouraged to broaden their work, or strengthen their focus, based on the advice and experience of others; Dignified attributed its new advocacy efforts to its involvement with UCATIP and the lessons it learnt from members.

- **Expertise:** There is extensive expertise in a range of areas which has allowed members to learn from the knowledge and skills of others. Members have found it to have assisted them in their own programme development, in surmounting challenges they are facing, and in being able to seek advice or specialist support when needed. UCATIP has started providing internal training, where an organisation with particular expertise shares it with others. This has not only built knowledge but trust in each other.

- **Coordination:** As members have shared their projects and activities in meetings and learnt about the work of others, it has improved coordination and increased collaboration. Members are now aware when others are planning an event, training, or campaign and can draw on the expertise of others or work together to increase the impact. If an organisation needs specific expertise, such as advocacy contacts or media guidance, it has better knowledge of who to ask and the relationship to do so.

- **Referrals:** The shared expertise and improved coordination, has created a better referral pathway between members working in prosecution and protection. Members reach out, often

through the WhatsApp group, when a victim has been rescued and needs support, or a case has been identified and needs prosecution assistance. There are many instances when one organisation has discovered a possible trafficking situation, reached out in the WhatsApp group, and multiple other organisations have quickly jumped in to follow up their contacts, provide assistance, or offer other support.

- **Collaboration:** Even without the official coordination of UCATIP, many organisations had benefited from collaboration on programmes—such as Students Alliance. FIDA reported that its most successful project was a collaboration with Rahab and Dwelling Places, where between them they provided legal aid, rescue and aftercare support. There is a clear desire that UCATIP may facilitate more such programmes in the future.

- **Unified Voice:** UCATIP has enabled members to come together as a strong unified voice to advocate on issues and engage with government and regional bodies. This happened in the advocacy against the Anti-Slavery Bill, and it was expressed that it would be helpful for this to happen more frequently.

There is a general acknowledgement that UCATIP is fairly early in its development; while it was initially founded many years ago, it had become dormant and was restarted in 2018 by Willow. UCATIP has now progressed from an informal project sponsored by Willow to a separate legal entity with a secretariat. It is in the process of finalising its structure and constitutional documents, is developing a strategic plan, and its membership has grown to 45 organisations. As with any young organisation, there are some frustrations and challenges as UCATIP grows. These include:

- Considerable gratitude was felt for Willow for hosting and funding the secretariat, but many believe the secretariat needs to be properly independent to function independently. Strengthening the secretariat is needed so it has the improved capacity to coordinate members, centralise data collection and represent members to government.

- Similarly, there was some concern that the power of founding members was cemented by preserving five seats for them on the advisory board. People acknowledged and appreciated the expertise and work of the founding members, but also felt that the five seats is too much power and may inhibit growth in the future. It was suggested that special interest groups, such as youth and persons with disabilities, should also be given a voice and position in leadership.

- Increased membership numbers and some 'big personalities' within UCATIP has made it difficult for all to participate, be heard and make decisions that were properly representative.

- Membership fees were recently introduced, and this has created a mixed reaction. While it has demonstrated increased buy-in of members and helped to fund UCATIP's secretariat, others felt it was a barrier for smaller organisations to join—many of which would significantly benefit from the collective wisdom and experience of UCATIP.

- There are varying expectations and understandings about the role and purpose of UCATIP. Some are looking for sources of funding, some for opportunities to collaborate and refer, and some are wanting a place to learn and share. These ideas inform whether organisations think membership should become easier or more stringent, what activities UCATIP should focus on, and what the obligations and responsibilities of members are.

- A related challenge is the issue of credit and appreciation for individual members. There was feedback that some members are unwilling to reach out for assistance or share their work because they are concerned about ensuring that they receive the credit. Relinquishing some con-

trol and some credit for work done is necessary to collaborate fully but this is difficult for some—including where donors wish to see the work their funds are achieving.

These problems were acknowledged to be part of the process of establishing the coalition and can be solved by better facilitation, leadership and stronger procedures. These are issues that should be noted as the secretariat finalises the structural documentation.

## Recommendations

1. Clarifying and communicating the purpose of UCATIP will help to manage expectations and provide guidance on questions such as whether to expand or restrict membership, and where to focus UCATIP's energies.

2. Procedures and processes need to ensure that all members can have a voice and to provide input. Facilitation of meetings and other forums for sharing needs to be mindful that no one dominates, and decisions are owned by the broader coalition.

3. A balance needs to be found between acknowledging the expertise and commitment over many years of the founding members and allowing space and a voice for newer organisations.

4. The secretariat needs to be strengthened to ensure its independence and that it has the resources and capacity to coordinate, advocate and centralise data collection.

5. Tiered membership fees could be explored so that larger organisations, with the resources to contribute more, can assist smaller organisations to benefit from membership as well.



Photo by Rahab Uganda





# CONCLUSIONS

UCATIP and its membership do a remarkable amount of work covering all areas relating to combatting trafficking. There is a huge variety of approaches, programmes and priorities between the organisations but as an entirety it provides a comprehensive approach to the prevention of trafficking, prosecution of cases and protection of victims in partnership. UCATIP members have raised the public profile of trafficking; informed community of the dangers and how they can protect themselves; assisted in strengthening communities, schools and families to protect those who are vulnerable from trafficking and identify possible cases; strengthened the legal and policy framework; improved the response of government protective structures at district, national and regional levels; tightened regulation of businesses where trafficking occurs; improved the capacity of justice and law enforcement officials to identify, investigate and prosecute cases; as well as rescued, supported and rehabilitated victims. Members have proved to be adaptable, collaborative and keen to learn from others and their own experience. As a coalition, they have extensive knowledge, capacity and experience in combatting trafficking. They have played a key role in Uganda's achievements under the four pillars of the National Action Plan for Protection of Trafficking in Persons Uganda 2014-2019, and in ensuring that the Ugandan government has progressed the implementation of the PTIP Act and its regulations.

Partnership and collaboration have improved over the last five years, and there are some great examples of collaborative projects, coordinat-

ed efforts and shared learning. These include advocacy against the Anti-Slavery Bill, organisation of large-scale events like World Day Against Trafficking in Persons, and the success of several multi-organisation projects. Joint training has been conducted and referrals between specialist organisations working in the justice sector have increased. However, there are still definite areas of improvement to achieve better coordination and collaboration to make more effective use of resources and create a consistent and powerful voice. The WhatsApp group has been important in creating ease of communication between members, with organisations raising questions, drawing attention to reports of trafficking, and requesting assistance or information to respond to an issue. This is a great development that should be continued, and other similar avenues of communication explored if they are helpful. The WhatsApp group was a key platform in the coordination of a month of awareness raising in the lead up to the Word Day Against Trafficking in Persons 2020, as UCATIP worked to raise awareness through social media, radio and televisions broadcasts, and online forums during COVID 19 pandemic-related restrictions. While outside the time period of this report, that was an incredible example of adaptability and cooperation of UCATIP members to create a joint impact. Building on such initiatives will be a good practice in the future.

There are areas where collaboration and partnership could improve, particularly in relation to advocacy, awareness raising, training and the use and development of communication ma-

terials and tools. Some organisations are working within the same district doing similar work without being aware. Others have consecutively worked in the same refugee settlements, towns or regions without consulting or building knowingly on the work of others. Members undertake similar programmes with universities, run community campaigns and provide similar training—sometimes without realising what others are doing. This creates duplication, may cause confusion if different messages are being raised, and is an inefficient use of resources. UCATIP has already acknowledged these as growth areas going forward. The coordination of CSOs working in the gender-based violence space may be an example that UCATIP could learn from. Coalitions in this space regularly coordinate to do shared advocacy—including shared written submissions and media campaigns—around the passage of legislation or policy development. The Domestic Violence Coalition jointly commissioned research into the implementation of the Domestic Violence Act 2010 to inform programming and advocacy efforts, and coordinates sensitisation campaigns to ensure greater coverage for longer periods due to shared resources. Under the joint EU-UN Spotlight Initiative, there are performance indicators for collaborative work and joint activities by the CSO-led women's movement. Similar approaches could strengthen the work of UCATIP.

Another lesson drawn from the gender-based violence space is the importance of institutionalising training of government officials and law enforcement. Many UCATIP members are involved in such training, either in collaboration with a few others or individually, and a common challenge identified is the transfer of officials to other areas after they have been trained. Institutionalised training, where trafficking is included in standard pre and in-service training by the relevant government institution, can reach far more officials and reduce the impact of transfers. It can also reduce duplication and the risk of conflicting messaging by different organisations. Combining the skills and knowledge of UCATIP members to develop one strong and comprehensive standard training for each relevant institution—police, prosecutors, judiciary, immigration officials, local councillors, etc—that is then adopted by that institution is highly recommended. Resources and expertise can then be funnelled into supporting that institution in carrying out its own training. This has the advantage of pooling the resources

while strengthening government institutions and creating sustainability. A related recommendation is to do an assessment of the available tools and materials UCATIP members have produced for government institutions, stakeholders, media and others, to see where there is duplication and where there are gaps. It may be that organisations can strengthen and support an already-existing tool, manual or handbook developed by another organisation, rather than creating their own.

Data—in the form of research projects, and monitoring and evaluation of projects—is another area of improvement for individual members and UCATIP itself. Institutional and technical knowledge is lost when data is not consistently gathered, reported and shared. Conducting baseline studies prior to commencing a new project in order to assess community behaviour and knowledge—as well as the existence of other or previous projects in the area—would identify needs and knowledge gaps, prevent duplication and help organisations design projects that build on each other. Measuring and evaluating impact of projects, such as awareness campaigns, training and other interventions, would help inform ongoing work and assess whether current strategies are effective. Collection of data on cases and trends, particularly regarding investigation, prosecution and referrals for aftercare support, could also be improved and increased.

Research projects have been conducted by UCATIP members to shed light on specific aspects of trafficking in Uganda. A database or library of research by UCATIP members could be useful to allow each other to access research that has already been completed. UCATIP, or individual members, could commission further research in order to support advocacy, awareness messaging, and investigate solutions to identified challenges. For instance, research into best practices for creating sustainable aftercare interventions or to reintegrate victims best within community may help inform common problems identified by those working in protection. It may also then be useful to justify approaches to aftercare support to advocate to government why guidelines need to be changed

Some organisations already take a rigorous approach to monitoring and evaluation and data collection, while others do not collect any data at



all. This is often due to size, resources, capacity and experience. However, many UCATIP members and stakeholders acknowledge the vital importance of good data in improving programmes and strategies to effectively combat trafficking. UCATIP has done significant work over the last 5 years in combatting trafficking in Uganda. As coalition members have learnt to trust each other more and communication has improved, the strength of its collaborative efforts to raise awareness, advocate for improvements and protect victims has grown. Through its strategic planning process and as it takes forward the learnings of this report, UCATIP will continue to grow into the next five years of prevention, prosecution, protection and partnership.

## Recommendations

1. UCATIP lead coordination of advocacy efforts—or delegate members to do so—to create a unified voice on relevant topics, such as amendments to the PTIP Act. This could include taking the lead on preparing written submissions, leading committees to organise media campaigns and advocacy efforts, and networking with other coalitions and movements on topics of shared interest (such as the Sexual Offences Bill or targeted campaigns to improve the efficiency of the justice system).
2. The prioritisation of transnational trafficking over domestic trafficking by government, media and donors was a repeated concern of members. Government MDAs and law enforcement personnel still require sensitisation on the issue, and even some UCATIP members demonstrated a lack of understanding about how forms of domestic exploitation amounted to trafficking. UCATIP is recommended to review existing research, to commission more (if needed) and to develop a strategic plan to redress the balance and raise awareness of domestic trafficking.
3. COPTIP is required under the PTIP Act and its regulations to establish a data bank on cases of trafficking in persons. Supporting COPTIP to establish a data bank—or strengthen and operationalising the data collection system already developed by IOM—is recommended to centralise data on the identification, investigation, prosecution of trafficking cases and to track the referral and provision of support services to victims.

4. Training of officials should be institutionalised in comprehensive pre-service and in-service training curricula for police, prosecutors, judiciary and other stakeholders on human trafficking. UCATIP members should collaborate to develop a standard recommended training curriculum and invest resources into implementing that curriculum and building the capacity of institutional trainers. Monitoring and evaluation of the training, and follow-up after training, is needed to better assess their effectiveness and impact.

5. UCATIP should develop minimum standards and best practice guidance on conducting monitoring and evaluation of projects, campaigns and training to assist in improving data collection, quality of programming and to reduce duplication or inefficient use of resources.

6. Coordination of awareness raising campaigns and projects should be done through UCATIP to extend their reach and impact. Conducting baseline or rapid assessments to gauge public knowledge and specific gaps should be completed to inform such work of the current information needs. Coordination may mean members come together to create one large campaign or rotate the lead on awareness raising as time and project funding permits.

7. UCATIP should develop a resource library in a central and accessible location of research, reports, handbooks, information and communication materials and other tools developed by UCATIP members.

8. Clarifying and communicating the purpose of UCATIP will help to manage expectations and provide guidance on questions such as whether to expand or restrict membership, and where to focus UCATIP's energies.

9. Procedures and processes need to ensure that all members can have a voice and to provide input. Facilitation of meetings and other forums for sharing needs to be mindful that no one dominates, and that decisions are owned by the broader coalition.

10. A balance needs to be found between acknowledging the expertise and commitment over many years of the founding members and allowing space and a voice for newer organisations.

11. The secretariat needs to be strengthened to ensure its independence and that it has the resources and capacity to coordinate, advocate and centralise data collection.

12. Tiered membership fees could be explored so that larger organisations, with the resources to contribute more, can assist smaller organisations to benefit from membership as well.

13. Setting goals and developing performance indicators for UCATIP on numbers of joint activities, advocacy or sensitisation campaigns may be a useful way of measuring efforts to further coordination and collaboration.



Photo by Rahab Uganda



## APPENDIX 1 RESEARCH AND REPORTS BY UCATIP MEMBERS

*Deinstitutionalisation and Family-Based Reintegration from Remand Homes in Uganda (Retrak, 2015)*  
*Standard Operating Procedures for Family Reintegration (Retrak, 2013)*  
*Enumeration of Children on the Streets in Uganda across 4 Districts (Retrak, 2018)*  
*Aware and Response: Report on Anti-Trafficking Campaign Project (UYDEL and Rahab, 2016)*  
*Trafficking and Enslavement of Children in Uganda (UYDEL, 2009)*  
*Introduction to Human Trafficking: Community Education Training Manual (Two Hands One Life)*  
*Responding to Human Trafficking: Community Education Training Manual (Two Hands One Life)*  
*Combatting Trafficking in Persons Training Manual for Duty Bearers and Community Stakeholders (PLA, 2016)*  
*Baseline Survey to Profile Domestic Work and its Socioeconomic Contribution at Household Level and Economic Development in Uganda (PLA, 2017)*  
*Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda (PLA, 2016)*  
*Uganda Trafficking in Persons Resource Booklet (HTI, 2018)*  
*Best Practices for Prosecution-Led Trafficking in Persons Investigation in Uganda (HTI, 2020)*  
*Sexual Gender Based Violence (SGBV) occasioned at Work Places and in the Private Sector, research part of the Development and Integration of Regional Efforts Against Child Trafficking (FIDA, 2018)*  
*Child Trafficking in Kampala, Iganga and Moroto Districts: IRACT Final Evaluation Report (UYDEL and FIDA, 2016)*  
*End of Project Report as implementing partner to support and complement awareness raising efforts on trafficking in persons and safe migration for migrants and communities in West Nile (HADS, 2019)*  
*Social Norms and Behaviours Impacting the Commercial Sexual Exploitation of Children in Kampala, Uganda (CEDOVIP, 2019)*

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*Center for Domestic Violence Prevention, An assessment of the effectiveness and progress in implementation of the Domestic Violence Act 2010 (2020: UN Women).*  
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*Judiciary of Uganda, Report of the Case Backlog Reduction Committee (29 March 2017), <http://judiciary.go.ug/files/downloads/case%20backlog%20Report%20final.pdf>*  
*Johnson, K, "Supplying Slaves: The Disguise of Greener Pastures: An exploratory study of human trafficking in Uganda" Independent Study Project Collection (Spring, 2019)*  
*Human Trafficking Institute, Uganda Trafficking in Persons Resource Booklet (2018)*  
*Human Trafficking Institute, Best Practices for Prosecution-Led Trafficking in Persons Investigation in Uganda (2020) available at <https://www.traffickinginstitute.org/wp-content/uploads/2020/06/HTI-Best-Practices-Manual-WEB-High-Res-1.pdf>*  
*Platform for Labour Action, Combatting Trafficking in Persons Training Manual for Duty Bearers and Community Stakeholders (2016) available at <https://www.pla-uganda.org/publications/1-combating-trafficking>*  
*Platform for Labour Action, Baseline Survey to Profile Domestic Work and its Socioeconomic Contribution at Household Level and Economic Development in Uganda (2017) available at <https://www.pla-uganda.org/publications/3-pla-baseline-study-to-profile-domestic-work-and-its-contribution-in-uganda-2017>*  
*Platform for Labour Action, Assessment on Schemes, Routes and Factors that Promote Prevalence of Trafficking Across Borders in Uganda (2016) available at <https://www.pla-uganda.org/publications/4-pla-cotipa-bu-report/file>*  
*Rahab Uganda and Uganda Youth Development Link, Aware and Response: Report on Anti-Trafficking (2016) available at <https://www.uydel.org/reports/download2.php?report=103>*  
*Raising Voices, LSHTM and CEDOVIP. 2015. Is Violence Against Women Preventable? Findings from the SASA! Study summarized for general audiences. Kampala, Uganda: Raising Voices. Campaign Project (2016) available at [http://raisingvoices.org/wp-content/uploads/2016/01/SASApopularReport.FINAL\\_jan2016.pdf](http://raisingvoices.org/wp-content/uploads/2016/01/SASApopularReport.FINAL_jan2016.pdf)*  
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Domestic Violence Act (2010)

Employment Act (2006).

Employment (Recruitment of Ugandan Migrant Workers Abroad) Regulations (2005).

Employment (Employment of Children) Regulations (2012).

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Prevention of Trafficking in Persons Regulations (2019).

Penal Code Act, Cap. 120 as amended

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Judiciary Gender Policy and Strategy (The Judiciary of Uganda, 2012).

Justice Law and Order Sector, Fourth Strategic Development Plan 2017-2020.

National Action Plan for the Prevention of Trafficking in Persons 2014-2019 (National Task Force for Prevention of Trafficking in Persons, 2013).

National Awareness Strategy on Prevention of Trafficking in Persons (Ministry of Internal Affairs, 2013)

National Employment Policy for Uganda (Ministry of Gender, Labour and Social Development, April 2011).

National Referral Guidelines for the Management of Victims of Trafficking in Uganda (2020).

Uganda Gender Policy (Ministry of Gender, Labour and Social Development, 2007).



# APPENDIX 3 LIST OF KEY INFORMANT INTERVIEWS

## UCATIP Members

- Africa Non-Profit Chore (ANCHOR)
- Action for Women and Awakening Rural Environment Uganda (AWARE)
- African Youth Federation (AYF)
- Barefoot Law
- Centre for Domestic Violence Prevention (CEDOVIP)
- CRANE
- Dignified Uganda
- Dwelling Places
- East Africa Youth Network
- Emerging Solutions Africa (ESA)
- FIDA Uganda
- Fundamental Initiative for Sustainable Transformation (FIST)
- Humanitarian Assistance and Development Services (HADS)
- Human Trafficking Institute
- International Justice Mission (IJM)
- Make a Child Smile

Not for Sale Uganda

Platform for Labour Action (PLA)  
Pollicy

Rahab

Restless Development

Retrak

Somero

Two Hands One Life

Uganda Youth Senate

Uganda Youth Development Link (UYDEL)

Omugaso International Sanctuary

Unseen Uganda

Willow International

Stakeholders

Coordinator of Human Trafficking Cases, Directorate of Public Prosecutions

Acting Commissioner of Sexual and Children Offences Unit, Uganda Police Force

Head of Judicial Training Institute

Commissioner, Coordination Office of Prevention of Trafficking in Persons

Commissioner, Employment Services Department, Ministry of Gender, Labour and Social Development

National Programme Officer, UN International Organization for Migration



APPENDIX 4 DATA  
COLLECTION TOOLS

UCATIP Member Interview Guide

Before I begin, clarify the purpose of this conversation and obtain consent:

This interview is to collect information on the work of your organisation over the last 5 years in relation to trafficking in persons. This information will be processed and analysed, along with information shared by other UCATIP members, to include in UCATIP's 5 Year Status Report. This Report is intended to be shared within UCATIP and with donors, government and industry partners. Everything you say will only be used for the preparation this report. Any challenges or criticisms of government, UCATIP, UCATIP members or businesses and industries will be treated with confidentiality and only shared with your consent and without attribution to your organisation. The intention is only to share such challenges where there are consistent trends in the data. Please let me know if there is any other information you raise during this interview that you wish to be treated confidentially.

Consent given:

Consent to digitally record/take written notes:

Introductory Questions

- Can you describe the work your organisation does in relation to anti-trafficking? Do you specialise in a particular area?

- What geographical areas do you work in? Does the work vary in different locations? How does it change? Have some areas become more difficult or easier over the last 5 years?

- What are some of the key successes for your organisation over the last 5 years?
- How have you seen TIP change in the last 5 years?

- Are there any new or emerging issues?

- Are there any new opportunities?

Legal Framework/Policy

Advocacy and support on government policy, funding and structural reforms (ie policies, laws, structures, specialised units, SOPs)

- What have been the main areas of advocacy for the last 5 years? What have been your messages/asks?

- How have the messages/asks changed?

- How have the structures (JLOS, immigration, COPTIP) changed?

- What have been the achievements?

- What are the ongoing frustrations? Are there new frustrations?



- What have you found to be successful ways of advocating? What are lessons learnt?

### **Empowerment: assistance in giving voice and space to victims or vulnerable people.**

- In what ways do you support/empower survivors to have a voice and raise their concerns?
- What approaches have been successful? Where have you encountered challenges?
- How do you measure impact? What impact have you seen?

### **Prosecution**

### **Repatriation/Rescue/Investigation**

- How do you assist in identifying/rescuing survivors? What are the processes?
- How have you seen change over the last 5 years? Have you changed your approach? If so, why?
- How many survivors have you assisted?
- What are some of the successes? What are some of the barriers or challenges you have faced?
- Where do you see ongoing challenges or gaps? What are some of the opportunities going forward? What lessons have you learnt?

### **Legal Aid**

- How many cases have you assisted? Are these civil or criminal?
- Do you work on cases against traffickers and/or employment agencies?
- Do you mostly see cases using the PTIP Act, Penal Code Act, Employment Act or under another law?
- What are the positives aspects, and the difficulties, of the PTIP Act, in your organisation's experience? What changes or amendments would you recommend?

ties, of the PTIP Act, in your organisation's experience? What changes or amendments would you recommend?

- How have things improved over the last 5 years?
- What are the legal and justice system challenges you face?
- What lessons have you learnt?

### **Duty-bearer capacity building: training & tools (ie manuals, victim ID tools)**

- Which MDAs have you trained? How many?
- What did the training focus on?
- How did you measure the impact of the training? What was the impact of the training?
- What techniques or approaches have been most successful or well-received? Are there lessons you learnt about training?
- What tools or procedures have you developed/supported? What was the process like? Are you measuring its use/impact? How is it being used? What are the successes? What are the challenges? Any lessons learnt?
- For each of the MDAs you work with, what improvement have you seen? What are the areas of growth? What are the challenges and barriers to capacity building? What are the opportunities?

### **Prevention**

### **Community sensitisation and engagement: schools, target communities, local leaders, slums, high risk industry.**

- Who do you focus on? How do you reach them?
- What messages have you been sending? Have they changed over the years? What have you found to be the most effective messages?

- What methods do you use to engage people? What mediums do you use? What have you found to be the most effective ways of engaging people?

- How do you measure impact? What impact have you seen? What sort of response do you get?
- If you work with different audiences, how have you had to change your approach between these? What have you learnt from this?
- What are some of the challenges you encounter in this work? What are some areas of opportunity that you see?

### **Advocacy/sensitisation with high risk industries**

- Which industries do you work with? How do you engage them?
- What has been successful? What has been the challenges?
- How have you seen things change over the last 5 years? What are some lessons you have learnt? What are needs you see going forwards? Where are the opportunities?

### **Protection**

### **Livelihoods: income generation activities, employment mentoring, skills building and training, job placements and assistance.**

### **Education support: vocational and formal**

- What sort of livelihoods/education support do you provide?
- How many survivors have you assisted over the last 5 years?
- Have you changed your approach at all?
- What has been some of the successes? What have been some of the challenges?
- How have you measured impact? What has the impact been? What are some lessons you have

learnt?

### **Health and psychosocial support: health care, counselling, therapy, etc**

- What type of support do you provide? Have you added/removed/changed these services over the last 5 years?
- How many survivors have you assisted?
- What have been some of the challenges? What have been some of the successes? What lessons have you learnt?

### **Resettlement/rehabilitation: family reunification etc**

- In what ways do you work to resettle survivors and/or reunited them with their families?
- What processes do you have?
- How many survivors have you reunited with their families? What steps did you have to take to make sure that was successful?
- How many have you been unable to reunite? What were the barriers? How did you support them in alternative ways?
- What are some of the lessons you have learnt?

### **Partnership**

- Do you work with other CSOs or MDAs? In what ways do you partner with them? How has this changed over the last 5 years (positives and negatives)?
- When did you join UCATIP? Do you find membership helpful? Have you become more or less involved with UCATIP over the last 5 years? How do you feel it is working?
- Is coordination and cooperation important to you? Do you feel that it is improving? In what ways?
- What have been some successes or highlights in your involvement with UCATIP? What are some areas for improvement?

Stakeholder Interview Guide

Before I begin, clarify the purpose of this conversation and obtain consent: This interview is to collect information on the work of your organisation over the last 5 years in relation to trafficking in persons. This information will be processed and analysed, along with information shared by other UCATIP members, to include in UCATIP’s 5 Year Status Report. This Report is intended to be shared within UCATIP and with donors, government and industry partners. Everything you say will only be used for the preparation this report. Any challenges or criticisms of government, UCATIP, UCATIP members or businesses and industries will be treated with confidentiality and only shared with your consent and without attribution to your organisation. The intention is only to share such challenges where there are consistent trends in the data. Please let me know if there is any other information you raise during this interview that you wish to be treated confidentially.

Consent given:  
  
Consent to digitally record/take written notes:

Introductory Questions

- Can you tell me about your role? What is your engagement with trafficking in persons?
- How long have you been in this position?
- How have you seen the trafficking space change since you started?
- What are some of the successes/achievements you have had?
- What are the challenges to your work here?

- What is your interaction with CSOs in this space? Which ones do you engage with? How regularly do you interact with CSOs?
- How do you find this interaction? Is it helpful? Annoying? Challenging? Essential?
- What do you think about the work CSOs are doing in this space?
- Have you seen it change over the years?

Questionnaire

This questionnaire was designed to gather some quantitative data about the work of UCATIP members that can then be shared in a consolidated and uniform way as your united achievements. Many of the sections won’t apply to your organisation so please only fill out the sections as relevant to your work. This may only be one or two sections.  
If you need more space, can’t figure out how what you do fits in, or need to provide a further explanation, please let me know in the text or in an email. I will also use the questionnaire for asking follow-up questions when I meet and interview someone from your organisation. This will not be the only way your work is represented and a much broader and more comprehensive picture can be given in the interview.  
By completing this questionnaire and providing it me, you are giving your consent for the information you provide to be included in UCATIP’s 5 Year Status Report. The information will only be used for that purpose. Please do not include a story or example in the final section of the questionnaire which contains personal data of a survivor of trafficking or any other person or that you do not have the appropriate consent to share.

Overall area of work (tick as many as apply)			
Government/Law Advocacy			
Victim Identification, Rescue or Repatriation			
Legal Aid			
Duty-Bearer Capacity-Building			
Community sensitisation and engagement			
High Risk Industry/Business sensitisation and engagement			
Employment or Education Assistance			
Shelter, Psychosocial or Medical Assistance			
Family Reunification or Resettlement			
Other			
Areas of special focus (tick, if relevant)			
Children		Forced Labour	
Youth		Internal Trafficking	
Women		International Trafficking	
Sexual Exploitation		Other	
What districts do you operate in?			
Are all the services provided in all districts?	Yes	No	
Legal Framework/Policy			
Number of government events held			
Number of attendees:			
Changes you have supported (list below)	Policies/Procedures/Tools you have supported (list below)		
Prosecution			
	Number of National Cases	Number of International Cases	
Victims identified			
Cases assisted with investigation			
Victims rescued			
Victims repatriated			
Victims receiving legal aid: civil			
Victims receiving legal aid: criminal			



Photo by Willow



Cases assisted (watching brief/supporting ODPP)		
<b>Of the cases you assisted:</b>		
Number that led to arrest		
Where RSA sanctioned file		
Number of convictions		
Attrition (dropped/ dismissed/acquitted)		
Traffickers convicted		
Agencies held accountable		
<b>Training</b>		
Police trained		Prosecutors trained
Judges trained		Immigration officers trained
Civil aviation officers trained		Other officials trained
<b>Prevention</b>		
Who do you work with?		
Schools visited		Community meetings held
Radio spots		Television spots
Newspaper articles/ads		Events held (ie concert/ play/camp)
Other forms of outreach		
<b>Outreach to high risk industries/business</b>		
Number of bars/clubs engaged		Of those, where changes made
Number of hotels/lodges engaged		Of those, where changes made
Number of employment/ recruitment agencies		Of those, where changes made
Other?		
<b>Protection</b>		
Skills/vocational training		Start-up capital given
Placed in work experience		Mentored
Employed		Other livelihoods
Scholarship given	Primary	Secondary
		Tertiary

Formal schooling taught	Primary	Secondary	Tertiary
Shelters/homes operating		Survivors given shelter	
Survivors given health services		Survivors reunited with family	
Survivors given alternative resettlement options			
<b>Key achievements</b>			
<b>Key lessons learnt</b>			
<b>Share a story/example/best practice</b>			

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