UGANDA COUNTRY STATEMENT

ADDRESSING MIGRANT SMUGGLING AND HUMAN TRAFFICKING IN EAST AFRICA

September 2017

EXPERTISE FRANCE

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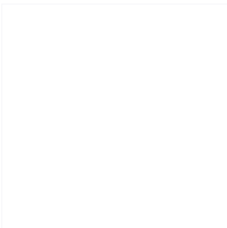RMMS Regional Mixed Migration Secretariat

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Uganda Country Statement:

Addressing Migrant Smuggling and Human Trafficking in East Africa
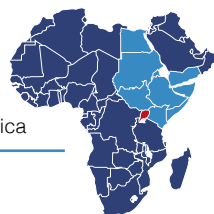
This report is one of a series of ten country statements, produced as part of the project *"Addressing Mixed Migration Flows in Eastern Africa"* funded by the European Commission (EC) and implemented by Expertise France.

The overall project consists of three components:

- Assisting national authorities in setting up or strengthening safe and rights-respectful reception offices for migrants/asylum seekers/refugees.

- Supporting and facilitating the fight against criminal networks through capacity building and assistance to partner countries in developing evidence-based policies and conducting criminal investigations, most notably by collecting and analyzing information about criminal networks along migration routes.

- Supporting local authorities and NGOs in the provision of livelihoods and self-reliance opportunities for displaced persons and host communities in the neighbouring host countries.

As part of the second component, Expertise France contracted the Regional Mixed Migration Secretariat (RMMS) in Nairobi to implement the project "*Contributing to enhanced data collection systems and information sharing on criminal networks involved in facilitating irregular migration in the Eastern Africa region".* This project aims to provide updated knowledge on migration trends and related issues, as well as technical assistance to partner countries on data collection, analysis and information sharing. In all the country statements, the focus is on human trafficking and migrant smuggling.

These country statements are the output of this project. They provide a technical appraisal of existing data related to mixed migration, including data on trafficking: insight on routes and *modi operandi* of criminal networks involved in facilitating irregular migration; and assessments of existing national data collection systems and government capacity to address migrant smuggling and human trafficking. The analysis highlights technical capacity gaps and challenges faced by officials in responding to such phenomena, aiding the identification of capacity-building needs in the areas of data collection, analysis and information sharing.
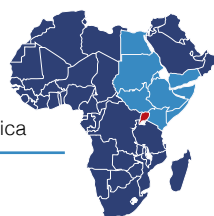
Acknowledgements and disclaimer

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EXECUTIVE SUMMARY

The challenges posed by migrant smuggling and human trafficking networks in Uganda are less daunting than those in other countries in East Africa and the Horn. The scale and scope of the movement of people is considerably smaller than that taking place elsewhere in the region, and the networks facilitating the movement of people do not pose a threat to internal security or stability in the short or medium term. Migrants and refugees in Uganda do not face similar levels of exploitation and abuse as in some of the other transit countries along the migration routes in the Horn of Africa.

Still, smuggling and trafficking do take place in Uganda to a degree that has prompted the government to initiate counter-measures, such as enacting new legislation, even if tangible progress in combating both phenomena remains limited. Legal and policy frameworks could be improved in the case of human trafficking and are non-existent with regard to migrant smuggling. Some judicial and law enforcement officials lack basic knowledge of existing laws on human trafficking, and there is limited understanding of the difference between trafficking and smuggling. The same lack of awareness also exists within Ugandan civil society, a shortcoming that further undermines the investigative and prosecutorial capacity of state authorities.

These gaps in legal and policy frameworks are exacerbated by a general lack of human and other resources, the porosity of Uganda's borders, and the absence of formal mechanisms for collecting, analysing, and sharing information across various state agencies. Furthermore, the same cooperative mechanisms that are lacking domestically are also missing at the international level, limiting Uganda's ability to share information and conduct investigations with counterparts abroad.

Unlike other states in the region, where migrant smuggling and human trafficking networks are enmeshed within state structures and broader political economies, thus complicating local incentives to counter smuggling and trafficking and limiting the options available both to donors and the central government, in Uganda policy prescriptions are relatively straightforward. Addressing gaps in the existing legal frameworks, building institutional capacity within law enforcement and the judiciary, engaging civil society to better understand human trafficking, curbing corruption, and establishing a unified system of documenting, collecting and sharing data would all go a long way in addressing the phenomena.

1.0 METHODOLOGY

This report is a qualitative study, informed by field work carried out by international and local researchers in Uganda, supplemented by a comprehensive desk review of primary and secondary materials.

In-depth, semi-structured interviews with relevant stakeholders and key informants formed the core of the fieldwork carried out in Kampala. Those interviewed included government officials, representatives of local and international NGOs - including humanitarian agencies - local academics, legal experts, members of Ugandan civil society, as well as prospective and returned migrants. The field work was carried out in July and August 2016.

Due to the sensitive nature of the subject, interviewees were granted anonymity upon request. Others agreed to speak with the researchers only "on background," meaning their insights could only be shared without attribution and on condition they could be confirmed by a secondary source. In addition to field work in Kampala, other interviews with key interlocutors were carried out remotely via telephone and Skype.

The desk research consisted of a review of primary documents, such as existing laws, legal texts and government reports, and of relevant academic literature, local and international press accounts, as well as reports issued by local and international think tanks, research institutes, and aid/humanitarian organizations.

This report uses the terms "migrant smuggling" and "human trafficking" according to the definitions outlined in the United Nations Convention against Transnational Organized Crime (UNTOC). Article 3 of the convention's Protocol against the Smuggling of Migrants by Land, Sea and Air (the Migrant Smuggling Protocol) defines migrant smuggling as "the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a state party of which the person is not a national."[1]

The convention's Protocol to Prevent, Suppress and Punish Trafficking in Persons defines human trafficking as "the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation."[2]

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1 United Nations Office on Drugs and Crime (2004). United Nations Convention against Transnational Organized Crime and the Protocols Thereto. Available at: https://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20 Convention/TOCebook-e.pdf

2 Ibid.

2.0 INTRODUCTION

The main objective of this study is to better inform the technical assistance provided to partner countries to help them develop evidence-based policies and build capacity to conduct criminal investigations, notably by collecting and analysing information on criminal networks along migration routes throughout the region of East Africa and the Horn. To that end, this paper provides a brief overview of human trafficking and migrant smuggling in Uganda, examining the flows into and out of the country as well as internal flows of persons who are either smuggled or trafficked. The study then assesses the Ugandan government's capacity to respond to these phenomena by outlining the legal frameworks currently in place, and the government's ability to collect, analyse, and share information on migrant smuggling and human trafficking networks.

Information specifically about migrant smuggling networks in Uganda is difficult to obtain, in part because the issue is often conflated with human trafficking. The majority of key informants interviewed for this report did not demonstrate a clear understanding of the differences between the two, and many used the terms interchangeably. Given the lack of data on migrant smuggling in Uganda and the dearth of information available, this report focuses more on human trafficking than migrant smuggling.

Uganda's role as a source, transit and destination country for men, women, and children who are smuggled or trafficked into and out of the region remains at the periphery of policy debates taking place at the international level. Ugandans do not form a major part of the irregular migration flows to Europe and neither is Uganda an important transit country for these flows. Within Uganda, however, the issue of human trafficking, and to a lesser extent, migrant smuggling, has increasingly come under the attention of government authorities and local civil society organizations.

According to the 2016 edition of the US Department of State's annual Trafficking in Persons Report[3] Uganda is a "source, transit, and destination country for men, women, and children subjected to forced labour and sex trafficking." Furthermore, the report ranks Uganda as a "Tier 2" country, a designation[4] for states whose governments do not fully meet minimum standards as defined by the US, but which "are making significant efforts to bring themselves into compliance with those standards."

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3 US State Department (2016). Trafficking in Persons Report: Uganda. Available at: http://www.state.gov/j/tip/rls/tiprpt/countries/2016/258884.htm

4 For details of these designations, see: https://www.state.gov/j/tip/rls/tiprpt/2016/258696.htm

Some Ugandan victims are trafficked within Ugandan territory, while others are smuggled or trafficked within East Africa and the Horn. Some Ugandans who are smuggled and trafficked are moved to Europe, the Middle East, or southern Africa, while other nationals are brought to Uganda from other parts of Africa and parts of Asia for onward movement to southern Africa, Europe or the Middle East.

3.0 MIGRANT SMUGGLING AND HUMAN TRAFFICKING IN UGANDA

Tracing migrant smuggling and human trafficking networks in Uganda is a challenging endeavour in part because they occur within extensive regular (i.e. legitimate) economic migration flows both in and out of the country. Ugandans seek and obtain employment in the Middle East and Asia via dozens of employment agencies that specialize in recruiting Ugandan labour for work abroad. Unlike other countries in the region, where networks of smugglers facilitate the mass movement of people through states such as Sudan, Ethiopia, Kenya, and Somalia via overland routes, there is no such mass movement through or into Uganda.

According to government statistics, the total number of detected transnational trafficking victims in Uganda increased from 293 in 2014 to 347 in 2015. Of those, 276 were victims of transnational trafficking abroad, mostly female adults destined for labour exploitation in the Middle East. An additional 201 potential victims of trafficking were intercepted at various border exits, with Saudi Arabia (90 cases), the United Arab Emirates (61) and Kenya (33) ranking as the top three intended destinations. Uganda also registered 26 victims of migrant smuggling of foreign nationals, 22 from Bangladesh and four from Ethiopia, who had intended to use Uganda as a transit point.[5]

Flows into Uganda

Migrants who come to Uganda are primarily from neighbouring countries, arriving either as economic migrants, refugees, or asylum seekers from the Democratic Republic of the Congo (DRC), Rwanda, Burundi, Kenya, Tanzania, and South Sudan. Those who enter Uganda from these countries do not need smuggler services to do so, as citizens of Rwanda, Burundi, Kenya and Tanzania can enter Uganda without a visa, and citizens from the DRC and South Sudan can obtain visas on arrival, or enter as asylum seekers. Even individuals who are initially denied entry at land border crossings are widely understood to be able to enter the country later, either through bribing officials, trying another border crossing, or by avoiding official crossings altogether.[6] As a result, there is relatively little demand for smuggler services even among those who seek to enter Uganda irregularly.[7]

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5   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

6   Key informant interviews in Kampala, July 2016.

7   Ibid.

Citizens from the DRC, as well as irregular migrants from other states in the region, namely Somalia and Ethiopia, are believed to occasionally use smugglers to facilitate border crossings, sometimes with the help of compatriots already based in Uganda. These diaspora networks help migrants bypass official checkpoints, arrange bribes, obtain fraudulent paperwork, and navigate the asylum application system. Analysts in Kampala suggest such facilitation is provided by individuals or groups operating with low levels of organized criminality.[8]

People trafficked into Uganda are believed to enter through official border crossings, with the help of traffickers using documents that are in some cases fraudulent or forged, but in others legitimate.

According to interviews with victims of trafficking, as well as Ugandan authorities and representatives from international organizations who work with victims, individuals trafficked into Uganda believe they are coming for genuine employment opportunities, but have their passports confiscated by their traffickers upon arrival. Victims are then expected to pay off the debt they accrued during the course of their journey.[9]

While there are no extensive data on the total number of people trafficked from Asia through Uganda for onward travel, some cases have come to light recently. In August 2015, 43 male Indian nationals were rescued in Kampala after having been brought to Uganda under the false promise of jobs in Uganda and South Africa. According to the Ugandan government, the trafficker was an Indian national based in Kampala. In December 2015, he was prosecuted for trafficking in persons. The victims returned to India with the assistance of the Indian High Commission in Kampala.[10] According to sources familiar with the investigation, the nationals entered Uganda through legal channels.[11]

In July 2015 a group of 20 Bangladeshi nationals reported themselves to the Ugandan police after having been smuggled into Uganda using forged invitation letters. They told authorities they had planned to travel on to South Africa. The smuggler, a Bangladeshi national, went into hiding after having been granted bail during the investigations. The victims returned to Bangladesh with the assistance of the Bangladeshi Consulate in Uganda.[12]

Aside from these cases, there have been relatively few incidents of migrant smuggling or human trafficking of foreign nationals into Uganda that were detected, let alone prosecuted.

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8   Ibid.

9   Key informant interviews in Kampala, July 2016.

10   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.
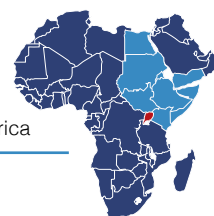
11   Key informant interviews in Kampala, July 2016.

12   Ministry of Internal Affairs. 2016. 2015 Report on the Trend in Trafficking of Persons in Uganda. Interventions carried out and the way forward.

In 2015, Uganda registered 48 victims of cross-border trafficking into Uganda from India (45 cases), Burundi (1), and Tanzania (2).[13] In 2013, there were 20 such cases, from Madagascar (5), Somalia (6), Rwanda (5), Burundi (1), South Sudan (1), and Tanzania (1)[14]. In Kampala, a representative from a local NGO cited the numbers as evidence of greater numbers of people being trafficked into Uganda. A local law enforcement official, however, said they demonstrated a greater capacity and awareness within Ugandan law enforcement to detect victims of cross border human trafficking. Sources and analysts within the international law enforcement community, however, said the detection data greatly under-represents the actual number of those who are trafficked into Uganda every year.[15]

Flows out of Uganda

Outbound flows of smuggled and trafficked persons from Uganda lead to the Middle East, mainly the Gulf states, as well as to other African countries, specifically the Democratic Republic of Congo (DRC), South Sudan, and Kenya. A small number of victims are smuggled and trafficked to Europe, including the Netherlands, Switzerland, Germany, United Kingdom, and to Asia, particularly Malaysia, India, China, and Thailand.[16] Representatives of NGOs working on victim protection and reintegration said that while it is widely believed that trafficking directly from Uganda to Europe does take place, there are no reliable numbers and most information about such cases is anecdotal.[17] In 2015, the Ugandan government registered 276 transnational victims of trafficking, of whom 139 were repatriated.[18]

Determining the number of people who are smuggled abroad from Uganda, especially to the Middle East, is complicated by the existence of numerous private agencies that specialize in recruiting Ugandans to work in the labour force abroad.

Many Ugandan men, for example, find legitimate, lucrative employment opportunities working abroad in diplomatic missions, oil installations, and an array of other facilities in countries such as Iraq, Saudi Arabia, Dubai and Qatar. In addition to sending remittances back home, many of these Ugandan men return at the end of their contract and encourage family and friends to seek similar employment abroad. A recent investigation by Bloomberg News found that "armed guards are Uganda's top export" and, citing the Ministry of Gender, Labour and Social Development that "mercenary remittances surpassed coffee exports in 2009."[19]

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13   Ibid.

14   Ministry of Internal Affairs (2014). Annual Report on the Trend of Trafficking in Persons in Uganda: 2013. Available at: http://www.upf.go.ug/download/publications(2)/tip_annual_report_final.pdf
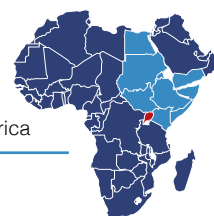
15   Key informant interviews in Kampala, July 2016.

16   Ibid.

17   Ibid.

18   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

19   Herbert, D.G. (2016). Uganda's Top Export: Mercenaries, Bloomberg News. Available at: http://www.bloomberg.com/features/2016-uganda-mercenaries/

These same recruitment agencies, which require official registration from the Ministry of Gender, Labour and Social Development, also recruit women and men to staff offices abroad as administrative assistants, cooks, cleaners, and other occupations within the services industry. As of January 2016, there were 55 officially registered recruitment agencies in Uganda.[20] There are an unknown number of unofficial or non-registered agencies providing the same or similar services as registered companies. Some of these unregistered agencies provide Ugandans with genuine employment opportunities abroad, using legitimate visas and work permits on behalf of their clients. They operate in a legal grey area in which they are illegally providing "legitimate" services.[21]

Some unregistered agencies seek to exploit and traffic prospective clients, pipelining unsuspecting victims into unpaid labour or debt bondage abroad. According to numerous interviews with INGOs and local NGOs, most of such victims are women between the age of 18 and 35, and are often new university or high school graduates who are promised jobs as English teachers, administrative assistants, hair stylists, waiters in bars or restaurants, cooks, cleaners and housemaids. According to key informants in Kampala, many Ugandan victims are believed to be sent to Malaysia first, where they do not need a visa, from where they are funnelled into domestic trafficking networks or moved to a third country with fake or fraudulent documents. In addition Middle East countries such as Saudi Arabia and the United Arab Emirates, as well as China, Thailand, and Malaysia were regularly cited as places where Ugandan women end up as victims of forced prostitution.

Some officially registered employment agencies are also believed to use their official status to carry out ancillary smuggling activities. Many may be operating in a manner that is wilfully negligent of their clients' fate upon arrival, or unwittingly operating on the front end of a trafficking network. Thus, trafficking might only take place once those affected have left Uganda, and victims themselves might not be able to identify the precise moment when their relationships with an employer became exploitative and illegal.[22]

Labour export is a key component of the Ugandan government's efforts to manage unemployment. In response to reported abuses abroad, the government has sought to register and regulate recruitment agencies, but limited resources devoted to oversight leave significant room for illegal or quasi-legal activity to take place within legal structures. Local law enforcement and government officials ascribe smuggling and trafficking to illegal recruitment firms.[23] Yet interlocutors in Kampala who have worked with victims of trafficking said that corruption, in which many of these recruitment agencies collude with some government officials to carry out operations that are below government-set standards, is a serious impediment to achieving adequate oversight of labour export.[24]
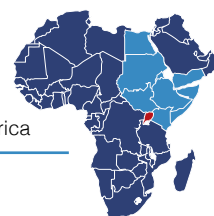
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20   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

21   Key informant interviews in Kampala, July 2016.

22   Ibid.

23   Ibid.

24   Ibid.

Some agencies and criminal networks based outside of Uganda are believed to recruit people within Uganda, and then transfer them to neighbouring countries to avoid scrutiny from the Ugandan government.

The US Department of State's 2016 Trafficking in Persons Report highlighted the existence of illegal Kampala-based recruiters who also operated in Rwanda, as well as illegal Nairobi-based recruiters active in Kampala, recruiting Ugandans and resident Rwandans and Kenyans through fraudulent offers of employment in the Middle East and Asia.[25] Under these schemes, victims of trafficking leave the country overland to neighbouring countries such as Kenya, Rwanda, South Sudan, and Tanzania, from where they proceed to the various destination countries outside the region.

In January 2016, the Ministry of Gender, Labour and Social Development banned the recruitment of domestic workers to Saudi Arabia amid reports of widespread mistreatment there. Previous similar bans affecting Gulf states were subsequently lifted or softened in response to domestic pressure in Uganda and as a result of informal or bilateral agreements with destination countries. Representatives from an NGO in Kampala said they believe that in order to circumvent the latest ban, more people were travelling first via neighbouring states, with Kenya in particular emerging as a stepping stone for Ugandans going to the Middle East.[26]

Payment and extortion

Actors transferring Ugandans out of the region under the pretence of an employment opportunity are believed to have established relationships with counterparts along the routes they travel who coordinate movements and facilitate bribing local law enforcement or border officials if necessary.[27] Such journeys may begin with a voluntary transaction, in which "clients" think they are paying for a legitimate service. One victim interviewed by a Kampala based NGO reception centre said she was asked to pay about USD 150 for processing a passport and another USD 90 to be taken abroad.[28] To maintain the veneer of a service provider, those behind such schemes may keep asking their clients/victims for additional money at various phases of the journey to pay for more documents, such as letters of invitation, and to pay off police or immigration officials.[29] Victims of such schemes who had returned to Kampala reported having being caught by security agents in Kenya, being made to call home to obtain additional payments from family members, and then being returned to their "service provider" to continue the journey. Some interlocutors in Uganda

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25 US State Department (2016). Trafficking in Persons Report: Uganda. Available at: http://www. state.gov/j/tip/rls/tiprpt/countries/2016/258884.htm

26 Interviews in Kampala, July 2016. Some observers and some INGOs encouraged the Ugandan government not to sign the 2015 labour agreement with Saudi Arabia, citing insufficient protection guarantees for Ugandans in Saudi Arabia.

27 Key informant interviews in Kampala, July 2016.

28 Ibid.

29 Ibid.

suggested there was significant collusion between some security agents and service providers to extort migrants.[30]

Under some of these schemes, service providers, especially those operating as an employment agency, may front all of the costs of a journey, leaving the client indebted once they reach their destination country. According to one of the local NGOs involved in the response against human trafficking in Uganda, such costs could range between USD 4,000 to 10,000 for a journey to the Middle East or southeast Asia.[31] If such "clients" are subjected to fraud, deception or coercion, then they would be considered victims of trafficking under the UNTOC definition.

Modes of payment for such schemes included bank transfers, Western Union and other money transfer services. In cases where traffickers demand ransoms, they may have their victims call their family to send money to a bank account or use money transfer service, or they may arrange for the family to deliver cash to a specific individual in Uganda.[32]

Form of recruitment and entrapment

There are several modes of recruitment used for external trafficking out of Uganda. Traffickers target potential victims through word of mouth, social media such as Facebook, fraudulent job advertisements in newspapers, and banners on the streets of Kampala. Most of these advertisements take the form of job opportunities abroad. Recruitment may be done by an individual, or a group of people operating in more organized criminal networks. One commonly reported mode of recruitment takes place through schools and universities. According to an NGO supporting the reception of victims of trafficking, some recruiters and brokers loiter outside Kampala universities such as Makerere, purporting to offer short-term employment abroad to students who are struggling with tuition fees but in fact delivering such students into forced labour or sexual exploitation abroad.[33]

Several key informants in Kampala said it was not uncommon for family members of victims to actively work with or even as traffickers. According to one reception centre for trafficked victims, a number of people in their care had been trafficked by or with assistance from their relatives. One such victim was trafficked into sexual exploitation by her "auntie," a Kampala based woman who makes several trips a year to Bangkok to buy supplies for her legitimate business in Uganda and who, in a typical scenario, lured her victim with promises of similar business opportunities abroad.[34] Victims of such schemes often have to pay a portion of their forced sex work earnings to their "employers."[35] Staff at reception centres reported that such trafficking victims themselves sometime return to Uganda to bring friends and relatives into similar arrangements, sometimes in order to earn recruitment fees, in other cases because they believe their current hardships are worth enduring because

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30   Ibid.

31   Ibid.

32   Ibid.

33   Key informant interviews in Kampala, July 2016.

34   Ibid.

35   Ibid.

of the money they believe they will eventually earn. It was also suggested those trafficked may be reluctant to return home themselves because of the stigma that is attached to "former victims."[36]

Some traffickers persuade young adults and children, including those in school, to leave with them without notifying their parents. In these cases, parents might only learn that their children have been trafficked once victims reach their destination and are instructed by their traffickers to call home and demand payment. This is very common within networks that traffic children domestically.[37]

Internal trafficking

Internal trafficking flows in Uganda tend to run from rural to urban areas, where the victims are forced to engage in illegal activities and forced labour. Women and children from the Karamajong ethnic group in the impoverished northeast of Uganda are particularly vulnerable to exploitation through domestic servitude, sexual exploitation and forced begging due to the dire economic and social conditions in their home region.[38]

While the increase in the number of Karamojong street children in Kampala has given the Karamoja sub region national attention as a source for internal trafficking of young males and females, domestic trafficking is a country-wide problem in Uganda. NGOs involved in responses to trafficking indicate that many victims only fall prey to traffickers once they reach urban areas, having travelled there in an often vain search for better economic or educational opportunities.[39]

In another common scenario which several NGOs in Uganda cited, children and young adults from rural areas are brought by city-based relatives or other purportedly well-meaning individuals under the guise of economic assistance and educational opportunities - or travel of their accord for the same reasons - only to be caught up in a trafficking network and subjected to domestic servitude, unpaid labour, and other forms of exploitation.[40] In some cases children end up in such situations after their parents put them up for what they believed to be legitimate adoption schemes with individuals and even church groups. In other cases, children are simply abducted from their home areas.[41]

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36   Ibid.

37   Ibid.

38   US State Department (2016). Trafficking in Persons Report: Uganda. Available at: http://www.
      state.gov/j/tip/rls/tiprpt/countries/2016/258884.htm

39   Key informant interviews in Kampala, July 2016.

40   Uganda Youth Development Link (May 2009) Trafficking and enslavement of Children in Uganda.
      Available at: http://www.childhope.org.uk/wp-content/uploads/2013/05/Trafficking-and-
      enslavement-of-Children-in-Uganda1.pdf

41   Key informant interviews in Kampala, July 2016.
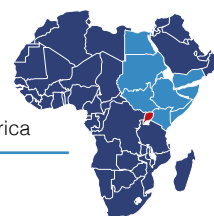
Table 1: Victims of internal trafficking registered by the Ugandan government

Year	Male Adults	Female Adults	Boys	Girls	Total
2015	7	3	27	34	71
2014	11	3	80	29	123
2013	4	5	192	207	408
Total	22	11	299	270	

Source: Annual Report on Trend in Trafficking in Persons in Uganda 2013 and 2015

In 2015, Ugandan authorities registered 71 victims of internal trafficking, a number that has steadily declined from 408 in 2013 and 123 in 2014.[42] According to the Ministry of Interior Affairs' own assessments on trends in trafficking in persons in Uganda, there were 28 districts that experienced incidents of internal trafficking in persons, either as sources, transit or destinations in 2013.[43] In 2015, that number fell to 11 districts.[44] Officials attribute this decline to increased awareness and greater vigilance amongst law enforcement authorities, civil society, and the general public who are better able to recognize suspicious activity.[45] While there is almost certainly increased awareness across Ugandan law enforcement, civil society and the general public over the last several years, a decrease in detected and registered cases is not necessarily evidence of a decline in actual cases, less so if trafficking networks are in turn responding to increased government pressure by going to greater lengths to hide their activities. As in 2013 and 2014, the overwhelming majority of Ugandans registered as victims of internal trafficking in 2015 were children (61 out of 71).[46]

Interviews at local reception centres revealed that many victims of internal trafficking, especially those of sexual exploitation, may have previously suffered physical and psychological abuse at home and therefore might not recognize they are being trafficked because their new circumstances present an opportunity to escape their earlier living conditions.[47]

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42   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

43   Districts in 2013 included: Kampala, Napak, Moroto, Mbale, Wakiso, Kayunga, Butaleja, Tororo, Rakai, Mayuge, Adjumani,Yumbe, Moyo, Busia, Kitgum, Mbarara, Masaka, Luwero, Kamuli,Kalangala, Kiruhura, Mayuge, Kabale, Buikwe, Ntungamo, Kanungu, Rwengo and Jinja

44   Districts in 2015 included: Busia, Tororo, Kamuli, Mityana, Kiboga, Mayuge, Mukono, Kamuli, Kabarole, Kasese, Bundibujgyo.

45   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.
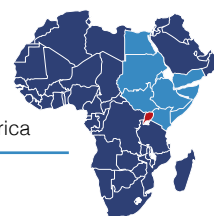
46   Ibid.

47   Key informant interviews in Kampala, July 2016.

Assessing the levels of organized criminality within these trafficking networks is difficult due to the dearth of information available. It is unclear to what extent those involved in the different phases of the trafficking process are part of a coherent criminal network with hierarchies versus a chain of criminal entrepreneurs that form links according to opportunities. According to the government, NGOs and agencies involved in responding to human trafficking, the list of actors involved includes relatives and friends of victims, high-profile business people, religious organizations, transport companies, bar and restaurant operators, hotel owners, administrators at orphanages and schools, victims of trafficking themselves, humanitarian and aid workers, traditional healers and local notables, and rebel groups who recruit and kidnap children and young adults.[48] Taken together, teasing out a coherent chain or network from this mosaic of actors makes tracing neat typologies particularly challenging.

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48   Key informant Interviews in Kampala, July 2016.; Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda: Interventions carried out and the way forward.; Uganda Youth Development Link (May 2009). Trafficking and enslavement of Children in Uganda. Available at: http://www.childhope.org.uk/wp-content/uploads/2013/05/Trafficking-and-enslavement-of-Children-in-Uganda1.pdf; US State Department (2016). Trafficking in Persons Report: Uganda. Available at: http://www.state.gov/j/tip/rls/tiprpt/countries/2016/258884.htm
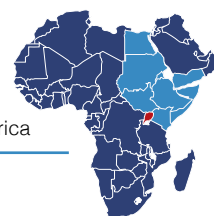
4.0 THE UGANDAN GOVERNMENT'S FRAMEWORK TO RESPOND

4.1   Legal and institutional frameworks

Uganda has ratified the United Nations Convention against Transnational Organized Crime, but not the supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, nor has it ratified the supplementing Protocol against the Smuggling of Migrants by Land, Sea and Air.

There is no existing legal or policy framework for addressing migrant smuggling, which is not mentioned in immigration legislation or the penal code (where an offence of "smuggling" is included but does not cover people).

In 2009, Uganda's parliament passed the Prevention of Trafficking in Persons Act (PTIP), which prohibits all forms of trafficking – including illegal adoption and child-selling - and prescribes punishments of jail terms ranging from 15 years to life. It also provides for the protection of trafficking victims. The Act's definition of trafficking is drawn from the UNTOC protocol. Anti-trafficking frameworks were further strengthened in 2011, when the High Court re-designated its War Crimes Division as the International Crimes Division, thus according it jurisdiction to try cases of trafficking in persons.[49]

Although the text of PTIP Act complies with the basic principles of the UNTOC protocol against human trafficking, as of January 2016, according to the Ugandan government, the process of developing the Act's implementing regulations had not been completed.[50]

PTIP also calls for the minister of internal affairs to designate an office to coordinate, monitor and oversee implementation of the Act. In 2012, this ministry created the Coordination Office to Counter Trafficking in Persons (COCTIP), which coordinates the inter-ministerial National Anti-Human Trafficking Task Force made up of 15 officials from various ministries,

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49   Aceng, C. (2014). Trafficking in Persons-An Increasingly Global Threat: Uganda Context.

50   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

departments and agencies.[51] The role of the task force, according to a 2014 presentation by one of its members, is to:

1. Formulate comprehensive and integrated programs to prevent and suppress TIP;
2. Prepare a National Plan of Action on prohibition of TIP;
3. Develop measures and policies to protect, assist and support victims of TIP;
4. Establish a national data bank on cases of trafficking in persons;
5. Engage in consultation, coordination, cooperation and advocacy to advance the objects of the Act;
6. Initiate training and awareness of TIP and the counter trafficking measures available;
7. Propose rules and regulations for effective implementation of the Act; and
8. Carry out any other activities as are necessary in support of the implementation of counter human trafficking activities.[52]

In 2012, the COCTIP, with the help of the International Organization for Migration (IOM), set out to develop a National Action Plan (NAP) for 2013-2018 to combat trafficking in persons.[53] The plan was officially launched by the minister of internal affairs in 2015.[54]

Uganda has also signed or is in the process of negotiating several bilateral agreements to address trafficking in persons with various countries that are recipients of Ugandan labour, specifically in the Persian Gulf. One of these was signed in July 2015 with Saudi Arabia after concerns about the treatment of Ugandan citizens working there as domestic servants. The success of this and similar initiatives in managing labour migration have, according to analysts and observers in Kampala, been undermined by factors such as corruption, a lack of capacity, and a lack of follow-up and oversight in destination countries.[55]

According to the Ministry of Internal Affairs, Uganda investigated 108 separate cases for human trafficking, bringing 12 to court and securing three convictions in 2015. In one, a court in Kampala convicted a man of trafficking a female victim to Kuwait in 2013 for "labour and sexual exploitation." He was sentenced to one year in prison. A court in the town of Busia convicted a Kenyan national for trafficking two adult females to Nairobi for labour exploitation. He was fined 200,000 Ugandan shillings, roughly the equivalent of USD 60. Lastly, a female Kenyan national was convicted by a court in Busia for trafficking one Ugandan adult female to the United Arab Emirates for labour exploitation, and was sentenced to

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51   Benda, B. (2014). Challenges and Dilemmas Encountered by the National Rapporteurs on Trafficking in Persons and equivalent mechanism in the course of their work: The Uganda Experience. Bangkok, Thailand.

52   Benda, B. (2014). Challenges and Dilemmas Encountered by the National Rapporteurs on Trafficking in Persons and equivalent mechanism in the course of their work: The Uganda Experience. Bangkok, Thailand.

53   Ministry of Internal Affairs (2014). Annual Report on the Trend of Trafficking in Persons in Uganda: 2013. Available at: http://www.upf.go.ug/download/publications(2)/tip_annual_report_final.pdf

54   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

55   Key informant interviews in Kampala, July 2016.

800,000 Ugandan shillings (USD 240) or three years' imprisonment. She opted to pay the fine.[56]

Investigations for many cases remained pending. According to the Ugandan government's own assessment, investigators had difficulty proving "the nature of exploitation among the cases involving internal trafficking of children, and the majority of the victims of transnational trafficking withdrew their cooperation with the police investigations as a result of influence by the suspects, especially after they were assisted to come back or given some limited compensation."[57]

Despite the existing laws and frameworks, there is still a limited understanding among law enforcement practitioners, the judiciary, Ugandan civil society and the Ugandan population at large about legislation on human trafficking. Many people, including magistrates who are responsible for prosecuting such cases, are not aware of the PTIP 2009 Act. When immigration officials detect irregular migrants, for example, they are often referred directly to the police, who are also unfamiliar with existing legal frameworks and with how to conduct investigations in line with the new law. There is insufficient awareness within law enforcement agencies of the basic concepts of human trafficking and how to recognize it. The concept of adults being trafficked, for example, is not well understood, and most civil society organisations working within the sphere of human trafficking are devoted to child trafficking, which is a much more "hot button" issue both locally and for foreign donors and charities.[58]

Interlocutors in Kampala noted that the concept of "migrant" is not widely understood among relevant actors and the broader public, in part because Uganda is so "refugee friendly." The term "smuggling" is rarely used and few stakeholders are familiar with it. In response, IOM has proposed setting up a sub-committee within the Inter-Governmental Authority on Development, with the aim of establishing common understanding of migrant smuggling among member states.[59]

4.2   Support for victims of trafficking

Although victim assistance is a critical component in the response to trafficking, the capacity to assist victims remains a challenge in Uganda.[60] There is no clear policy on victim support and assistance and the existing assistance system lacks a clear lead agency or referral pathway. For example, shelters and rehabilitation centres are insufficient in number, leaving some

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56   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

57   Ibid.

58   Key informant interviews in Kampala, July 2016.

59   Ibid.

60   Ministry of Internal Affairs (2014). Annual Report on the Trend of Trafficking in Persons in Uganda: 2013. Available at: http://www.upf.go.ug/download/publications(2)/tip_annual_report_final.pdf

victims exposed to their traffickers.[61] Some victims of internal trafficking told local NGOs that they had presented themselves to the authorities but were ignored, and so returned to the situation they had escaped for want of an alternative. Such cases have a knock-on effect of signalling to other victims that self-reporting is not worth the risk of retribution from traffickers.[62] As a result, cases go unreported and undetected, hampering government capacity to fully understand the scale of the phenomenon.

A lack of formal measures such as air tickets back to Uganda for transnational victims, or provisions for temporary welfare and re-integration packages, undermines victims' cooperation with police, which is important for fruitful investigations.[63] IOM is planning to work with other stakeholders to expand and enhance the capacity of existing shelters for victims of gender-based violence around the country in order to have them receive and care for victims of trafficking.[64] Bringing back trafficking victims from abroad is costly and requires collaboration and effective coordination between Ugandan institutions and between the Ugandan and foreign governments. Such collaboration is either weak or non-existent, in part because of a lack of human resources and competing priorities. NGO-led attempts to establish networks to improve coordination for the rescue of victims are frustrated by reportedly more management within relevant government departments.[65] Furthermore, in the words of one key informant in Kampala, "Civil society organizations cannot be expected to do work that should be carried out by government institutions, especially police work and judicial functions. We cannot and should not be a substitute."[66]

4.3 Government structures to collect, analyse and share information

The Government of Uganda has made several efforts to better collect, manage, analyse and share data on mixed migratory movements as they pertain to human trafficking networks. The three ministries most directly involved are the Ministry of Gender, Labour and Social Development, the Ministry of Internal Affairs, and the Office of the President. The Ministry of Gender, Labour and Social Development, which is responsible for overseeing and monitoring labour practices, including, through its External Employment Unit, foreign recruitment agencies, should in theory share data it collects with COCTIP. Yet interviews in Uganda, including with sources inside the Ministry of Gender, Labour and Social Development, said that the mechanism for sharing such data, including a functioning database to streamline the collection of data from different agencies in Uganda, is non-existent.[67]

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61   Igoye, A. (2015). The African Angle: Countering Trafficking in Uganda; Accessed 11 July 2016. http://www.worldpolicy.org/blog/2015/06/30/countering-human-
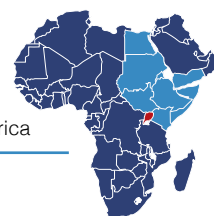
62   Key informant interviews in Kampala, July 2016.

63   Ministry of Internal Affairs (2014). Annual Report on the Trend of Trafficking in Persons in Uganda: 2013. Available at: http://www.upf.go.ug/download/publications(2)/tip_annual_report_final.pdf

64   Key informant interviews in Kampala, July 2016.

65   Ibid.

66   Ibid.

67   Ibid.

Within the Ministry of Internal Affairs, the Ugandan Police Force and the Directorate of Citizenship and Immigration Control are involved in the collection and analysis of data on human trafficking. Like the Ministry of Gender, Labour and Social Development, they should, in theory, submit any information they collect on human trafficking to COCTIP (which is also technically housed within the ministry). But interviews with stakeholders indicated that there is no system in place for such sharing.[68]

Within the Office of the President, both the Internal Security Organization and to a lesser extent the External Security Organization, Uganda's intelligence services which collect, analyse, and process information regarding internal and external threats, also have information pertaining to human trafficking, yet here too there is no system in place for sharing it with COCTIP.[69] Neither is there a mechanism in place for sharing information between NGOs and COCTIP. Representatives from both agree that, considering how much responsibility in dealing with trafficking is outsourced to NGOs, there should be a clear, systemic process for sharing and reporting data.[70]

The Ministry of Internal Affairs, which also hosts the Anti-Human Trafficking Task Force, established a database to improve intelligence collection and management of trafficking data in 2014 with support from IOM. The database, however, is currently not in use because of resource constraints, according to government officials.[71]

More than a year after COCTIP was set up, the Ugandan government's own assessment indicated that there was inadequate operational capacity across key enforcement agencies. The assessment noted that the police's Special Investigations Unit, the Ministry of Foreign Affairs, the Internal Security Organisation, and other agencies within COCTIP had not been provided with adequate logistical support, or human and non-human resources to be able to execute their mandated TIP related duties very effectively.[72]

Part of the inability to provide adequate resources stems from the inter-agency nature of COCTIP and the Anti-Human Trafficking Taskforce, as each individual stakeholder has their own perspectives and priorities, and many have other core functions outside of trafficking in persons.[73] This also raises the problem of capacity building being scattered across stakeholders, who may then be transferred to different roles within their institution, taking

68   Ibid.

69   Key informant interviews in Kampala, July 2016.

70   Ibid.

71   Ibid.

72   Ministry of Internal Affairs (2014). Annual Report on the Trend of Trafficking in Persons in Uganda: 2013. Available at: http://www.upf.go.ug/download/publications(2)/tip_annual_report_final.pdf

73   Benda, B. (2014). Challenges and Dilemmas Encountered by the National Rapporteurs on Trafficking in Persons and equivalent mechanism in the course of their work: The Uganda Experience. Bangkok, Thailand.

with them any training, experience, and capacity they have may have acquired.[74] Interviews with government officials indicated that the existing, database is unused not only because of a lack of funding, but because some of those who were trained to use it have since been transferred to different roles.[75]

In an indication that these issues persist, the head of COCTIP, who is also the coordinator of the Anti-Human Trafficking Task Force, has proposed setting up a national agency that can act as a one-stop centre for trafficking-related issues. During a speech in April 2016, he noted that there were 13 agencies and several civil society organizations directly involved in countering human trafficking, but added that, "because there is no central commander, some of them do not give priority to human trafficking issues." He further elaborated, "We need a national agency that will be tasked to handle trafficking in persons issues only. This will also ease access to information other than moving from one agency to another in search for information."[76]

A representative of an NGO in Kampala said that "the Ugandan government is trying its best," but that "the problem is funding."[77] A representative from another NGO which works with the government on anti-trafficking issues said that there were strong levels of commitment to combatting human trafficking on the operational level, but these could offset the overwhelming deficiencies at the institutional level.[78]

International support for capacity building

With support from international partners, the Ugandan government has continued to try to build the capacity of staff and relevant stakeholders. In 2014, IOM carried out a study visit for 15 immigration officers from Uganda to Tanzania, as part of the "Strengthening Border Management in Uganda" (IBM) project implemented by IOM Uganda in cooperation with the Ministry of Internal Affairs of Uganda and funded by the Government of Japan. The officers were trained in document forgery and data analysis.[79]

Also in 2014, IOM organised a five-day Interpol training, the first of its kind in Uganda, to "empower front line officers at border crossings to detect suspect criminals, forged travel documents and other illegal cross border activities by cross checking data provided by the 190 member countries of Interpol." The training was attended by 22 participants from agencies including the Directorate for Citizenship and Immigration Control, the Uganda

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74   Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

75   Key informant interviews in Kampala, July 2016.

76   Agaba V. and Waiswara J. (2016). Human trafficking: Binoga wants a national agency. New Visions. Available at: http://www.newvision.co.ug/new_vision/news/1421495/binoga-national-agency-deal-human-trafficking-challenges

77   Key informant interviews in Kampala, July 2016.

78   Ibid.

79   IOM (2014). Uganda Immigration Officers Trained on Document Forgery and Data Analysis. Available at: https://www.iom.int/news/uganda-immigration-officers-trained-document-forgery-and-data-analysis
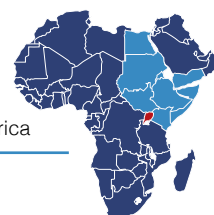
Police Force, the Interpol National Central Bureau in Kampala, the ISO, and the External Security Organization.[80]

In 2015, Interpol conducted 5 trainings for 229 participants on investigation and prosecution techniques, document inspection and fraud detection at Entebbe airport, victim and suspect identification, and handling and protection of child victims of trafficking. However, there is still no standard procedure for identifying suspects and victims, and according to one government department, successful identification is still largely based on staff experience on the job.[81] According to the government's own annual report in 2015, it also carried out the following trainings, with the support of various international sponsors.

Date and place of Training	Nature of Training	Number of Participants	Category of Participants	Sponsor & Facilitator of the training
16th 20th Feb 2015; Kigali Rwanda	Investigation & Prosecution techniques	22	Monitoring and Evaluation Officer	• USA State Dept (Vital Voices & ACQUITAS) • Law (U)
Mar - Apr 2015; Makerere University	Protection of Child Victims of Trafficking	5	Police Officers (CFPOs, SID & SGBV)	Makerere University, Department of Social Work & Social Administration
6th -9th July 2015; Masindi	Investigation & Prosecution techniques	67	Police Officers, MoGLSD, DPP, Immigration, CSOs	• USA State Dept (Vital Voices & ACQUITAS)
10th June 2015; Police Training School Kabalye-Masind	Victim & suspect identification, & Management	110	Civil Aviation Authority & CIID Officers on Training	• Uganda Police Force
27th – 29th Oct 2015; Nile Hotel, Jinja	Handling of Child Victims of Trafficking	25	Police, CSOs, Immigration	• Terre's De Homes

Source: Ministry of Internal Affairs (2016). 2015 Report on the Trend of Trafficking of Persons in Uganda. Interventions carried out and the way forward.

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80   IOM (2014). IOM, Interpol Combat Trafficking in Uganda. Available at: https://www.iom.int/news/iom-interpol-combat-trafficking-uganda

81   Key informant interviews in Kampala, July 2016.

5.0 RECOMMENDATIONS

- Finalize the regulations necessary to fully implement the protection and prevention provisions of the 2009 PTIP Act.

- Develop a comprehensive legal framework that specifically addresses the issue of smuggling (as distinct from trafficking).

- Increase the number of staff and funding dedicated specifically to COCTIP, so that its coordinating efforts are less impacted by individual stakeholder priorities within COCTIP.

- Redouble efforts to establish a functioning data base that feeds directly into COCTIP from all of the relevant stakeholders.

- Create more specialized units within each of the government stakeholders that comprise the Anti-Human Trafficking Task Force so that capacity, training, and expertise do not "leave" when someone is transferred.

- Increase efforts to prosecute, convict, and punish trafficking offenders by strengthening the criminal justice chain, and by training everyone along the chain to understand each other's roles and responsibilities, as well as familiarizing them with PTIP.

- Focus on addressing corruption and illegal activity within foreign labour recruitment agencies that are legally registered; hold legally registered foreign labour recruitment agencies accountable if they knowingly or negligently are operating as the "front end" for trafficking and exploitation abroad; target and close illegal foreign recruitment agencies.

- Train Ugandan officials serving in overseas postings in victim identification techniques and dramatically increase monitoring and oversight capacity in overseas countries with large populations of Ugandan workers.

- Increase training of Ugandan officials at border crossings, including airports, to recognise victims of human trafficking.

- Develop a fact sheet that explains the 2009 PTIP act in plain terms so that civil society organisations, NGOs and other actors who do not receive specialized training can understand it.

- Devote resources to understanding possible new trends in smuggling and trafficking in response to the recent influx of refugees from South Sudan. Be careful not to let the fact that Uganda is a "model" for the region detract from the fact that for many refugees, life in Uganda is difficult, and trafficking and smuggling networks operating abroad might enter the Ugandan market to capitalize on the newly displaced.

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ANNEX

WORKSHOP REPORT

This annex has been processed through the organisation of a consultative workshop held in Kampala on 8 November 2016 with representatives of various state agencies. The workshop was facilitated by Expertise France and the Regional Mixed Migration Secretariat with the support from European Union police experts from the French Ministry of Interior, "*Direction de la Coopération Internationale*" and the Italian Ministry of Defence "*Carabinieri*". The aim of the consultation was to review the country research and analyse the institutional needs for capacity building and training.

Opening remarks

Opening remarks were provided by:

- Moses Binoga, coordinator of the Anti-Human Trafficking Task Force, who referred to the existing data collection database (set up with IOM support) on human trafficking, which however is not yet operational, partly because those who should use the database have not yet been trained. Another issue identified by Mr. Binogu is how to share information.

- Adrian Munyambabau, Principal Secretary of the Ministry of Internal Affairs, called upon the involved agencies and participants to not only train today, but to continue, and asked for Uganda to be involved in the subsequent process, especially since we are working on 10 countries and countries can learn from each other.

- Ermiyas Kostre, project manager Expertise France, introduced the overall project and the importance of identifying concrete interventions, as identified by partners and governments.

- Sabrina Bazzanella, EU Delegation to Uganda, highlighted the importance of the inclusion of Uganda in this project and stressed that the government of Uganda is trying to do as much as they can and is quite advanced in terms of combatting human trafficking, but there are challenges in terms of implementation of the law. It is also important to focus on assistance to victims of trafficking.

Presentation of the RMMS research

After being presented with RMMS' research on Uganda, participants were invited to make comments. Issues raised include:

- The role Uganda plays in human trafficking

- There might be more cases than we know, due to underreporting

- The need for training of specific judiciary official who focus on trafficking

- The need for Ugandans to make an informed decision before migrating abroad (e.g. safe travel cards)

- The need for Uganda to ratify the Palermo protocols

- The need for more expertise on collecting evidence

- The research links very well to everything that is being discussed in the Anti-Trafficking Taskforce

- The importance of focussing on the risk of South Sudanese refugees falling victim to smuggling and trafficking

- The need to focus on internal trafficking (of children from rural areas to urban areas)

Gaps and needs

After the first plenary sessions, participants broke up into three working groups, during which they discussed and explained the structure of the police, intelligence gathering and training, among other issues.

Issues and needs raised during these sessions and a subsequent plenary session included:

- Better coordination among the different actors and stakeholders who are working in combating trafficking in persons and migrant smuggling;

- Improving evidence-gathering to secure prosecutions, including through ;

- A lack of fully equipped specialized units to deal with human trafficking and the high frequency of staff rotating to other regions and positions;

- A lack of equipment, including forensic equipment such as cameras and fingerprint kits at police posts, coupled with training on their use;

- A specialized and fully equipped unit for investigation officers;

- Training on specialized investigation techniques especially in terms of organized crimes;

- Sensitization of the public, especially women and girls, on export labour, for example through community policing, so that the public is better aware of the dangers of migration;
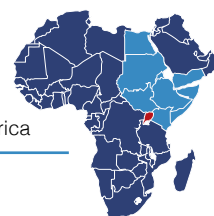
- Challenges of coordination and cooperation between law enforcement agencies, especially with regard to information and data sharing, for which there is no centralised mechanism, nor any integration of various databases that do exist within different agencies;

- Gaps in legislative frameworks, especially with regard to migrant smuggling, which no existing laws cover;

- The lack of standard operating procures for referring victims of trafficking;

- The absence of government-led initiatives or facilities for victims of trafficking. Although there are some run by or in in partnership with NGOs, such agencies are often overwhelmed and need more support; and

- Criminal prosecution dominates the state's response to trafficking – more attention should be paid to victims' protection and other needs (such as education).

Areas for potential training

The following areas for potential training were identified:

- Modern methods of investigation;

- Specific training in organized crime;

- Victim assistance and collaboration of victims as witnesses; policy and guidelines in witness protection; and

- Documentation and monitoring and evaluation of impact.

When developing training, participants recommended the following be taken into account:

- The need for technical support in organizing training;

- The need for coordination and collaboration between different line agencies. For example: do not only focus on investigations, prosecutors are needed, judiciary officers need to be trained, etc;

- The need to benchmark: what training material is already available, what is being done in other countries. Exposure to lessons learned from other countries will be useful (peer-to-peer exchange). They should be trained together (not separately); and

- Training of different stakeholders should be done together, not in separate groups.

Institutional challenges and priority needs

Topics/ issues	Gaps & challenges	Existing framework/response
Information collection and referral	Lack of specialized unit on collection, analysis and sharing of information especially for cases of trafficking in persons (TiP) and smuggling of migrants (SoM). Lack of centralized database on TiP and SoM Lack of capacity to identify, investigate and refer cases of TiP and SoM affecting most stakeholders including the national coordinating committee for prevention of trafficking Limited coordination between front line agents from border control, immigration, criminal police and national security Lack of standard procedures to gather and share information and refer cases Lack of necessary software and hardware in managing information and data Limited capacity of identification and referral of victims of trafficking and migrants with protection vulnerabilities especially in remote regions	Criminal intelligence units and internal security agencies, which do not have specialized mandates on TiP and SoM. The national committee for prevention of trafficking was established with mandate to collect and analyse information among others. Different agencies have their own database which is not linked with other agencies. Immigration has biometrics database, Most information is shared by phone. Police officers use templates to record and refer the case to DPP (these are not uniformly available and other agencies may not use them). IOM in collaboration with the Counter Trafficking Committee developed data management system but it is not being utilized due to lack of funding and necessary equipment.

Topics/issues	Gaps & challenges	Existing framework/response
Investigation and judiciary	Lack of a legal framework that covers migrant smuggling, the existing framework covers only TiP. Uganda is not party to UNTOC protocols on trafficking or smuggling Limited forensic collection and referral at front line level Lack of coordination between police and DPP and lack of evidence to secure prosecution Lack of especially trained investigators and prosecutors dedicated to work on TiP and SoM cases. Continuous rotation and staff turnover also creates increasing needs for specialized trainings targeting officials working on the issues of TiP and SoM	The Penal Code and the 2009 Prevention of Trafficking in Persons Act. The National Committee for Prevention of Trafficking established to coordinate the various efforts in the country. Respective law enforcement agencies including Police, DPP and the Judiciary. Witness protection framework is existent but not fully implemented.
Strategic and operational planning	Lack of coordination among the different actors and stakeholders to systematically address the issues. Lack of SoP that enhance coordination among different actors Lack of specialized centres or facilities for victims of human trafficking and smuggling Gaps in the capacity to lead and coordinate counter trafficking efforts in the country. Limitation mainly due to technical, financial and technological resources scarcity	The national committee has developed a National Action Plan to combat TiP Most services are provided by CSO. The National Committee is established within the ministry of internal affairs.

Training priorities

Topics /issues	Priority needs	Training needs
Information collection and referral	Establish or designate a dedicated office or agency that collects, analyses, shares and coordinates information on TiP and SoM

Create and utilize a mechanism for collection, analysis and sharing of information

Develop necessary SOPs for referral for cases of TiP and SoM which all the key stakeholders are aware and able to implement effectively | Specialized training on collection, management and sharing of information and data on TiP and SoM including best practices in establishing and running centralized data base focused on TiP and SoM.

Training and capacity building targeting the national counter trafficking committee in the utilization of data management frameworks developed and established in collaboration with IOM

Training and capacity building interventions targeting key service providers to develop and utilize SoP on referral for cases of TiP and SoM |
| Investigation and Judiciary | Training on specialized investigation techniques, especially in terms of organized crimes

Improved forensic management capacity

Establish and strengthen specialized units dedicated to work on issues of TiP and SoM, provide them with specialized trainings and other capacity building support | Specialized training targeting police, prosecution and judiciary on
- Investigation of organized crimes

- Coordination between police, prosecution and the judiciary.

- Training in identification/specific tools (biometrics, database) to police officers

Establish specific/decentralised specialised Unit (Forensic units to be deployed at regional level)

- Provide a training for prosecutors (including court member and investigator)

- Providing specific trainings to female police officers |

Topics /issues	Priority needs	Training needs
Strategic planning	Develop a comprehensive legal framework and response that specifically addresses the issue of smuggling (as distinct from trafficking) in line with the supplemental UNTOC protocol on migrant smuggling

Improve planning and operational management through strong coordination among the different actors

Strengthen coordination among service providers through the development and use of standard operating procedures

Mapping of priority areas of intervention (where, when, why)

Allocation of necessary finical and technical resources for the implementation of the NAP which is endorsed by the government in 2016 | Support legislative reform through training and sensitization to legislators on trafficking and smuggling. Provide different awareness raising trainings for law makers on the UNTOC and its protocols (Palermo protocols)

Joint training and sensitization on SoM and TiP: Methodology and tools to identify trends and patterns of SoM and TiP (when, where, how and why).

Training on coordinated strategic and operational planning, including:

- Mapping of intervention.

- Identification and deployment of technical resources.

- Budget planning and management.

- Strategic and operational tools & reports including M&E |

Workshop participants

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This report is one of a series of ten country statements, produced as part of the project *Addressing Mixed Migration Flows in Eastern Africa*. These reports provide an updated overview of migrant smuggling and human trafficking trends and dynamics and the modus operandi of criminal networks involved in facilitating irregular migration. The reports also highlight capacity gaps and challenges faced by governments in the region in responding to these phenomena, informing the identification of capacity-building needs in the areas of data collection, analysis and information sharing. The project is managed by Expertise France and is funded by the European Commission in the context of the EU-Horn of Africa Migration Route Initiative (the Khartoum Process).

This report is one of 10 country statement reports covering:
Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda and Yemen

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