

*National Action Plan to
Combat Human Trafficking
And Migrants Smuggling
For Federal Investigation
Agency (FIA) Pakistan*

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List of Acronyms

FIA	Federal Investigation Agency
HTMS	Human Trafficking and Migrant Smuggling
IOM	International Organization for Migration
MOFA	Ministry of Foreign Affairs
MOI	Ministry of Interior
MOPHRD	Ministry of Overseas Pakistanis and Human Resource Development
NADRA	National Database and Registration Authority
PIA	Pakistan International Airlines
PPDs	Provincial Police Departments
UNODC	United Nations Office on Drugs and Crime
AHS	Anti-Human Smuggling
AHTCs	Anti-Human Trafficking Cell

Context:

Human Trafficking and Smuggling of Migrants represent great challenges as they are an obstacle to development, to the rule of law and a serious threat to human security as both crimes affect directly the lives and dignity of human beings. Human trafficking is one of the most serious human rights violations of our modern world that brings high profits to traffickers through the acquisition and exploitation of human beings by improper means such as force, fraud or deception. Smuggled migrants have human rights which must be respected, including the right to be treated with dignity and the right to personal safety. Human Trafficking and Smuggling of Migrants are gendered phenomena; they affect men and women, individuals with variation in sex characteristics, diverse sexual orientation and/or diverse gender identities differently.

It is not only important to raise awareness about human trafficking and migrant smuggling, but also to address the root causes of social vulnerabilities, such as poverty, conflict, and to uphold gender. Human Trafficking is considered as the most heinous violation of the basic human right, as all men and women are born equal and free in rights and dignity. HTMS strips a person of his/her dignity, therefore, all efforts must provide justice, relief and rehabilitation to the victims to a point where they can assimilate back into the communities with dignity to a state they were in before HTMS took place.

The cooperation with Government institutions, the UN and civil society under this National Action Plan aims to:

- Strengthen the legislative and policy frameworks,
- Take affirmative action to increase women's participation/representation in key institutions mandated to combat HTMS especially law enforcement agencies, criminal justice institutions and the judiciary
- Enhance capacities - in identification, investigation and prosecution and protection of the victims/smuggled migrants;
- Increase gender and age disaggregated data on the nature and scale of human trafficking and smuggling of migrants;
- Increase awareness on the HTMS crimes, Enhance cooperation on national, regional and international levels.

A National Action Plan can be extremely useful in (a) identifying a range of different activities that need to be undertaken against trafficking; (b) highlighting the role of different organizations; and (c) generally providing an overall framework for the national human rights-based, gender-sensitive response. The underlying premise behind the development of a National Action Plan to combat HTMS for Pakistan is that it provides a tool to plan, prioritize, coordinate and measure the response to trafficking. Also, for the capacity building of key institutions in order to curb this menace efficiently.

Target Audience:

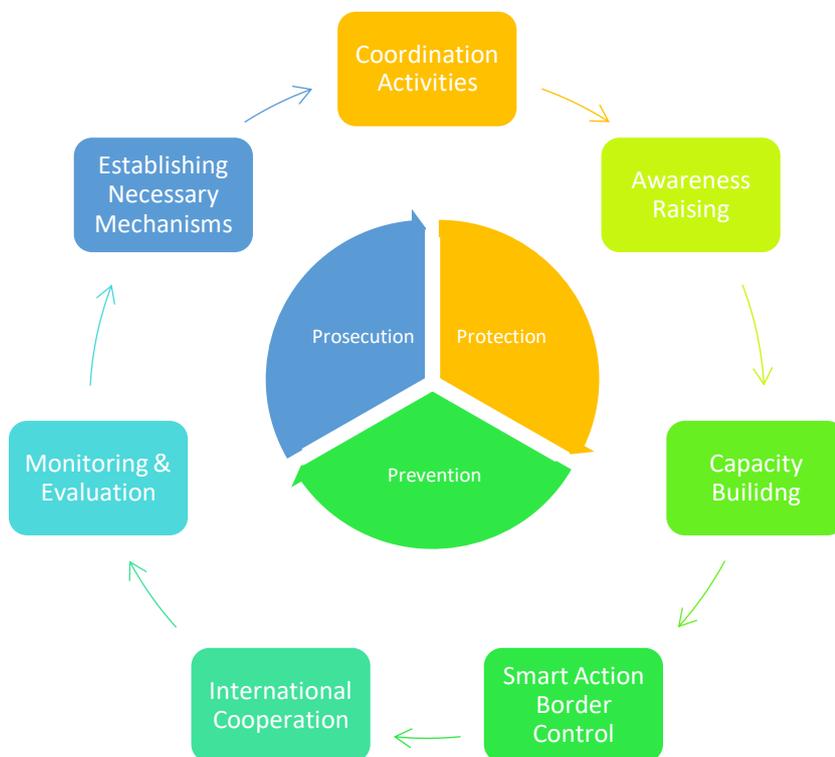
The target audience of National Action Plan are FIA, MOI, Pakistan police, Pakistan railway police (Law enforcement agencies), judiciary, civil society, media, legislators, victims and witnesses of Human Trafficking and Migrant Smuggling.

Goal of the Action Plan:

The overall goal of this plan is to combat human trafficking and migrants smuggling in Pakistan by strengthening capacities of key institutions through capacity building, awareness raising, coordination, gender and age disaggregated data management, establishment of necessary mechanisms and international cooperation. Government of Pakistan is committed to collaborate and strengthen its efforts with regional and international bodies along with governmental and non-governmental actors to combat Human Trafficking and Migrants Smuggling in Pakistan through FIA being the lead agency charged with combating HTMS.

Strategic Objectives of the Action Plan:

Identifying the challenges and eliminating the duplication of work was a prior step in preparation of this action plan. The priority actions described in this plan are divided into seven strategic objectives with several tactical actions concerning protection, prevention, prosecution and collaboration. Some of the tasks specified are continuous with period evaluation mechanisms while others are set for a specific period.



1. To develop and establish vital mechanisms to combat human trafficking and migrants smuggling in Pakistan effectively

- Developing the gender-sensitive and human rights-based national action plan which will outline a national framework with tiered responsible bodies.
- Developing systematic procedures to combat human trafficking and migrants smuggling.
- Role identification of various key stakeholders (core ministries and legislators, I/NGOs, donors, mainstream media, beneficiaries) engaged in the process of developing, implementing and reporting of NAP.
- Capacity assessment of the entities responsible for coordination, implementation, monitoring and reporting must be carried out in order to ensure efficient execution of the plan.
- Establishing referral mechanism to protect and assist victims of trafficking and vulnerable smuggled migrants in the long run.

2. To develop and strengthen cooperation among the relevant bodies in order to avoid duplication of work and utilize resources to share responsibilities

- Improvement of disaggregated data collection and sharing of Information and Intelligence, which is of pivotal importance in identifying potential victims of human trafficking and vulnerable smuggled migrants, as identification is considered one of the major challenges in combating human trafficking and migrants smuggling.

3. To educate the stakeholders on forced labor, irregular migration and trafficking, with activities addressing all phases of the trafficking and smuggling cycle.

Prevention of human trafficking and migrants smuggling in Pakistan is geared towards a proactive, gender-sensitive and a rights-based approach:

- Awareness-raising events for law enforcement agencies including FIA, Provincial Police, Railways Police, Frontier Constabulary etc., judiciary, migrant communities and general public so that potential victims of trafficking and vulnerable smuggled migrants can be identified.

(Awareness-raising activities may have a range of objectives, including: (a) discouraging migration that involves a risk of trafficking in persons; (b) promoting safe migration alternatives; (c) promoting reporting and self-reporting of trafficking cases to, for example, a hotline; and (d) promoting boycotts of products made by forced labour or “boycotts” of ethically made products; e) spotlighting harmful traditional practices in society and other human rights and gender issues that increase vulnerability to TIP and SOM . Each of these examples involves the target group not just acquiring awareness but also acting on it. Similar integrated awareness programs had been conducted in the past including community awareness sessions to sensitize community and police to human trafficking, and nation-wide campaign on HTMS in 2018-19).

- Following its capacity building in ethical reporting, engage mainstream media, that includes news channels, radio channels and newspapers in public awareness raising campaign on sensitivity for target groups, such as potential victims or vulnerable smuggled migrants and key institutional actors; including, legislators, policymakers, prosecutors, judges, police, labor inspectors, immigration officers and the vulnerable migrant community of Pakistan.

4. To build human resource capacity through various trainings to workplace enforcement agencies, judiciary and other frontline organizations to ensure identification of victims of trafficking and vulnerable smuggled migrants
 - Create and disseminate material, including integration of gender and human rights dimensions, elucidating HTMS and implementing a wide range of trainings and sensitization workshops for all actors including government and non-governmental organizations to assist in identification and providing necessary assistance.
5. To enhance our border control functions by developing e-border control system with the use of biometric identifiers

The measures in this plan will increase our knowledge and control over those who use our borders for irregular migration and other forms of immigration crimes:

- Enhancing border control functions such as the use of biometric identifiers and the development of e-borders will make it harder for traffickers to use our borders as transiting points and as well as entry points. *(The biometric capabilities will also enable us to identify undocumented migrant workers. It is important to identify victims and deter the traffickers and smugglers at the border. There are several actions in the department of Immigration, which are currently ongoing, and are more generally related to migration management while others will assist in combating human trafficking and migrants smuggling, and crimes related to migrants' workers. The new border control program is a key component aiming to deliver a modernized border control system which is fundamentally more effective, efficient and secure to meet future operating needs of the border management).*
6. To develop our relationship and strengthen our cooperation with the international community in order to combat TIP and SOM:
 - Signing and abiding by/adhering to relevant conventions and other treaties. *(Human trafficking and migrants smuggling are borderless crimes and it is vital to develop our relationship and strengthen our cooperation with the international community in order to combat this gruesome crime).*
 7. To ensure continuous monitoring, evaluation and learning of the mechanisms in place as well as update of the current plan for an effective and proactive system.
 - Gender and age disaggregated data collection and management
 - Periodic review and assessment of the action plan will be done by the designated officials and targeted actions would be reviewed and modified if found to be deficient.
 - Monitoring and Evaluation measures to be taken by reviewing all actions included in this plan and any possible proposals for improvement or new actions will be included to the plan after consideration.
 - As part of our continued work to combat trafficking, our emphasis will be upon developing robust system to minimize the risk of subsequent exploitation.

Overview of the Strategic Framework:

The above-mentioned strategic objectives have following outputs against which indicators are mentioned. These indicators will serve as reporting mechanism, answers of which will provide a clear picture of the situation as to where Pakistan stands in terms of trafficking in persons and smuggling of migrants. The outcomes are listed below under each objective.

Output	Indicator
Objective 1: To develop and establish vital mechanisms to combat human trafficking and migrants smuggling in Pakistan effectively	
Output 1.1: Coordination structure and mechanisms for responding to TIP and SOM in place and functional	<ul style="list-style-type: none"> • Coordination structure for national response to TIP and SOM in place and functional • # of TIP coordinating entities operating according to their roles and functions • # of women given representation in coordination structures
Output 1.2: Comprehensive support to and protection of victims/survivors and witnesses and other vulnerable TIP service providers.	<ul style="list-style-type: none"> • # of victims and vulnerable migrants supported by type of support, age and gender • # of victims and vulnerable migrants protected by age and gender • # of witnesses and service providers supported by type of support, age and gender • # of witnesses and service providers • SOPs developed assisting victims and survivors taking into account gender and in compliance with human rights
Output 1.3: Victims of TIP and SOM and offenders Identified	<ul style="list-style-type: none"> • # of victims and vulnerable migrants identified • # of offenders identified • # of stakeholder's utilizing SOPs
Output 1.4: Victims of TIP and SOM supported with care and support services	<ul style="list-style-type: none"> • # victims of TIP vulnerable smuggled migrants supported by gender, age and type of care and support service
Output 1.5: Conduct a national Gender and Human Rights in HTMS study	<ul style="list-style-type: none"> • A comprehensive analytical study produced to support evidence-based policy advocacy
Objective 2: To develop and strengthen cooperation among the relevant bodies in order to avoid duplication of work and utilize resources to share responsibilities	
Output 2.1: Improved management and coordination of gender-sensitive and human rights-based national response to TIP and SOM	<ul style="list-style-type: none"> • # of coordination gaps addressed • % of stakeholders expressing satisfaction with functioning of the TIP coordination structure and mechanisms
Objective 3: To educate the stakeholders on forced labor, irregular migration and trafficking, with activities addressing all phases of the trafficking and smuggling cycle	
Output 3.1: Increased awareness and knowledge of the crime of TIP and SOM	<ul style="list-style-type: none"> • % of targeted population who can mention forms of TIP and SOM • TIP and SOM • % of targeted population who can mention what to do when they suspect occurrence of TIP and SOM

	<ul style="list-style-type: none"> • % of targeted population who know where to go to report occurrence or suspected TIP and SOM • % of targeted population who acted when they became aware of suspected TIP and SOM <p>*target population to be representative, including women, children and youth, and migrants</p>
Output 3.2: Strengthened administrative system controls Strengthened	<ul style="list-style-type: none"> • % of general population, disaggregated by gender, age and location, expressing increased satisfaction in administrative and systems controls controlling TIP and SOM
Objective 4: To build human resource capacity through various trainings to workplace enforcement agencies, judiciary and other frontline organizations to ensure identification of victims of trafficking and vulnerable smuggled migrants	
Output 4.1: Capacity of service providers in care and support (rehabilitate, reunify, reintegrate and repatriate) of victims of TIP enhanced	<ul style="list-style-type: none"> • # service providers with capacity to provide care and support for victims of TIP and SOM • % of TIP victims and vulnerable migrants expressing satisfaction with care and support provided by service providers whose capacity has been strengthened
Output 2: Capacity building for effective investigation and prosecution of all TIP and SOM cases	<ul style="list-style-type: none"> • (#) of law enforcement officers with increased knowledge and practice in conducting TIP and SOM detections • (%) of women law enforcement officers with increased knowledge and practice in conducting TIP and SOM investigations • (#) of law enforcement officers with increased knowledge and practice in conducting TIP and SOM investigations • (#) of judiciary officers and prosecutors with increased knowledge and practice in prosecuting TIP and SOM cases • (#) of female judiciary officers and prosecutors with increased knowledge and practice in prosecuting TIP and SOM cases • Law enforcement institutions with systems and mechanisms to better handle and manage TIP and SOM investigations • Judiciary with systems and mechanisms to better able to handle TIP and SOM cases
Objective 5: To enhance our border control functions by developing e-border control system with the use of biometric identifiers	
Output 5.1: Controlled border movement	<ul style="list-style-type: none"> • Efficient monitoring of transiting points
Objective 6: To develop our relationship and strengthen our cooperation with the international community in order to combat TIP and SOM:	
Output 6.1: Effective and efficient implementation of the NAP	<ul style="list-style-type: none"> • Increase in the number of HTMS cases reported and dealt with • # of victims and witnesses provided relief

Output 6.2: Improved social footing	<ul style="list-style-type: none"> • Publication of Reports and online testimonials and presence
Objective 7: To ensure continuous monitoring, evaluation and learning of the mechanisms in place as well as update of the current plan for an effective and proactive system.	
Output 7.1: Quality and comprehensive TIP and SOM data collected	<ul style="list-style-type: none"> • Gender and age disaggregated data on TIP and SOM available and informing policy making and programming
Output 7.2 TIP and SOM data analyzed, disseminated and used for policy and decision making	<ul style="list-style-type: none"> • # of issues and lessons analyzed from TIP and SOM data • # of stakeholders using/accessing TIP and SOM data
Output 7.3: Record keeping of TIP cases effectively investigated and prosecuted	<ul style="list-style-type: none"> • # of investigations by gender, age and location of victims • # of prosecutions by gender, age and location of offender
Output 7.4: Effective investigations and prosecution of TIP and SOM Cases	<ul style="list-style-type: none"> • #of convictions by gender, age and location of victims
Output 7.5: Enhanced post remedy treatment of victims	<ul style="list-style-type: none"> • # of victims who have received compensation according to court ruling and determination (data segregated by gender, age and location) • # of offenders whose assets and property are confiscated and disposed

Responsibility and Implementation of the Action Plan:

Executing this action plan will be led by the Federal Investigation Agency through shared responsibility among all relevant stakeholders. Each party has the nodal responsibility to conclude the identified actions designated to them enlisted on this plan. Within the Federal Investigation Agency, the responsibility of implementation will lie upon the Immigration wing and ultimately Anti Human Smuggling Directorate of the Immigration wing. The Anti Human Smuggling directorate will coordinate with Anti Human Trafficking Circles nation-wide as well as provincial police departments and relevant stakeholders including, social services and Labor departments. Representation of government and nongovernmental organizations plays an essential role in implementing this action plan thus without the commitment and active involvement of all the actors we would be unable to achieve the primary goal of this action plan.

