UNODC
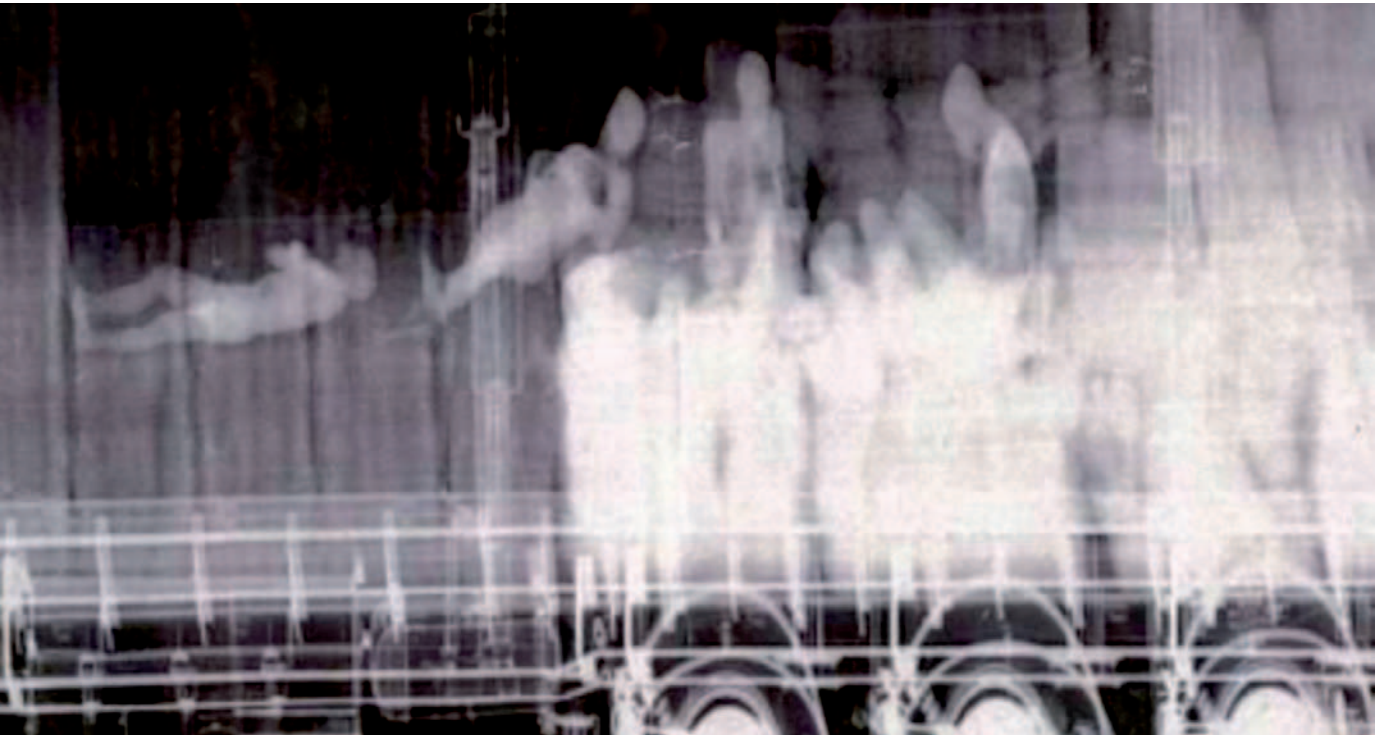United Nations Office on Drugs and Crime

Toolkit to Combat Smuggling of Migrants

Tool 9
Prevention of the
smuggling of migrants

9

Toolkit to Combat Smuggling of Migrants

Tool 9

Prevention of the smuggling of migrants

Contents

Overview

Tool 9, entitled "Prevention of the smuggling of migrants", provides an overview of actions to prevent the smuggling of migrants. The first five sections are divided as follows:

9.1 outlines the methods of prevention contained in the Smuggling of Migrants Protocol;

9.2 emphasizes the need to address the root causes of the smuggling of migrants as a necessary part of a comprehensive and long-term approach to preventing the phenomenon;

9.3 discusses the provision of regular migration;

9.4 showcases some creative approaches that have been formulated to respond to the smuggling of migrants;

9.5 discusses the measures required by the Smuggling of Migrants Protocol to secure and control documents.

The final five sections in the chapter are concerned with the role of awareness-raising as a means of preventing migrants falling into the hands of smugglers. These sections are divided as follows:

9.6 offers some examples of awareness-raising campaigns;

9.7 offers guidance on designing a communication strategy to raise awareness;

9.8 stresses the role that standardized data collection can play in strengthening response to the smuggling of migrants;

9.9 offers some guidance to journalists and media outlets in fulfilling their important role in preventing the smuggling of migrants;

9.10 highlights the important role of the police in reducing the crime of the smuggling of migrants by offering guidance on crime prevention publicity campaigns.

9.1 Methods of prevention in the Smuggling of Migrants Protocol

Law enforcement measures to combat the smuggling of migrants are addressed in Tool 6 and Tool 7. However, it must be understood that law enforcement measures alone cannot prevent the smuggling of migrants. Increased border control measures may have the result of diverting routes elsewhere, thereby increasing the likelihood of smugglers of migrants using more risky routes that may cause migrants to lose their lives.

If migrants are simply returned to where they came from without consideration for the wider issues involved in their decision to migrate, they may simply attempt another journey. There are important push and pull factors that cause a person to become a smuggled migrant and all must be addressed in order for the smuggling of migrants to be prevented.

By virtue of the Smuggling of Migrants Protocol, States parties are required:

- To strengthen border controls (article 11, paragraph 1)

- To adopt measures to require commercial transportation carriers to ascertain that all passengers have the required travel documents, and sanctions for failure to do so (article 11, paragraphs 3 and 4)

- To ensure that travel and identity documents are of such quality that they cannot be altered or misused (article 12, paragraph *(a)*)

- To ensure the security of travel documents so that they are not unlawfully issued (article 12, paragraph *(b)*)

- To provide or strengthen training to prevent the smuggling of migrants and ensure humane treatment of migrants who have been smuggled (article 14, paragraph 1)

- To provide or strengthen public information campaigns on the criminal nature and dangers of the smuggling of migrants (article 15, paragraphs 1 and 2)

- To promote or strengthen development programmes to combat the root causes of the smuggling of migrants (article 15, paragraph 3).

Recommended resources

Organized Crime Convention and Smuggling of Migrants Protocol

The texts of the United Nations Convention against Transnational Organized Crime and the Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime, are available from www.unodc.org.

United Nations. *Legislative Guides for the Implementation of the United Nations Convention against Transnational Organized Crime and the Protocols thereto (*Sales No. E.05.V.2).

The main purpose of the *Legislative Guides* is to assist States seeking to ratify or implement the United Nations Convention against Transnational Organized Crime and its supplementary Protocols. The *Guides* lay out the basic requirements of the Convention and the Protocols thereto, as well as the issues that each State party must address, while furnishing a range of options and examples that national drafters may wish to consider as they try to implement the Convention and its Protocols. The Guides have been drafted to accommodate different legal traditions and varying levels of institutional development and provide, where available, implementation options.

www.unodc.org/unodc/en/treaties/CTOC/legislative-guide.html

9.2 Addressing root causes of the smuggling of migrants

> **Smuggling of Migrants Protocol**
>
> **Article 15, paragraph 3**
>
> 3. Each State Party shall promote or strengthen, as appropriate, development programmes and cooperation at the national, regional and international levels, taking into account the socio-economic realities of migration and paying special attention to economically and socially depressed areas, in order to combat the root socio-economic causes of the smuggling of migrants, such as poverty and underdevelopment.

For more information on the root causes of migration, see Tool 1.2.

From a criminal justice perspective, the challenge is to dismantle networks involved in the smuggling of migrants and address the conditions in which they can flourish, while protecting the rights of smuggled migrants. Unless the organized criminal groups that smuggle migrants are dismantled, smugglers of migrants will continue to operate and will quickly adapt their methods and routes to changing circumstances such as improved border controls or changes in visa regimes. Similarly, efforts that are focused primarily on strengthening border controls often lead to an increase in demand for assistance in entering countries illegally. This high-lights a key need to complement border controls by increasing law enforcement efforts to dismantle networks involved in the smuggling of migrants in countries of origin and in transit countries and by enhancing international law enforcement cooperation between countries of destination, transit countries and countries of origin.

Recognizing that a root cause of the smuggling of migrants is the desire of people to migrate away from conditions such as poverty or oppression in search of better lives, article 15, paragraph 3, of the Smuggling of Migrants Protocol requires the promotion or strengthening of development programmes and cooperation to address the socio-economic causes of the smug-gling of migrants.

Many people risk their lives to migrate when there are few opportunities in their homeland. This signals that development programmes to support countries of origin are a necessary part of a long-term approach to stopping the smuggling of migrants. In the short and medium term, migration should be managed in a way that supports this long-term goal.

Effective and complementary approaches to migration and development can mean that migra-tion policies have positive impacts on development, and vice versa. Significant gains in human development can be achieved by lowering barriers to movement and improving the treatment of those who move, to the benefit of migrants, communities and countries.

Migration policy reform may include opening up existing entry channels so that more people can emigrate; ensuring basic rights for migrants; lowering the cost of migration; finding solutions that benefit both destination communities and the migrants they receive; making it easier for people to move within their own countries; and including migration in national development strategies—all have important and complementary contributions to make to human development.

Source: United Nations Development Programme. *Human Development Report 2009. Overcoming barriers: Human mobility and Development*. New York, 2009. Available from http://hdr.undp.org/en/reports/global/hdr2009/.

Reducing supply and demand

There are many push and pull factors driving the smuggling of migrants. While these remain, so will the smuggling of migrants. Approaches are needed to reduce supply and demand for smuggling services.

Supply reduction: focusing on the smugglers

Some potential strategies to reduce the availability of services related to the smuggling of migrants include:

- Maintenance of interdiction efforts: these result in the prosecution and imprisonment of some smugglers of migrants, including high-level organizers. Low development can mean that people are lured into criminal smuggling groups. Prosecuting the people at the lower levels of such groups is a start, but there are many more people who can step into their roles. Key to combating the smuggling of migrants is dismantling the smuggling networks and bringing their organizers to justice

- Harsher penalties for smugglers of migrants as a deterrent effect

- Disruption of onshore and offshore syndicates: this is best achieved by targeting the higher-level organizers of the syndicates, yet this is also the most difficult task for law enforcers. The increasing fluidity of networks means that the structure will not crumble just because law enforcers intercept a key player. Breaking the networks will remain an ongoing task

- Increasing international cooperation for successful action against offshore criminals

Demand reduction: focusing on the migrants in countries of origin and people in destination countries seeking cheap labour

Firstly, it is necessary to understand the many factors that drive people to seek to migrate:

- Push factors include poverty, lack of opportunities, persecution or civil unrest, and ecological degradation in source countries

- Pull factors include greater perceived economic opportunity, lifestyle, and political stability in countries of destination

If people cannot migrate legally, and if they are determined or desperate enough, they will pay a people smuggler. The above push and pull factors are strong motivators, and their endemic nature in certain countries and regions of the world means that they are difficult to combat. However, some initiatives have tried to redress these factors. For instance, there

have been numerous programmes to provide aid to source countries to address some of the root causes of illegal migration. These have included aid to facilitate economic development and provision of training and education in local communities to reduce disadvantages.

Source: Tailby, Rebecca. *People Smuggling: Recent Trends and Changing Responses.* Paper presented at the 4th National Outlook Symposium on Crime in Australia, New Crimes or New Responses. Canberra: Australian Institute of Criminology, 2001. Available from www.aic.gov.au/events/aic%20upcoming%20events/2001/~/media/conferences/outlook4/tailby.ashx.

Promising practice

Emigration of Fijians to highly skilled jobs in Australia

There is a range of evidence about the positive impacts of migration on human development through, for example, increased household income and improved access to education and health services. There is further evidence that migration can empower traditionally disadvantaged groups, in particular women. At the same time, risks to human development are also present where migration is a reaction to threats and denial of choice, and where regular opportunities for movement are constrained.

One example of the positive impact of migration opportunities on human development is the emigration of Fijians to highly skilled jobs in Australia. This has had the effect of providing incentives to pursue higher education in Fiji.

Source: United Nations Development Programme. *Human Development Report 2009. Overcoming barriers: Human mobility and Development.* New York, 2009. Available from http://hdr.undp.org/en/reports/global/hdr2009.

Recommended resources

Commission of the European Communities. *Migration and development: some concrete orientations.* Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. Brussels, 1 September 2005. COM(2005) 390.

The Commission has put forward some new initiatives to improve the impact of migration on development. It has developed a package of practical measures based on various themes, namely:

- Making remittances easier
- Enhancing the role of diasporas in the member States as actors of home country development
- Encouraging circular migration and return to the country of origin
- Mitigating the adverse effects of brain drain

To read the complete Communication, visit http://europa.eu/legislation_summaries/development/sectoral_development_policies/l14166_en.htm

European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex), Risk Analysis Unit. *The impact of the global economic crisis on illegal migration to the EU*. Warsaw, 2009.

www.frontex.europa.eu/gfx/frontex/files/justyna/frontex_raport.pdf

High-Level Dialogue on Migration and Development

A High-Level Dialogue on International Migration and Development took place in New York on 14 and 15 September 2006 during the sixty-first session of the General Assembly. The purpose of the High-Level Dialogue was discussing the multidimensional aspects of international migration and development in order to identify appropriate ways and means to maximize its development benefits and minimize its negative impacts. Additionally, the High-Level Dialogue focused on policy issues, including the challenge of achieving internationally agreed development goals, including the Millennium Development Goals.

More information about the High-Level Dialogue is available at www.un.org/esa/population/migration/hld/index.html

Migration Policy Institute. *The Global Remittances Guide.*

Remittances are one of the most tangible links between migration and development. Officially recorded remittance flows totalled over 280 billion United States dollars worldwide in 2006; nearly three quarters were sent to developing countries. In 22 countries, remittances were equal to more than 10 per cent of gross domestic product (GDP) in 2006; in six countries they were equal to more than 20 per cent of GDP.

The *Global Remittances Guide* shows worldwide remittance trends and patterns in terms of the volume and share of GDP.

www.migrationinformation.org/DataHub/remittances.cfm

Agunias, Dovelyn, ed. *Closing the Distance: How Governments Strengthen Ties with Their Diasporas*. Washington, D.C.: Migration Policy Institute, 2009.

This book explores how Governments of developing countries have institutionalized ties with emigrants and their descendents. It provides information on 45 diaspora-engaging institutions in 30 developing countries, exploring their activities and objectives. It also provides important practitioner insights from Mali, Mexico and the Philippines.

Agunias, Dovelyn, and Newland, Kathleen. *How can circular migration and sustainable return serve as development tools?* Background paper for the Global Forum on Migration and Development. Washington, D.C.: Migration Policy Institute, 2007. Available from www.migrationpolicy.org/research/MPI-GlobalForum_circularmigration.pdf.

Newland, Kathleen. *Can migrants, countries of origin and countries of destination all win from circular migration?* Paper prepared for the Civil Society Day of the Global Forum

on Migration and Development. Washington, D.C.: Migration Policy Institute, 2007. Available from www.migrationpolicy.org/research/MPI-GlobalForum_circularmigration_ CivilSocietyDay.pdf.

Newland, Kathleen, and others. *Learning by Doing: Experiences of Circular Migration, Insight, Program on Migrants, Migration, and Development.* Washington, D.C.: Migration Policy Institute, 2008. Available from www.migrationpolicy.org/pubs/Insight-IGC-Sept08.pdf.

Increasingly, policymakers are considering whether circular migration could improve the likelihood that global mobility gains will be shared by countries of origin and destination for migration, as well as by migrants themselves. This paper examines the record of circular migration, both where it has arisen naturally and where Governments have taken action to encourage it.

Ratha, Dilip. *Leveraging Remittances for Development*, Policy Brief, Program on Migrants, Migration, and Development. Washington, D.C.: Migration Policy Institute, 2007. Available from www.migrationpolicy.org/pubs/MigDevPB_062507.pdf.

In 2006, recorded remittances sent home by migrants from developing countries reached $206 billion, more than double the level in 2001. The true scale of remittances, including unrecorded flows through formal and informal channels, is believed to be even larger. The paper looks at the growing importance of remittances and their impact on development and lays out a four-part international remittances agenda that includes monitoring, analysis and projection; retail payment systems; financial access of individuals or households; and leveraging remittances for capital market access by financial institutions or countries.

9.3 Providing alternatives: regular migration

Alternatives to irregular migration include the provision not only of opportunities to remain at home, but also of opportunities to migrate legally. Several models for this have been offered. It must be stressed that providing legal migration opportunities is not intended in place of approaches aimed at combating the smuggling of migrants, but as a part of a cohesive approach that aims to address the root causes of the smuggling of migrants, protect individuals and communities in countries of origin, transit countries and countries of destination, and bring smugglers of migrants to justice.

Promising practices

Commission of the European Communities. *Policy plan on legal migration.* Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. Brussels, 21 December 2005. COM(2005) 669.

The Commission proposes a series of legislative and operational initiatives on legal migration, in four complementary policy areas. Most notably, it recommends drawing up a framework directive to safeguard the rights of all third-country nationals in legal employment. It also plans four complementary directives to cover the entry and residence of certain categories of third-country nationals, namely highly qualified workers, seasonal workers, intra-corporate transferees and remunerated trainees.

To read the complete Communication, visit http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_immigration/l14507_en.htm.

EURES: the European Employment and Job Mobility Network

EURES contributes to creating a European labour market accessible to all through the international, interregional and cross-border exchange of job vacancies and applications and the exchange of information on living conditions and the gaining of qualifications.

http://europa.eu/legislation_summaries/employment_and_social_policy/community_employment_policies/c10527_en.htm

Regional Conference on Refugee Protection and International Migration in West Africa. Dakar, 13 and 14 November 2008

Enhancing legal migration: alternatives to dangerous irregular migration?

In recent years, irregular migration from West Africa has increased substantially and has become a major challenge for West African States. At the Regional Conference, it was generally accepted that the negative image of migrants, and of irregular migrants in particular, often leads to

negative perceptions and diminishing public and political support for both refugee protection and immigration policies. Combating stigma against irregular migrants in public discourse was therefore seen as an important element.

Legal migration within the Economic Community of West African States

Noting that increased legal labour migration opportunities could assist in diminishing irregular migration, participants discussed the expansion of such opportunities in and outside West Africa, particularly through increased use of existing regional frameworks and processes such as the free movement protocols of the European Community of West African States (ECOWAS). It was generally agreed that the ECOWAS framework provides a range of possibilities for secure and legal regional migration that respects human rights and that these possibilities have not been sufficiently explored and need to be promoted.

Legal migration outside the ECOWAS region

Migration from West Africa to North Africa and Europe was also discussed and participants agreed on the need to foster and nurture mutually respectful and collaborative partnerships in order to share responsibilities between countries involved in or affected by migratory movements. While stressing the need for a common and coherent ECOWAS policy with regard to the European Union (EU), participants urged the promotion of bilateral labour migration agreements and memorandums of understanding in order to facilitate lawful migration between West African countries and EU member States.

Participants mentioned, as an example of good practice, the EU-funded regional migration information centre in Mali (CIGEM) and the migration information centre in Cape Verde (CAMPO).

Conclusions of the Regional Conference

The conclusions of the Regional Conference read as follows:

- ECOWAS member States should harmonize their national migration legislations and policies.
- ECOWAS institutions should develop mechanisms to facilitate the recognition of the diplomas and qualifications of labour migrants in all ECOWAS member States.
- National structures involved in legal migration issues should reinforce their coordination and information-sharing mechanisms. Relationships with actors such as trade unions and chambers of commerce in countries of origin and countries of destination should be expanded, with a view to ensuring equality of treatment between migrant workers and citizens.
- Dialogue and cooperation between countries of origin, transit and destination should be strengthened, and bilateral agreements be promoted in order to facilitate legal migration.
- ECOWAS member States, with the support of relevant actors, should establish migration information centres to inform migrants about legal migration opportunities as well as working and living conditions in countries of destination.
- ECOWAS member States should take the necessary steps to prevent brain drain in countries of origin and ensure that low-skilled workers benefit from legal labour migration schemes.

- ECOWAS member States should involve social partners, civil society organizations and other key actors (such as mothers and local witch doctors) in the design and implementation of intraregional labour migration policies.

For further information on the Regional Conference and its outcomes, visit www.unhcr.org/4a27be466.html

Temporary work visas in Spain

In 2007, the Governments of Senegal and Spain developed a programme under which legal passage and a one-year work permit was granted to selected people from Senegal, in a bid to deter them from risking their lives at sea.

Burnett, Victoria. To curb illegal migration, Spain offers a legal route. *The New York Times*, 11 August 2007. Available from www.nytimes.com/2007/08/11/world/europe/11spain.html?_r=1&fta=y.

For further information, visit www.workpermit.com/news/2006_10_11/eu/spain_senegal_promote_migration_policy.htm

Recommended resources

United Nations Development Programme. *Human Development Report 2009*.

"Overcoming barriers: Human mobility and Development". New York, 2009.

In its recent human development report on human mobility and development, the United Nations Development Programme (UNDP) recommends:

Expanding schemes for seasonal work in sectors such as agriculture and tourism. Such schemes have already proved successful in various countries. Good practice suggests that this intervention should involve unions and employers, together with the Governments of destination and source countries, particularly in designing and implementing basic wage guarantees, health and safety standards and provisions for repeat visits.

Increasing the number of visas for low-skilled people, making this conditional on local demand. Experience suggests that good practices here include: ensuring immigrants have the right to change employers (known as employer portability), offering immigrants the right to apply to extend their stay and outlining pathways to eventual permanent residence, making provisions that facilitate return trips during the visa period and allowing the transfer of accumulated social security benefits.

http://hdr.undp.org/en/reports/global/hdr2009/

International Labour Office, International Organization for Migration and Organization for Security and Co-operation in Europe. *Handbook on Establishing Effective Labour Migration Policies in Countries of Origin and Destination*. Geneva, 2006.

The aim of the *Handbook* is to assist States in their efforts to develop new policy approaches, solutions and practical measures for better management of labour migration in countries of origin and destination.

It was prepared primarily for use by decision makers and practitioners in the member States of the Organization for Security and Co-operation in Europe (OSCE) and countries served by the International Organization for Migration (IOM) and International Labour Organization (ILO). It analyses effective policies and practices and draws upon examples from participating OSCE member States as well as other countries that have considerable experience in this field.

Available at www.osce.org/publications/eea/2006/05/19187_620_en.pdf.

Southern Africa Migration Group

One of the critical challenges facing Africa is how to harness the potential of internal and international migration in the interests of development. The Southern African Migration Programme (SAMP) is an international network of organizations that was founded in 1996 to promote awareness of links between migration and development in the Southern African Development Community. SAMP conducts applied research on migration and development issues, provides policy advice and expertise, offers training in migration policy and management, and conducts public education campaigns on migration-related issues.

www.queensu.ca/samp

Demetrios G. Papademetriou. *The Global Struggle with Illegal Migration: No End in Sight,* 1 September 2005. Available from www.migrationinformation.org/Usfocus/display.cfm?ID=336.

For the integrated approach that is needed to respond to challenges of irregular migration:

- Governments can widen and deepen legal immigration channels
- Governments can systemically and regularly review internal controls with an eye to reducing opportunities for unauthorized immigrants to gain footholds
- Governments can entice irregular immigrants to make themselves known to authorities
- A state's border control stance can be reviewed frequently with an eye to continuing only investments that make sense and see results

9.4 Creative approaches to combating the smuggling of migrants

Complicated problems often require innovative solutions. In March 2006, the International Centre for Migration Policy Development (ICMPD) convened an international workshop in Vienna, calling for papers on new, alternative and innovative approaches to the management of migration. Below is a selection of some of the 11 innovative approaches put forward at the workshop.

Temporary migration programmes

Highlighting the potential of temporary migration programmes, this approach identifies prerequisites that need to be in place to improve their effectiveness:

- Clear guidelines on the length of contracts
- Accurate information to potential migrants on the terms of their temporary migration
- Equal treatment in the labour market
- Job protection for nationals
- Regulation of recruitment agents
- Rigid inspections and employer sanctions
- Portable pensions and savings schemes to enable returns

Temporary employment migration with enhanced options for return migrants

Here, a system of temporary employment migration is proposed, with enhanced options for return migrants to become economically active in their countries of origin. This system involves admission of temporary workers from selected developing countries for up to seven years, complemented by free education and occupational training and a financial return incentive. This would be capital accumulated over the working period in the host country through social security savings, pension savings and a share of development aid money.

Additionally, there would be schemes for facilitating the investment of the return premium through, for instance, business start-up training, tax breaks and microcredit schemes.

New forms of mobility and circular migration as positive factors for co-development

Here it is argued that new forms of mobility and circular migration can be positive factors for co-development. This approach proposes that investment in the community and migrant networks enhances the ability for migrants to become development agents. Capacity-building and training can help to identify migrants who can make a positive difference. Institutions in home countries must be strengthened to make the most of the skills of returning migrants.

Open borders, coupled with an internal control system of close monitoring

The argument for this approach is that stronger control of external borders has failed to prevent unwanted migration and has resulted in several negative consequences for migrants who are forced to overcome such barriers (for example, turning to smugglers). It is argued that borders should be opened and monitoring should be increased so that exclusion would only apply where there are strong reasons for it (such as security). This, it is argued, would reduce the demand for smuggling of migrants.

Undercutting smugglers by selling legal entry permits

One of the innovative approaches to combating the smuggling of migrants acknowledges that it has evolved into a sophisticated service industry that should be undercut. The suggestion here is that Governments should sell temporary visas to the people usually targeted by smugglers of migrants and the visas should be priced to compete with the rates of those smugglers. One-third of the visa fee could then be returned to immigrants when they departed the country, another third would go to selected development programmes in the country of origin, and the other third would be used to contribute to social security schemes in the country of destination. Holders of temporary visas would be free to purchase another one if they did not break the rules of the previous one, which would provide an incentive not to overstay.

Source: Jandl, Michael. Innovative concepts for alternative migration policies, IMISCOE Policy Brief, No. 1. Amsterdam: IMISCOE, 2006. Available from www.imiscoe.org/publications/policybriefs/documents/PB1-Jandl.pdf.

Recommended resources

International Centre for Migration Policy Development. *Innovative Concepts for Alternative Migration Policies: Conference Report on the ICMPD/IMISCOE Workshop, Vienna 24-25 March 2006. Vienna, 2006.*

www.imiscoe.org/publications/workingpapers/documents/ICMPD_Conference_Report_2006_04_26.pdf

Heckmann, Friedrich. *Towards a better understanding of human smuggling,* IMISCOE Policy Brief, No. 5. Amsterdam: IMISCOE, 2007. Available from www.imiscoe.org/publications/policybriefs/documents/PB5-Heckman.pdf.

This policy brief reports on some key results of an IMISCOE study into the phenomenon of smuggling of migrants. Unique data was collected that enabled the researchers to gain more insight into trends in smuggling and smuggling processes. This policy brief gives insight into the results by focusing on the process of the smuggling of migrants and presents key factors in combating both the phenomenon and the dramatically increasing death toll of smuggled migrants.

Jandl, Michael, ed. *Innovative Concepts for Alternative Migration Policies: Ten Innovative Approaches to the Challenges of Migration in the 21st Century.* Amsterdam: Amsterdam University Press, 2007.

The participants of the 2006 ICMPD workshop were asked to produce brief overviews of their innovative policy concepts, which would then be subjected to close scrutiny and criticism by their colleagues and migration policymakers during the two-day workshop sessions.

Using the critique and suggestions raised at the workshop, the authors were asked to revise and refine their papers once again before the full publication was submitted to the IMISCOE Editorial Committee for quality review. This publication is one of the main outcomes of the exercise.

Jandl, Michael. *Innovative concepts for alternative migration policies,* IMISCOE Policy Brief, No. 1. Amsterdam: IMISCOE, 2006. Available from www.imiscoe.org/publications/policybriefs/documents/PB1-Jandl.pdf.

This policy brief is directed at researchers and policymakers at all levels. It is divided into two parts: the first identifies common themes and principles in the design of alternative migration policies that run across the proposals presented at the ICMPD workshop held in Vienna in 2006, and the second part provides a short overview of the cutting-edge ideas presented by the participants.

Kolb, Holger. *Entrance fees for migrants: A fair and efficient proposal for immigration policy reform,* IMISCOE Policy Brief, No. 11. Amsterdam: IMISCOE, 2008. Available from www.imiscoe.org/publications/policybriefs/documents/PB11-Entrancefeesformigrants-Kolb.pdf.

This policy brief proposes a fee-based entrance system to control migration flows. By integrating economic and migration theory, the proposal observes that current migration policies are unfair and inefficient. A fee-based entrance system could control migration flows while satisfying labour market demands, meeting States' requirements and respecting human rights.

Van Liempt, Ilse. *Inside perspectives on the process of human smuggling,* IMISCOE Policy Brief, No. 3. Amsterdam: IMISCOE, 2007. Available from www.imiscoe.org/publications/policybriefs/documents/PB3-Liempt.pdf.

This policy brief is of interest to policymakers who deal with irregular migration and asylum. The brief presents an alternative perspective from which to take into account social perceptions of the smuggling of migrants, to pay more attention to diversity within the processes of the smuggling of migrants and to accommodate the complex stories that are part of the process of the smuggling of migrants.

9.5 Measures relating to security and control of documents

For information on cooperation with respect to travel and identity documents, see Tools 6.13 and 7.13.

Smuggling of Migrants Protocol

Article 12

Each State Party shall take such measures as may be necessary, within available means:

(a) To ensure that travel or identity documents issued by it are of such quality that they cannot easily be misused and cannot readily be falsified or unlawfully altered, replicated or issued; and

(b) To ensure the integrity and security of travel or identity documents issued by or on behalf of the State Party and to prevent their unlawful creation, issuance and use.

Article 12 requires States parties to issue travel documents that are difficult to falsify or obtain improperly and article 13 seeks to decrease the risk of misuse and increase the probability of detection of fraudulent documents by requiring States parties to verify within a reasonable time whether a document purporting to have been issued by them is genuine and valid or not.

Use of falsified travel documents in the context of the smuggling of migrants

Improved management of external borders has led to the increased use of falsified documents. The production or procurement of falsified documents is an illicit market where organized criminal groups involved in the facilitation of illegal immigration can make an extra profit. Travel document falsifications range from alterations of personal data and substitution of photos to sophisticated and high-quality reproductions of entire documents.

Although travel documents, such as passports, national identification cards, visas and residence or work permits, are the most commonly falsified travel documents, a number of other documents are targeted by organized criminal groups. Documents needed to support a bogus application for a business or student visa are frequently falsified. These documents may include registrations for a school or study programme, supporting letters from an employer or an invitation from a company within the destination country or region.

Other documentation, such as seaman books and joining letters from shipping companies and the merchant navy, is also used to allow illegal immigrants to enter or transit the EU without visas.

Source: UNODC

Legislative considerations

Article 12 of the Protocol requires measures to ensure the adequacy of the quality and integrity and security of documents such as passports. This includes such measures as technical elements to make documents more difficult to falsify, forge or alter; and administrative and security elements to protect the production and issuance process against corruption, theft or other means of diverting documents. These do not entail direct legislative obligations, except possibly to the extent that the formats of documents such as passports are prescribed by legislation that would have to be amended to raise standards or legally designate the enhanced versions as formally valid documents. Indirectly, additional supplementary offences to deal with theft, falsification and other misconduct in relation to travel or identity documents could be considered if more general offences do not already apply.

The establishment of specific formats or the setting or amendment of technical standards for the production of documents such as passports may be a legislative matter in some States. In such cases, legislators will generally need to consult technical experts, either domestically or in other States parties, to determine what basic standards are feasible and how they should be formulated.

Understanding technologies such as biometrics and the use of documents containing electronically stored information, for example, will be essential to the drafting of legal standards requiring the use of such technologies. Implementing the requirement to verify travel or identity documents will generally not require legislation, since virtually all States already do this on request, but may require resources or administrative changes to permit the process to be completed in the relatively short time frames envisaged by the Protocol.

Technology to secure and control documents

Several kinds of technology that are new or in the process of being developed offer considerable potential for the creation of documents that identify individuals in a unique manner, can be rapidly and accurately read by machines and are difficult to falsify because they rely on information stored in a database out of the reach of offenders, rather than relying on information provided in the document itself. One concern raised during the negotiation of article 12 of the Smuggling of Migrants Protocol was the cost and technical problems likely to be encountered by developing countries seeking to implement such systems.

The development of systems and technologies that minimize the amount of sophisticated maintenance and high-technology infrastructure needed to support and maintain such systems will be critical to the success of their deployment in developing countries and, in some cases, the technical assistance to be provided pursuant to article 30 of the Organized Crime Convention.

Promising practices

Airline Liaison Officers network, Australia

The Airline Liaison Officers (ALO) network is an important part of the strategy in place to secure Australia's borders. ALOs are specialist document examiners who work closely with airline, immigration and airport staff at major overseas airports to prevent travel to Australia by potentially inadmissible passengers and to facilitate the travel of genuine passengers.

ALOs assist airline and airport staff to check for irregularities in passengers' documents. They also provide training to host nation immigration authorities and airline and airport security staff on Australia's entry requirements. Although airlines decide whether to allow passengers to board their intended flight, these decisions are often made following ALO advice regarding the authenticity of passengers' travel documents.

By maintaining a visible presence at international airports, ALOs act as a deterrent to smugglers of migrants and passengers who are inadequately documented. As part of their work to combat the smuggling of migrants and illegal migration, ALOs and their counterparts from other Governments participate in short, multinational exercises at airports overseas. Their aim is to prevent travel by passengers whose documents contain irregularities.

The ALO programme is a flexible initiative generally involving placements of officers for three to six months. Besides maintaining a number of formal placements, the ALO programme has the capacity to respond at short notice, sending officers to undertake traditional or modified ALO duties for a brief period in areas of concern.

www.immi.gov.au/managing-australias-borders/border-security/illegal-entry/combat.htm

False and Authentic Documents system, European Union

The False and Authentic Documents (FADO) system makes it possible to quickly verify documents and allows relevant law enforcement or immigration authorities in other participating countries to be notified immediately when misuse of a document or use of a fraudulent document is detected.

http://ec.europa.eu/justice_home/fsj/freetravel/documents/fsj_freetravel_documents_en.htm

Recommended resources

Bali Process Workshop on Enabling Electronic Authentication of Travel Document Information, Wellington, 20 to 22 August 2007

This Bali Process workshop aimed to provide participants with detailed information on systems such as the Asia-Pacific Economic Cooperation (APEC) Regional Movement Alert System and the International Criminal Police Organization (INTERPOL) Stolen and Lost Travel Documents database. The workshop also aimed to provide detailed information on memorandums of understanding and legal frameworks for linking border management and passport information systems domestically and internationally.

Documents, presentations and reports from the workshop are available at www.baliprocess.net/index.asp?pageID=2145832562.

International Organization for Migration. *Passport Examination Procedure Manual.* Geneva, 2009.

The *Passport Examination Procedure Manual* has been translated into six languages and is being used by relevant ministries and agencies around the globe. The *Manual* addresses travel document/passport examination procedure in a logical order, providing practical information on every step of the examination process. The book is divided into nine sections: the first eight sections represent each of the eight steps of the examination process and the last section is a glossary of security features. The book describes a generic procedure, with each of its eight steps linked to the letters of the acronym FALSEDOC to make them easy to remember. This procedure, when applied in real time, would take anywhere between 30 seconds and five minutes. At every step of the procedure, the manual anticipates questions and provides answers and advice.

The *Manual* is a training and reference tool for operational personnel, providing officers with guidance and direction to enable them to better screen travel identity documents and identify fraudulent documents more consistently and with greater confidence.

Even though this book will assist operational personnel in the process of identifying fraudulent documents, it is not designed to replace specialized personnel who are experts in the field of forensic document examination; hence it does not provide the in-depth forensic knowledge that would be required to prepare statements of evidence or other specialized information reports.

For more information, visit www.iom.int.

INTERPOL databases

INTERPOL provides all its member States with instant access to a wide range of criminal information through a variety of databases. This enables the global law enforcement community to connect seemingly unrelated pieces of data, thereby facilitating investigations and enhancing international police cooperation. The databases share the following features:

- Accessible through the I-24/7 secure police communications system
- Compliant with international standards
- Legally founded
- Technologically advanced
- Embedded with security features
- Flexible and can be customized

The I-24/7 Gateway to international police data provides access to INTERPOL databases through the I-24/7 Dashboard, a restricted-access Internet portal.

The Stolen and Lost Travel Documents database holds information on more than 16.7 million travel documents reported lost or stolen by 145 countries. This database enables

INTERPOL and other authorized law enforcement entities (such as immigration and border control officers) to ascertain the validity of a suspect travel document in seconds.

For more information about INTERPOL, visit www.interpol.int.

9.6 Raising awareness among potential smuggled migrants

> **Smuggling of Migrants Protocol**
>
> **Article 15**
>
> 1. Each State Party shall take measures to ensure that it provides or strengthens information programmes to increase public awareness of the fact that the conduct set forth in article 6 of this Protocol is a criminal activity frequently perpetrated by organized criminal groups for profit and that it poses serious risks to the migrants concerned.
>
> 2. In accordance with article 31 of the Convention, States Parties shall cooperate in the field of public information for the purpose of preventing potential migrants from falling victim to organized criminal groups.

Paragraphs 1 and 2 of article 15 of the Protocol seek to target potential migrants and others involved in the smuggling of migrants using public information.

The drafters of this article sought to require measures to increase public awareness of the nature of the smuggling of migrants and the fact it involves organized criminal groups.

In addition to other awareness-raising measures, public information campaigns about the legislation used to establish the offences set forth in the Protocol and elements of the Convention in national law could be applied. This would serve to emphasize that the smuggling of migrants is a serious criminal activity, often harmful to the migrants themselves and with broader implications for community crime levels. Legislation in other areas may form a part of wider development programmes that include, for instance, legislative reforms to address problems of corruption and include elements of the rule of law that help to stabilize social and economic conditions.

Awareness-raising measures

As well as informing people vulnerable to being smuggled that the smuggling of migrants is a crime often committed by dangerous organized criminal groups, awareness should be raised of the risks posed by being smuggled, including the risk of dying or falling victim to trafficking in persons. Public information campaigns should also address basic human rights standards; and holistic approaches to awareness-raising should also seek to raise peoples' awareness of legal channels of migration.

Campaigns should be formulated in ways that will be understood by their target audience, using materials in appropriate language that are adapted and relevant to the people they are aimed at.

Awareness-raising campaigns can save lives and prevent people falling victim to serious crimes. Effective awareness-raising campaigns are often simple but creative. For instance, warning signs can be placed in multiple languages along well-known and popular smuggling routes and trails in land border areas to warn migrants of the dangers that lie ahead.

Public service announcements can be broadcast in appropriate languages in countries of origin to warn potential smuggled migrants of the dangers of being smuggled into specific countries.

Promising practices

Some initiatives that have tried to raise awareness about the dangers of the smuggling of migrants are described below.

Office of the United Nations High Commissioner for Refugees warns migrants against crossing the Gulf of Aden

The Office of the United Nations High Commissioner for Refugees (UNHCR) has led an advocacy campaign in Somalia to warn potential Somali and Ethiopian migrants about the dangers of crossing into Yemen. The campaign has taken place in Puntland and south-central Somalia, and has been extended to Ethiopia by IOM and UNHCR.

The campaign's three main messages are as follows:

- Crossing the Gulf of Aden is extremely dangerous
- Asylum-seekers are entitled to claim asylum in Puntland, where UNHCR offers support and protection
- Migrants have rights and should be treated with dignity

The campaign has made use of various media to get its messages across:

- In Puntland, 10,000 leaflets to be distributed through local non-governmental organizations were printed in Somali and three Ethiopian languages (Oromo, Amharic and Tigryna). Radio spots were also broadcast in Puntland
- In south-central Somalia, 5,000 leaflets were printed in Somali and distributed by UNHCR staff in Mogadishu and in Afgooye, where 300,000 internally displaced persons were living after fleeing violence in the capital. A full radio programme, including spots, interviews and a play, was broadcast on Radio Somaliweyn in Mogadishu

www.unhcr.org/487b44f92.html

Support to Migration Policy Development and Relevant Capacity Building in Armenia

This programme to support migration policy development and relevant capacity-building in Armenia aims at raising awareness among Armenians of the problems resulting from irregular migration, the opportunities available in Armenia and the assistance offered by the State.

More information is available at www.backtoarmenia.am.

Rebecca Blackwell. "Spain fights migration via Senegal ads." *USA Today*, 28 September 2007.

In 2007, a publicity campaign developed by the Senegalese authorities and IOM, in conjunction with a local advertising agency, produced radio and television commercials in Senegal's main language, Wolof.

The campaign, funded by the Government of Spain, involved popular Senegalese singer Youssou N'Dour, who told the audience "Don't risk your life for nothing. You are the future of Africa."

Also part of the campaign were full-page newspaper advertisements showing a boat overloaded with migrants and, below it, a wrecked empty vessel half-buried on the beach.

Recommended resource

United Nations Office on Drugs and Crime.

Affected for Life. Vienna, October 2009. Film.

This training film uses the testimonies of survivors of trafficking in persons from all over the world and reveals the hidden global nature of trafficking in persons. It also explains the difference between trafficking in persons and smuggling of migrants and the risks involved in both.

The film was produced as part of United Nations Office on Drugs and Crime (UNODC) technical assistance and is primarily for use in the delivery of training to criminal justice actors, but also more broadly as an awareness-raising tool for a wider audience.

More information about the film, and the film itself can be found at

www.unodc.org/unodc/en/human-trafficking/affected-for-life.html

9.7 Designing a communication strategy to raise awareness

The guidance offered below—derived from End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes (ECPAT) resources—can be used as a checklist for designing a communication strategy.

Plan your communication strategy

In order to plan your communication strategy, you should:

- Evaluate the context: what is the issue?
- When you have knowledge of the issue, identify and prioritize needs for action
- Assess your capacities by listing the resources you have:
  - Financial resources (funds you have and fund-raising capacity)
  - Human resources (special skills, experience, relevant contacts)
  - Partners (local, national, international, Government, private sector)
  - Technical resources (material, equipment, documents)
  - Location (time and place are important factors in determining action)
  - Relationship with donors

By matching the needs and your resources, you can identify your priorities.

- Set specific goals
- Plan how to reach your goals with strategic planning of the communication:
  - Objective
  - Audience
  - Message
  - Media

Select your audience

If you have several target groups, remember that different target audiences have different specifications which need to be targeted differently.

You need to understand your target group in order to reach it in the most effective way. Get to know how the group functions, how it is organized, etc.

Cooperate with and involve your target group—messages can be better accepted when they are transmitted by peers.

Your message

Provide basic information on the issue so that your audience:

- Is aware that the problem exists
- Acquires general knowledge about the issue
- Finds some relevance to itself (your audience should understand how the issue relates to them)
- Knows what is being done, and what can be done to prevent it

To define your message, put your audience first. Information should be designed for them and should be clear, precise and relevant.

Stimulate your audience to act:

- Your message should not present an insurmountable problem; rather it should:
  - Present the role and responsibilities of your audience target group
  - Suggest answers to their questions about what they can do
  - Make practical recommendations
- Select appropriate media for your messages
- Your message must be based on reliable facts and should target a specific problem. If you do not present positive and clear propositions, your message is useless and your credibility is lost
- The way your message is perceived depends on how it is conveyed—consider your audience

Media

The choice of medium must be adaptable to the goal you have set, the message, the audience and your resources. Your message should be carefully prepared to be sharp and straightforward. Real examples and case studies stimulate interest. You should consider using:

- Direct communication: direct personal contact with your audience can be time consuming and limited in terms of scope, but can also be effective
- Mass media: newspapers, radio, television and the Internet:
  - Interviews
  - Reports on your activities
  - Videos produced on the issue
  - Documentation circulated on the Web

You can also present to the media material you have produced. Always have some material printed, displayed or ready to be screened so as not to miss an opportunity to raise the issue.

You could prepare information packs for journalists, containing carefully selected relevant information about the issue, your organization and a press release (your message to the press).

Produce your own material

Producing your own material can let you control and format the message and the information you want to convey. You need to decide how it will have the most impact on your target audience and how to reach your target group. You should consider using:

- Print media, as they:
  - Are most frequently used
  - Offer a range of materials
  - Allow detailed, accurate information (as a long text is not always read by everyone, you may want to combine a short, striking message with longer, detailed text)
  - Imply more active participation of your audience, as they have to read text
  - Can take the form of leaflets, brochures, posters, billboards, advertisement pages, inserts, reports, drawings, stickers, luggage tags, comics etc.
- Visual media (all visual media require careful ethical use; obtain consent before using images of people):
  - Video is a flexible medium for messages but it is costly, implies passive participation of the audience and requires an efficient channel of distribution (or it may be seen by very few people)
  - Videos can be screened through various channels of communication and in different places: on television; in cinema; on aeroplanes and other means of transportation such as buses and boats; and in places such as airports, hospitals, agencies, exhibitions, hotel lounges etc.
- Photos can support a message but cannot be used on their own without explanation
- Other communication media, including are drama, music, movies, petitions and new technologies such as the Internet and e-mail
- Diverse media (combine several media formats to increase the chances of reaching your audience: repetition and continuity will support the effort and help the audience memorize and understand the message)

Pilot

Communication strategies must consider the variables and must be tested. Testing can be small scale, as long as it is representative of the target audience and the conditions of dissemination of the message:

- Test the message: what is being said?
  - Does your audience understand the message properly? Do they remember it? Do they agree? Do they feel concerned? What reaction does it produce from them? Is this what you expected?
- Test the medium: is it relevant to the targeted audience?
- Test the channel: is it the best way to reach the targeted audience?

Review your communication strategy on the basis of feedback and comments to match it as closely as possible to your audience's requirements and retest it until you are satisfied.

Monitoring and evaluation

Monitoring is based on guidelines leading to the objective that you set out and include in your strategy from the outset. It takes place throughout the campaign and will be repeated after a certain time.

Evaluation is planned before the campaign starts. There are two types of evaluation that should be combined:

- Qualitative: Assess what people know about the subject, how they perceive it and what they feel about it. This could be done through questionnaires handed out to representative groups
- Quantitative: Set quantifiable indicators of your audience, of your objectives (i.e. percentage of the potential target reached, percentage of the population, number of airings, number of pamphlets distributed)

Source: The above strategy has been derived from ECPAT International's guidelines *Designing a Communication Strategy: the Achievements of ECPAT Italy's Campaign.*

A note on rapid response

Times of crisis, such as natural disasters, wars or conflicts, can make people particularly vulnerable to falling into the hands of criminals and can escalate demand for smuggling services as people need to flee their homes as a matter of urgency. With this in mind, it is sensible to be prepared to mount a rapid response to raise awareness of the dangers of the smuggling of migrants.

Recommended resource

ECPAT International. *Creating a Database as a Tool for Campaigning.*

ECPAT International. *Using Communication Media as a Tool for Campaigning.*

9.8 Use of standardized data collection instruments

In the same way that universally accepted and consistently applied definitions of the smuggling of migrants (as discussed in Tools 1.8 and 5.1) will help researchers generate accurate estimates of the frequency of the phenomenon and strengthen the response to it, standardized research instruments and methodologies make it possible to measure, compare and interpret data, across jurisdictions and over time, on the prevalence, nature and effects of the smuggling of migrants.

The smuggling of migrants is a transnational phenomenon that can only be overcome if all actors work together on the basis of sound information on how it evolves and how it is affected or not by various interventions.

There are several sources of data that can be used to learn about the smuggling of migrants.

Data sources that may be used to learn about the smuggling of migrants include interviews with people who have been smuggled, interviews with experts, police investigation reports and court records. Interviews with people who have been smuggled are difficult, but not impossible, to obtain. They tend to cooperate in interviews under one or more of the following conditions:

- When anonymity is guaranteed
- When the interviewer is a person who comes from the same community as them and, preferably, has also been smuggled but now has safe status
- When they expect help or are lonely
- Out of frustration with the smugglers
- After having achieved safe status
- For political reasons

Expert groups such as police, asylum and border authorities, social workers and supporting health services have detailed knowledge on irregular migration and the smuggling of migrants. Interviews with police investigators and lawyers who defend illegal migrants have proved to be particularly informative.

Court records are the best source of information for reconstructing the process of the smuggling of migrants as a whole and can be analysed for scientific purposes. In addition to court proceedings, records of the complete investigation process are documented in the court records and provide extremely useful material that often runs to several thousands of pages.

Whereas the above data sources provide information on the analysis of processes of the smuggling of migrants, societal trends in the smuggling of migrants may be estimated on the basis of apprehension and other statistics. Measuring irregular migration in general and smuggling of migrants in particular is intrinsically problematic, as it concerns mainly

undocumented and unobservable events. Statements about the quantitative extent of such phenomena tend to draw on statistics of observed events that are usually collected for administrative purposes (e.g. by the police and border guards) and are often incomplete.

Existing estimates are based on the extrapolation of data from other sources such as border apprehension figures, asylum applications and data on regularization. This leads to another problem—the lack of comparability in migration-related data. States have different methods and ways of counting. Although they cannot give an accurate picture of irregular migration and smuggling of migrants, they are the only usable indicators for changing trends and developments.

www.imiscoe.org/publications/policybriefs/documents/PB5-Heckman.pdf.

Source: Heckmann, Friedrich. *Towards a Better Understanding of Human Smuggling*, IMISCOE Policy Brief, No. 5. Amsterdam: IMISCOE, 2007.

Promising practices

Mexican Migration Project Databases

The Mexican Migration Project (MMP) was created in 1982 by an interdisciplinary team of researchers to further understanding of the complex process of Mexican migration to the United States.

The MMP124 Database is the result of an ongoing multidisciplinary study of Mexican migration to the United States. It contains data gathered since 1982 from surveys administered every year in Mexico and the United States. After surveys are completed in the field, the information contained therein is input, coded, examined and then separated into six primary data files, each providing a unique perspective of Mexican migrants, their families and their experiences.

The Mexican Migration Project's databases are accessible at:

http://mmp.opr.princeton.edu/databases/dataoverview-en.aspx

Migration Policy Institute. *Immigration Data Hub.*

The Data Hub of the Migration Policy Institute offers statistics, maps, country profiles and other data relevant to immigration around the world.

www.migrationinformation.org/DataHub

Migration Policy Institute, and Population Reference Bureau. *Immigration: Data Matters.* Washington, D.C. 2008.

The Population Reference Bureau and the Migration Policy Institute have published a guide to websites providing immigration data. The guide primarily focuses on the United States of America, but resources for international data are also included.

The guide can be downloaded at www.migrationpolicy.org/pubs/2008DataGuide.pdf.

Recommended resource

ECPAT International. *Creating a Database as a Tool for Campaigning.*

This tool offers advice on creating a database to use as a practical tool. Although the work of ECPAT relates to child protection, the lessons learnt and the steps offered in this publication can be extrapolated for other purposes. The publication works through the following steps:

1. Identify potential sources of information and select a focal person:
   – To prepare a strategy
   – To develop a method
   – To determine the type of information needed
   – To collect information

2. Work closely with various organizations:
   – In the country where the crime is committed
   – In the home country of the tourist

3. Follow the cases by:
   – Monitoring the investigation
   – Sharing the information
   – Completing the databank

4. Publicize the database by:
   – Communicating results
   – Using it as a tool

9.9   Role of the media in raising awareness

The media has a key role to play in preventing the smuggling of migrants. Reports of interceptions and prosecutions of smugglers can have a deterrent effect on criminal activities related to the smuggling of migrants and reports of rescues or failed smuggling attempts can deter people from falling into the hands of smugglers of migrants.

However, when reporting in the media of the smuggling of migrants is not responsible, it can encourage smuggling of migrants or even inform smugglers of new possible routes and methods. If the identities or other information pertaining to witnesses or informants is inappropriately provided, peoples' lives can be put at risk.

The media have a key role to play in raising awareness to combat the smuggling of migrants and mobilize public support and shape public opinion. For reasons of reach and influence, the media is a powerful tool for social change.

Investigative journalism on the smuggling of migrants needs to be promoted. By writing an article or broadcasting an item on the smuggling of migrants, the media not only raises awareness of dangerous organized criminal activity, but also sheds light on a largely clandestine activity.

In some parts of the world, journalists and media outlets are not adequately aware of issues surrounding the smuggling of migrants or do not have understanding of the scope of the problem. As a result, some media coverage confuses the smuggling of migrants with other issues such as human trafficking.

When printing or broadcasting news about the smuggling of migrants, it is important to provide information that equips the audience with information on how they can act. This may be through providing a hotline to report illegal activity or through providing information about legal channels for migration.

The media should take a rights-based approach and ensure that there is no violation of the rights of smuggled migrants, smugglers of migrants or any other party mentioned in their reports.

Some key dos and don'ts when reporting on the smuggling of migrants are as follows:

- Don't treat smuggled migrants as objects
- Don't take photos of people who have been victims of crime in the course of being smuggled
- Don't ask questions that violate the dignity of smuggled migrants

- Don't distort facts to sensationalize a story

- Don't make migrants relive their experiences—many of them may be suffering from trauma

- Do tell the truth

- Do be accurate, objective and fair

- Do use masking techniques and pseudonyms to protect the identities of migrants and their families

- Do visit areas to understand the root causes of a smuggled migrant's initial desire to migrate

- Do highlight the challenges that smuggled migrants face

- Do cover the story in court: focus on the law, legislative gaps, enforcement, delays etc.

Promising practices

Daniel, Serge. *Les routes clandestines. L'Afrique des immigrés et des passeurs.* Paris: Hachette Littératures, 2008.

The book (in French) is a reportage on the routes and journeys taken by irregular migrants from different countries in West Africa to North Africa and eventually to Europe. The author is a journalist who travelled along these routes over a four-year period, moving with the migrants themselves. The book provides the reader with a picture of migration patterns, describing in detail the migrants' motivations, expectations, precarious livelihoods and relationships with smugglers of migrants. The description of main migration hubs, located in the desert and in North African towns, provides an inside view of the social organization of transit migration. The book presents information on the way that smugglers of migrants are able to move persons across borders and outlines the emergence of a large number of "stranded migrants", that is, people who are rejected by origin, transit and destination countries.

Grandclément, Daniel. *A Journey through Hell.* 2007. Film.

The film traces the stories of migrants undertaking the perilous and desperate journey from Somalia and Ethiopia across the Gulf of Aden as they flee misery and war in search of refuge. Crammed into boats, they embark on journeys that can take several days and can cost them their lives.

Jain, Savyasaachi. *Shores Far Away.* 2007. Film.

Shores Far Away highlights the perils of illegal migration from India to Europe. The 48-minute documentary depicts the aspirations of those hoping to migrate, and the consequences for migrants who have suffered both in body and spirit while pursuing their illegal journeys. It also shows the agony of their families back home in India. The film reveals many of the unknown aspects of the smuggling process, but its prime focus is the human condition of those who undertake this illegal journey.

Recommended resources

Migration Policy Institute

The Migration Policy Institute provides information for journalists at

www.migrationpolicy.org/news/press.php.

Reporters without Borders. *Handbook for Journalists.* Paris, 2010.

Reporters without Borders offers a practical guide to safety for journalists, available at www.rsf.org/The-Practical-Guide-for.html.

Reporters without Borders also offers a hotline for journalists in danger (see www.rsf. org/A-hotline-for-journalists-in.html) and an assistance desk for journalists (see www. rsf.org/Helping-journalists-and-media-in.html).

Society of Professional Journalists

The Society of Professional Journalists provides a code of ethics for journalists.

It addresses the role of journalists in:

- Seeking truth and reporting it
- Minimizing harm
- Acting independently
- Being accountable

www.spj.org/ethicscode.asp

The Society also provides resources on ethical reporting at www.spj.org/ethicsresources. asp and more general resources for journalists at www.spj.org/ij.asp.

United Nations Office on Drugs and Crime

UNODC resources on combating the smuggling of migrants can be found at

www.unodc.org/unodc/en/human-trafficking/publications.html

9.10 Role of the police in raising awareness

Crime prevention publicity campaigns

Developing innovative efforts to reduce crime and social disorder is an integral part of modern police work. Police agencies that undertake such interventions should consider advertising their work and ideas on combating the smuggling of migrants. Departments can help tackle the phenomenon by teaching and raising awareness among potential smuggled migrants, or they can warn offenders of increased police vigilance or improved police practices. When designed properly, publicity campaigns can offer police departments another tool in the fight against the crime of the smuggling of migrants.

Publicity serves to pass relevant information to potential offenders and potential victims. Informing a community about a crime problem, introducing measures to make crimes harder to commit or warning of increased police patrols can lead to an increase in self-protection and/or a decrease in offences.

The term "crime prevention publicity" refers to a planned effort by an agency to promote crime prevention practices by creating distinct campaigns designed to educate victims and potential migrants, or deter offenders.

Publicity campaigns in crime prevention operate much like advertising campaigns in the private sector. Commercial advertisements are intended to persuade a target audience to buy a particular product by publicizing information meant to appeal to that audience. Effective commercial advertisements therefore sway customers to change their behaviour, usually by buying something. When it comes to crime prevention, the same dynamics are at work. Those targeted by the campaign (offenders, victims and potential smuggled migrants alike) need to be exposed to information that will influence their future decision-making processes. The key is to devise proper campaigns and to match the message to the audience. There are numerous ways to use publicity, and agencies can benefit from succinct and properly designed campaigns to support crime prevention efforts.

Police agencies should not blindly resort to publicity campaigns or rely on them to replace proper police interventions. While it may be tempting to adopt publicity campaigns to support police efforts, such attempts should incorporate proper planning and adequate implementation.

A poorly designed publicity campaign may inadvertently increase fear of crime, with undesired consequences such as vigilantism. Police agencies should also refrain from relying on publicity campaigns as a generic response to crime problems. Publicity campaigns should always complement police initiatives, and police departments should be wary of relying on publicity alone to combat crime.

Police should also remember that repeatedly relying on campaigns meant to scare offenders without implementing concrete programmes or enforcement may simply harm police-community relations and not lead to a reduction in crime.

Before mounting a crime prevention publicity campaign, police should carefully analyse the crime problem. Agencies should therefore undertake a publicity campaign only in the context of a broader response to a problem.

The guide's purpose is to help local police plan and implement effective publicity campaigns by exploring their benefits and pitfalls. It explains:

- What is meant by a "police publicity campaign"
- How to target audiences
- The benefits of publicity campaigns
- Issues related to publicity campaigns
- Elements to consider when designing a publicity campaign
- Evaluating a publicity campaign.

Source: Barthe, Emmanuel. Crime Prevention Publicity Campaigns, Problem-Oriented Guides for Police, Response Guide No. 5. Washington, D.C.: Department of Justice, 2006. Available from www.popcenter.org/responses/crime_prevention/1.