

The Arab Republic of Egypt

**National Coordinating Committee on Preventing and Combating
Human Trafficking**

**National Plan of Action
Against Human Trafficking**

(January 2011 – January 2013)

Cairo, December, 2, 2010

Introduction

Human trafficking represents a grave violation of human rights and human dignity. Many describe it as modern-day slavery. Every year millions of persons mainly women and children are trafficked all over the world for the purpose of exploitation.

Human trafficking affects Egypt as any other global problem. Egypt's location, at a juncture between the continents of Africa and Asia and between the Mediterranean and Red Seas, places Egypt as a transit country for human trafficking.

Egypt is a state party to all relevant international legal instruments on combating human trafficking and strives to implement its international obligations by taking concrete action. By ratifying the U.N. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime in 2004, Egypt took all necessary steps in order to combat this crime.

In July 2007, the National Coordinating Committee on Preventing and Combating Human Trafficking (hereinafter the National Coordinating Committee) was established through a Decree of the Prime Minister. The National Coordinating Committee is composed of representatives of all competent ministries and authorities and aims to coordinate national efforts to combat this crime through close cooperation between Stakeholders at all levels, including prevention, protection, prosecution, participation and international cooperation. As a result of this cooperation, the Law No. 64 of 2010 (hereinafter the national anti-trafficking legislation) was passed, which not only criminalizes the offence of trafficking, but also provides for the appropriate protective measures for victims. In accordance with this legislation, the National Coordinating Committee was reestablished by a new decree from the Prime Minister (Decree 2353/2010).

As sound data is considered to be an essential prerequisite in combating human trafficking, the National Coordinating Committee requested the National Centre for Social and Criminological Studies to prepare a study on the magnitude and prevailing forms of the crime on the national level at the beginning of 2010. The key findings of the study revealed that the most prevailing forms of human trafficking in Egypt are: trafficking in women and girls for the purpose of marriage, trafficking for the purpose of exploitation of children in labor, trafficking in street children, trafficking for the purposes of sexual exploitation and prostitution, and trafficking in human organs.

Based on this information and stemming from a strong political will to effectively implement national anti-trafficking legislation, Egypt has adopted the following National Action Plan on Human Trafficking (hereinafter NAP-HT), which covers the period of January 2011 – January 2013. The NAP-HT reflects the comprehensive approach adopted by Egypt to combat human trafficking, which is based on four elements: **Prevention, Protection, Prosecution and Participation.**

Purposes of the Action Plan

The purpose of this NAP-HT is:

- a) To prevent human trafficking;
- b) To protect society and protect and assist the victims of trafficking;
- c) To ensure serious and effective punishment of traffickers; and
- d) To promote and facilitate national and international cooperation in order to meet these objectives.

Guiding Principles

This NAP-HT is based on the following guiding principles:

- Rule of Law:
 - Effective implementation of relevant national legislations;
 - Respect of international legally binding instruments; and
 - Assurance that national legislation and the provisions of the international legally binding instruments are invoked before courts.
- Full Respect of the Human Rights of Victims: The protection of the human rights of the trafficking victim shall be the focus of all efforts to prevent trafficking and to protect, assist, and provide compensation to victims. These measures must not violate the human rights and dignity of individuals, in particular the rights of those who have been trafficked;
- Non-Discrimination and Gender-Equality: There shall be no distinction of any kind, such as race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. In addition, trafficking in both men and women should be addressed, taking into consideration the diverse experiences of trafficked men versus trafficked women. The differential impacts of policies on men and women should also be taken into account to ensure that anti-trafficking strategies address and promote gender equality;
- Regional and International Cooperation: The enhancement of bilateral, regional and international cooperation is essential to combat human trafficking, including in the fields of: exchange of data on criminal networks, prosecution of trafficking perpetrators, establishment of agreements on criminals delivery, and exchange of best practices to benefit from various international initiatives and donors.

Elements of the Action Plan (*)

The NAP-HT 2011-2013 consists of four chapters. The individual programs represent the objectives to be achieved in line with the national anti-trafficking legislation. Chapter I is entitled “Prevention” and is aimed at raising public awareness, capacity building of law enforcement officers and combating root causes of human trafficking. Chapter II deals with Protection of the society and of Victims of Human Trafficking, and the provision of assistance to victims and reintegrating them in the society. This includes setting up a national referral mechanism and training of law enforcement officers and medical personnel on “Victim Identification”. Chapter III contains actions that contribute to effective Criminal Prosecution and mainly focuses on capacity building of law enforcement officers on the effective implementation of national anti-trafficking legislation. The actions outlined in Chapter IV are on Participation, they deal with actions aimed at further strengthening cooperation with competent authorities and international cooperation on both a bilateral and multilateral basis.

The NAP-HT 2011-2013 specifies ministries who have the main responsibility or within whose scope of competence the implementation of the relevant actions falls. It also includes achievement indicators. This all goes in line with the United Nations’ recommendations and well proven best practices.

(*) Every Ministry or competent authority takes charge of its mandated role in the implementation of this NAP, even if there is no such particular mention in the programs outlined in the NAP.

Chapter I: Prevention

	<u>Action</u>	<u>Responsibility of Implementation</u>	<u>Timeline</u>	<u>Achievement Indicator</u>
1-	<p><u>Provision of Micro-credit, microfinance lending programs and grants for the most vulnerable</u> to enable them to implementing income generating projects.</p> <p>The aim of this program is to empower potential victims of trafficking in human beings and their families (with a special focus on victims of marriage) as a form of trafficking in areas affected by this crime.</p>	Social Fund for Development and relevant NGOs.	Ongoing.	Number of Beneficiaries.
2-	<p><u>Granting loans to firm owners in order to ameliorate working conditions</u> and encourage them to refrain from recruiting children.</p>	Social Fund for Development and relevant NGOs.	Ongoing.	Number of beneficiaries.
3-	<p><u>Combating begging among street Children.</u></p>	Ministries of Interior, and Social Solidarity, National Council for Childhood an Motherhood.	Ongoing.	Number of Beneficiaries.
4-	<p><u>Conducting meetings in selected towns and villages where harmful cultural practices and child labor are prevalent.</u></p>	The National Council for Women, the Ministries of Social Solidarity, Manpower and Labor, Local Development, National Council for Childhood an Motherhood and the Regional Centre for	1 meeting per quarter (8 meetings).	Holding of meetings and number of beneficiaries.

		Women's Health.		
5-	<u>Drafting regulations for domestic workers;</u> develop a standard contract for domestic workers that ensures the protection of their rights.	National Coordinating Committee cooperation with the Ministry of Manpower and Labor.	End Year 2.	Launch of regulations for domestic workers and a standard contract for domestic workers.
6-	<u>Drafting and publishing a manual to be used to conduct orientation sessions for Egyptian workers traveling abroad.</u>	The Ministry of Manpower and Labor.	End Year 2.	Launch of a manual to be used to conduct orientation sessions for Egyptian workers traveling abroad.
7-	<u>Publishing research papers on the various aspects of trafficking</u> and the appropriate responses.	Decision Support Centre in cooperation with The protection Project Johns Hopkins University.	Ongoing.	Setting up a data base on human trafficking in Egypt.
8-	<u>Continuation of ongoing studies on " Summer marriages"</u> as a form of human trafficking.	National Council for Childhood and Motherhood and the National Council for Women in cooperation with	June 2012.	Continuing and issuing the studies.

		US AID.		
9-	<p><u>Publication of a manual on teaching human trafficking</u> and conducting trainings targeting secondary school teachers to teach human trafficking. Incorporating human trafficking into various curricula. <u>Provision of financial assistance for scholarships,</u> fellowships, and grants to researchers, scholars, and practitioners interested in studying human trafficking; promotion of international exchange programs and study tours for representatives of governments, NGOs, academic institutions, the media, and other elements of civil society.</p>	<p>The National Coordinating Committee in cooperation with a Committee of Experts from the Ministry of Education, and National Council for Childhood and Motherhood the Protection Program, Johns Hopkins University.</p>	<p>Manual published Year 1, other programs ongoing.</p>	<p>Numbers of trained teachers, and of beneficiaries of scholarships.</p>
10-	<p><u>Capacity building of law enforcement,</u> labor inspectors, consular officials and diplomats, soldiers, and peacekeepers on the implementation of the anti-trafficking law and international legally binding instruments.</p>	<p>Cairo Regional Centre for Training on Conflict Resolution in Africa (CCCPA) and the Ministries of Interior, Manpower and Labor, Defense, Foreign Affairs, in cooperation with IOM.</p>	<p>Ongoing.</p>	<p>Number of Trainees.</p>
11-	<p><u>Holding training programs for NGOs</u> nationwide on the main features of anti-trafficking legislation and their role in implementing its provisions.</p>	<p>the National Council for Childhood and Motherhood the National Centre for Sociological and criminological research, in</p>	<p>Year 2.</p>	<p>Number of training courses and of beneficiaries.</p>

		cooperation with the UN GIFT.		
12-	<u>Implementation of training on professional media coverage</u> of trafficking in human beings incidents and awareness raising courses of the anti-trafficking legislation among media professionals	The National Coordinating Committee, the Ministry of information, the Supreme Council for Journalism, in cooperation with the UN GIFT.	Year 2.	Number of training courses and of beneficiaries.
13-	<u>Development of public awareness materials</u> and information, including multi-media materials; and the proclamation of a National Day against Human Trafficking, making use of the arts to raise public awareness.	The National Coordinating Committee, the Ministry of information, the Supreme Council for Journalism, , and The National Council for women, the National Council for Childhood an Motherhood.	Ongoing.	Material published in news papers and programs at Radio and Television stations. National Day against Human Trafficking is observed.
14-	<u>Conduct of a national survey to analyze perceptions and attitudes towards victims of human trafficking</u> ; monitor the content of media coverage, including print media, television, radio, and websites; that contains direct or indirect messages regarding issues of human trafficking and publish press releases in response to inaccurate reporting.	The National Coordinating Committee in cooperation with Protection Program, Jones Hopkins University.	Year 2.	Issuing the survey.
15-	<u>Conducting a campaign to address demand</u> of exploitive services.	The Ministry of Information, and the National Council for Childhood an	Ongoing.	Material published in news papers and programs at Radio and

		Motherhood, the Supreme Council for Journalism.		Television stations.
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Chapter II: Protection of Victims of Trafficking and of the Society

	<u>Action</u>	<u>Responsibility of Implementation</u>	<u>Timeline</u>	<u>Achievement Indicator</u>
1-	<u>Publication of manuals on surveillance, interception, detection, and arrest of traffickers and rescue of trafficked persons</u> with due consideration to gender, age, and other specific circumstances; creation of regulations for the development and issuance of formal police certification to victims of trafficking; development of training modules.	Ministries of Interior, Defense, Foreign Affairs, Social Solidarity, Cairo Regional Centre for Training on Conflict Resolution in Africa CCCPA, in cooperation with IOM.	Ongoing.	Number of Beneficiaries.
2-	<u>Setting up a national referral mechanism and train law enforcement, first responders, and service providers on it</u> and formal identification procedures; and conduct random monitoring to ensure that procedures are being observed.	Ministries of Defense, Interior, Health, Social Solidarity, Foreign Affairs, National Council for Childhood and Motherhood in cooperation with IOM.	Year 2.	Issuing of the National Referral Mechanism and number of trainees on implementing it.
3-	<u>Refinement of the guidelines on victim identification in cooperation between first responders, IOM and civil society</u> and interview procedures to improve the collection and exchange of information and evidence; and develop standard procedures for general practitioners and gynecologists to detect and identify victims of human trafficking, especially for the	Ministries of Defense, Interior, Health, Social Solidarity, Foreign Affairs, National Council for Childhood and Motherhood in cooperation with IOM.	June 2011.	Issuing of guidelines.

	purpose of sexual exploitation.			
4-	<u>Resumption of ongoing trainings of hotline representatives</u> to advise and refer victims to the relevant authorities, including law enforcement and police, as well as first responders, service providers, and individuals who possess knowledge of or suspect cases of human trafficking.	Ministry of Interior , the National Council for Childhood an Motherhood.	Year 1.	Number of trainees.
5-	<u>Design of billboards, signs, and posters in relevant languages and dialects</u> at border crossings and in airports, seaports, bus stops, train stations, embassies, and employment agencies; establish a meeting place where victims of trafficking can meet with social workers, counselors, lawyers, and other professionals to receive legal and social counseling and to learn about the services available to them.	The National Coordinating Committee in cooperation with the Ministry of Information, the Supreme Council for Journalism National Council for Childhood an Motherhood and the National Council for Women.	Ongoing.	Material published in news papers and broadcasted at Radio and Television stations.
6-	<u>Training Translators</u> , who will be easily contacted by authorities when necessary, on how to interview and work with victims of human	The Protection Project at The Jones Hopkins University.	Year 2.	Number of trainees.

	trafficking in a gender and culturally-appropriate manner.			
7-	<u>Train medical professionals on the specific and unique needs of victims</u> (i.e. child victims, victims of sexual exploitation, etc.) and support the creation of specialized clinics for the medical and psychological treatment of victims of human trafficking.	Ministries of Health, F and Social Solidarity, National Council for Childhood and Motherhood in cooperation with the Regional Centre for Women's Health and IOM.	Year 1.	Number of trainees.
8-	<u>Development of one of the available shelters</u> to serve as a shelter for victims of human trafficking.	Ministry of Social Solidarity.	Year 1.	Opening of the shelter.
9-	<u>Establishing legal aid clinics in partnership with universities and faculties of law</u> to assist victims of trafficking; collaboration with bar associations to develop lawyering networks to better assist victims.	The Alexandria University (Faculty of Law) and the bar associations of Alexandria and Cairo.	Ongoing.	Number of legal advisors.
10-	Establishing the necessary regulations to <u>ensure that destitute citizens abroad, including victims of human trafficking, are able to finance their return travel</u> home and to ensure that monies in the State Fund are available to both Egyptian and foreign victims of human trafficking to assist victims in returning to their countries of origin. Train competent authorities on these regulations.	Ministries of Justice and Foreign Affairs, and Protection Project, Johns Hopkins University.	End Year 2.	Number of trainees.
11-	<u>Launching the Victim</u>	The National	December	Drafting the

	<u>Assistance Fund</u> as enshrined in the national anti-trafficking legislation.	Coordinating Committee/Ministries of Justice/Interior	2012	executive regulations and defining its mandate and role.
12-	<u>Operation of the Trafficking Victim Support Unit at the National Bank Hospital, and the regional shelter for reintegrating women and girls victims of trafficking.</u>	IOM/ Ministry of Health, National Council for Childhood and Motherhood.	Year 2.	The unit receives victims of trafficking and delivers adequate medical and psychological support.
13-	<u>Operation of the Trafficking Victim Support Unit (Medical clinic) established within the “Family support unit” at the Regional Centre for Women's Health.</u>	IOM/ Regional Centre for Women's Health.	December 2012.	The unit receives victims of trafficking and delivers adequate medical and psychological support.
14-	<u>Operation of the special clinic for the victims of violence against women including Trafficking victims at the Regional Centre for Women's Health.</u>	The “Legal Clinic” established at the Alexandria University (faculty of Law), in cooperation with The Protection Project at The Johns Hopkins University.	Year 2.	The clinic receives victims of trafficking and delivers adequate services.
15-	<u>Training social workers on reintegration of victims</u> and on the special guidelines for handling child victims, (treatment of traumatized children and procedures for guardianship and placement in institutional or family foster care).	IOM	Year 2.	Number of Trainees.

III: Criminal Prosecution:

	<u>Action</u>	<u>Responsibility of Implementation</u>	<u>Timeline</u>	<u>Achievement Indicator</u>
1-	<u>Capacity building of law enforcement officers,</u> labor inspectors, consular officials and diplomats, soldiers, and peacekeepers on the implementation of the anti-trafficking law and international legally binding instruments.	Ministries of Defense, Interior, Manpower, Foreign Affairs, Cairo Regional Centre for Training on Conflict Resolution in Africa CCCPA, in cooperation with IOM.	Ongoing.	Number of trainees.
2-	<u>Training judges and prosecutors on penalties</u> for human trafficking and related crimes.	Ministry of Justice/ General Prosecution, and IOM.	Year 2.	Number of trainees.
3-	<u>Identifying gaps in training to fully protect victims</u> and avoid their revictimization and training of law enforcement officers on non-punishment of the victim.	Ministries of Justice, Interior, and IOM.	End Year 1.	Number of trainees.
4-	<u>Holding workshops for law enforcement officers on necessary legal procedures</u> and regulations for the tracking, seizure, or freezing of all assets gained from crimes of trafficking.	Ministry of Justice, Prosecution in cooperation with the Protection Program, Jones Hopkins University.	End Year 1.	Number of participants in workshops.
5-	<u>Identifying gaps in training to adequately prosecute</u> and punish corporate entities that engage in human trafficking or related crimes.	Ministry of Justice, in cooperation with faculties of law at Egyptian universities and The Protection Project at The Jones Hopkins University.	End Year 2.	Number of trainees.

6-	<p><u>Institutionalization of mandatory human rights and victim-oriented awareness training</u> and capacity-building for all police officers, prosecutors, and judges; develop related manuals and training modules.</p>	<p>Ministries of Interior/ Justice in cooperation with the Protection Program, Jones Hopkins University.</p>	Year 1.	Number of trainees.
7-	<p><u>Allocation of funds to be used by law enforcement and immigration personnel to improve technology, coordination</u> and interagency cooperation in investigation of cases of human trafficking; and establish special anti-trafficking police units so that it is easier for individual districts to develop expertise in human trafficking. Place more female officers and investigators on human trafficking cases.</p>	<p>Ministry of Interior in cooperation with the Protection Program, Jones Hopkins University.</p>	End Year 2.	Number of training courses and trainees.
8-	<p><u>Development of a set of key indicators</u>, to better monitor government efforts and to assist in the preparation and submission of reports to relevant treaty bodies, based on best practices observed internationally.</p>	<p>National Coordinating Committee in cooperation with the Protection Program, Jones Hopkins University.</p>	Year 1.	Issuing an evaluation on the implementation of the NAP in year 1.

Chapter IV: Participation

	<u>Action</u>	<u>Responsibility of implementation</u>	<u>Timeline</u>	<u>Achievement Indicator</u>
1	<u>Convening the meetings of the National Coordinating Committee on regular basis.</u>	The Secretariat of the National Coordinating Committee.	Ongoing.	Number of meetings held and National committee's reports and recommendations.
2	<u>Establishing a "Data Documentation unit"</u> within the Secretariat of the National Coordinating Committee.	The Secretariat of the National Coordinating Committee.	Year 1.	Setting up the unit.
3	<u>Creating a statistical data management system,</u> including statistics on arrests, prosecutions, convictions, sentences and appeals in human trafficking cases.	The Secretariat of the National Coordinating Committee in cooperation with Protection Program, Jones Hopkins University.	Year 2.	Setting up a data base on trafficking in human beings in Egypt.
4	<u>Developing a series of assessment tools,</u> including questionnaires, interviews, surveys, indicators, and benchmarks, based upon best practices internationally, to effectively report on the scope of the problem.	The Secretariat of the National Coordinating Committee.	Annual.	Issuing an annual report.
5-	<u>Coordinating efforts exerted by NGOs in the area of anti-trafficking</u>	National Coordinating Committee	Ongoing.	Number of civil society organizations participating at anti-trafficking fora and the projects they implement in different relevant areas.

7-	<u>Strengthening bilateral Cooperation on victim protection</u>	Ministries of Foreign Affairs/Justice/Interior.	Ongoing.	Cooperation Agreements.
8-	<u>Conducting study tours and working visits to source and destination countries</u> , especially for law enforcement officers, immigration personnel and members of the judiciary. Exchange of surveillance information with other countries and international investigative agencies on possible cases of human trafficking.	Ministries of Justice and Interior, in cooperation with foreign Embassies and Protection Program, Jones Hopkins University.	Year 2.	Number of participants at working visits.