



USAID
FROM THE AMERICAN PEOPLE

ASSESSMENT ON THE STATUS OF TRAFFICKING IN PERSONS IN EGYPT

**CHANGING PERCEPTIONS AND PROPOSING APPROPRIATE
INTERVENTIONS**

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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

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Acronyms

AAW	Alliance for Arab Women
ADEW	Association for the Development and Enhancement of Women
AHRLA	Association for Human Rights Legal Assistance
ANHRI	Arab Network for Human Rights Information
AOHR	Arab Organization for Human Rights
ATTO	Anti-Trafficking Task Order
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEDPA	Center for Development and Population Activities
CEWLA	Center for Egyptian Women’s Legal Assistance Foundation
CIDA	Canadian International Development Agency
CIHRS	Cairo Institute for Human Rights Studies
CRC	UN Convention on the Rights of the Child
CSPAD	Center for Studies & Programs of Alternative Development
ECWR	Egyptian Center for Women’s Rights
EGAT/WID	USAID Office of Women in Development
EIPR	Egyptian Initiative for Personal Rights
EOHR	Egyptian Organization for Human Rights
FGM	Female genital mutilation
GAATW	Global Alliance Against Traffic in Women
GOE	Government of Egypt
GTZ	Gesellschaft für Technische Zusammenarbeit
ICDS	Ibn Khaldun Center for Development Studies
ILO	International Labour Organization
IOM	International Organization for Migration
LAS	League of Arab States
MOU	Memorandum of Understanding
NCCM	National Council for Childhood and Motherhood
NCHR	National Council for Human Rights
NCW	National Council for Women
NGO	Nongovernmental Organization
SAIS	Johns Hopkins University School of Advanced International Studies
TIP	Trafficking in persons
TVPA	Trafficking Victims Protection Act (US)
UN	United Nations
UNDCP	United Nations Drug Control Program
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNICEF	United Nations Children’s Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
USG	United States Government

WFP
WHO

World Food Programme
World Health Organization

EXECUTIVE SUMMARY

Trafficking in persons is a serious crime that must be confronted and combated because of its profound impact on society. In one of many responses to this issue, the USAID Office of Women in Development (EGAT/WID) awarded the Anti-Trafficking Task Order (ATTO) to Chemonics International Inc. and its consortium partners on September 30, 2004. The Task Order supports USAID/Washington and field missions with technical assistance, supports EGAT/WID, and initiates pilot projects in selected missions. At the request of the USAID Mission in Egypt, an anti-trafficking assessment was conducted from April 29 to June 30, 2007 through ATTO.

Egypt is a transit country for women being trafficked from Eastern European countries to Israel for the purpose of sexual exploitation. It is also a country of origin for women who are trafficked to Arab countries such as Saudi Arabia, the United Arab States, Jordan, Kuwait, and Yemen for the purpose of transactional marriage, in particular. Additionally, there are reports of Egyptians trafficked to work abroad.

In addition to this cross-border trafficking, domestic trafficking constitutes a serious problem in Egypt, especially among street children. These children are trafficked for labor, especially begging, distribution of drugs, and other illegal activities. In many of these cases, the exploiter is a member of the family. Other forms of internal trafficking include domestic service and prostitution.

This report analyzes the various forms of trafficking based on the ATTO fact-finding mission to Egypt. The assessment team conducted informal interviews with 130 child victims of exploitative labor, 35 women in prostitution, and 35 victims of transactional marriage. The interviews were conducted in Cairo and surrounding areas and in Alexandria. The assessment team also met with government agencies such as the National Council for Childhood and Motherhood, the National Council for Women, and the National Council for Human Rights, and with many representatives of NGOs that deal with women and children's rights.

The Council of Ministers in Egypt has recently approved a presidential decision to form a National Coordinating Committee to Combat and Prevent Trafficking in Persons.

Based on fact-finding missions and interviews with many local organizations working with women and children, the assessment team found that transnational trafficking for the purpose of labor and prostitution is a serious problem that needs to be addressed. However, the more significant forms of trafficking in Egypt seem to be transactional marriage and trafficking of children for the purpose of begging, labor, and illegal activities. While exact statistics do not exist for people trafficked for these purposes, the large numbers of street children, the high rate of families in poverty, and omnipresent gender discrimination suggest a pervasive problem of trafficking within Egypt.

The assessment team learned from the interviews with civil society organizations and government agencies that there is limited conceptual clarity on the problem of trafficking,

which impedes the consensus needed for policy and legislative reform. The assessment team also noted that while the problem of domestic trafficking in children appears to be widespread, there is little research on trafficking in persons in general and on the trafficking of children in particular. Simultaneously, the team noted an absence of coverage of trafficking by NGOs, other members of civil society, and the media.

The report describes trends in transnational trafficking while bringing to light new research on domestic trafficking. The report also emphasizes individual trafficking, as many forms of exploitation of women and children in Egypt are perpetrated by spouses, parents, or other members of the family.

Any comprehensive response to the problem of trafficking should include the government, nongovernmental organizations (NGOs), and other members of civil society. It has been observed that while there are a number of NGOs concerned with issues of women's rights and children's rights, none specifically focuses on trafficking.

Combating trafficking in persons requires a comprehensive five "p's" response — prosecution, protection, provision, prevention, and participation. Government and civil society in Egypt are in the initial stages of implementation of the appropriate responses. Therefore, this report recommends the following seven actions:

- Providing technical assistance in enacting specific anti-trafficking legislation that criminalizes all forms of trafficking in persons in Egypt.
- Creating a self-reporting mechanism to monitor the status of trafficking in persons in Egypt.
- Conducting research and collecting data on the scope of the problem of trafficking in persons in Egypt.
- Conducting public awareness and outreach through training of the media and increasing the use of trafficking in broadcast information.
- Incorporating trafficking in persons in human rights curricula in Egyptian universities
- Supporting capacity building of NGOs and other elements of civil society on trafficking in persons through training and grants programs.
- Drafting a national plan of action against trafficking in persons.

SECTION I. INTRODUCTION

Trafficking in persons is a global problem that requires effective responses from every country around the world. It constitutes a gross violation of human rights, poses a threat to state security, and endangers the life and dignity of human beings.

In 2000 the international community reached a consensus, defining for the first time “trafficking in persons,” and called on all states to combat such serious crimes. Egypt joined the international community in March 2004 by ratifying the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (UN Protocol), supplementing the United Nations Convention against Transnational Organized Crime.¹

The Council of Ministers in Egypt has recently approved a presidential decision to form a National Coordinating Committee to Combat and Prevent Trafficking in Persons.

Currently, while the government acknowledges some cases of transnational trafficking, it pays little attention to domestic trafficking, and few government officials believe individual, as opposed to organized, trafficking rises to the level of a serious crime that warrants intervention of the law. Moreover, not all forms of trafficking as defined by international law are recognized by the Government of Egypt (GOE), especially trafficking for the purpose of labor, including begging, child labor, domestic servitude, distribution of drugs, and other criminal activities. Transactional marriage in and of itself may not constitute a form of trafficking; however, many such marriages are also cases of trafficking.

Nevertheless, compliance with its international obligations requires the GOE to take measures to combat trafficking in Egypt. Although various forms of exploitation are already criminalized under provisions of the Penal Code and a draft law on trafficking in children has already been proposed, the government has yet to enact specific and comprehensive anti-trafficking legislation.

While nongovernmental organizations and other elements of civil society are active in advocating for the rights of women and children, none specifically places combating trafficking in persons on their human rights agenda. Enhancing the role of civil society, the media, and academic institutions in raising awareness of the problem is of the utmost importance for developing an appropriate strategy to adequately and effectively combat this phenomenon. The GOE and the United States Government (USG) are already collaborating on related issues, such as child labor, violence against women, and violence against children. This cooperation should be extended to trafficking in persons.

SECTION II. ASSESSMENT METHODOLOGY

At USAID/Egypt's request, an anti-trafficking assessment was conducted from April 29 to June 30, 2007 through the Anti-Trafficking Task Order (ATTO). Trafficking in persons is a crosscutting development challenge that affects issues including rule of law, health, human rights, anti-corruption, and gender. This multibillion-dollar-per-year travesty exists due to poverty, despair, war, and the prevalence of organized crime throughout the world, among other factors. As one of its many responses to this issue, USAID awarded the ATTO to Chemonics and its consortium partners on September 30, 2004. The purpose of the task order is to support USAID/Washington and field missions with technical assistance, support the Office of Women in Development (EGAT/WID), and initiate pilot projects in selected missions.

The assessment was designed to achieve three objectives:

- Understand the scope of trafficking in persons in Egypt.
- Recommend appropriate anti-trafficking interventions within the short, medium, and long term.
- Identify Egyptian organizations interested in developing anti-trafficking initiatives and suggest ways USAID may support them.

The team conducted an initial comprehensive literature review on trafficking in persons in Egypt, which also covered selected regional and global documents of relevance. The review focused on previous assessments and analyses; legislation; policy and regulations, current and planned; and issues related to trafficking, such as smuggling, forced marriages, street children, sex tourism, labor recruiters, and labor migration patterns. It also identified the key anti-trafficking stakeholders in Egypt and reviewed the work of donors other than the United States Government.

During the field assessment in Egypt, the team conducted interviews with representatives from the Ministry of Justice and other government agencies and NGO staff to understand their interest in trafficking, solicit their support and ideas, and gauge their current activities related to trafficking. A listing of the persons interviewed is in Annex A. The assessment team also visited areas vulnerable to trafficking, such as Cairo, Alexandria, Luxor, Aswan, and Sharm El-Sheikh, to further determine the scope of the problem in Egypt. The team then organized four workshops to bring together the stakeholders to discuss trafficking issues and provide an initial briefing on the assessment. Three workshops were held in Cairo and one in Alexandria. A listing of the organizations included in these workshops is found in Annex B.

The assessment team conducted 200 informal interviews with street children, women in prostitution, women in transactional marriages, and laborers. These interviews were written up as short cases. Some of the cases illustrate the concepts in this report. Given

the limited time and scope of this assessment, the information provided herein from the short cases is necessarily illustrative.

The report uses the definition of the UN Protocol in its analysis of the status of trafficking in persons in Egypt. The UN Protocol defines trafficking as the recruitment, transportation, transfer, harboring or receipt of persons, through threat or use of force, coercion, abduction, fraud, deception, the abuse of power or of a position of vulnerability, for the purpose of exploitation. For an act to qualify as child trafficking, for any person under 18 years of age, no means—such as the use of force, coercion, abduction, fraud, etc—is required. For all persons, consent is irrelevant when any of these means is used.²

Methodology Limitations

There were two limitations to the assessment team's work. First, despite repeated attempts to schedule meetings with the Ministry of Foreign Affairs and the Ministry of Justice, the team was able to secure only one meeting with the deputy minister of justice for human rights in the Ministry of Justice, whose department had been created only 10 days previously. The team was also able to meet with representatives of three government agencies: the National Council for Childhood and Motherhood, the National Council for Women, and the National Council for Human Rights.

The assessment team met extensively with NGOs and international organizations and individuals with close ties to the government. The team found useful information from a review of literature on the government ministries, especially those that may have an interest in anti-trafficking, such as State Security in the Ministry of the Interior, responsible for the police. Because of the lack of knowledge sharing, one overarching recommendation of this report is increased dialogue between the Government of Egypt and USAID.

The second major limitation is the deficiency of hard data in terms of numbers of people trafficked both internally and across Egypt's borders. The lack of statistical data makes it difficult to draw definitive conclusions on the rates of trafficking. Worldwide, collecting hard data on trafficking — particularly domestic trafficking — is difficult. Few trafficking victims come forward and of those who do, many are erroneously identified as illegal migrants. Inclusive data sets are difficult to obtain as many different groups, including police, shelters, and legal assistance groups, work with the victims but have no way of coordinating statistical data. In Egypt, as trafficking has rarely been studied, no comprehensive data exists. For this reason, and given the time constraints of the assessment, obtaining such data was not a part of the scope of this assessment.

Despite the lack of data on trafficking, there is data on other related trends in Egypt. UNICEF and others estimate that there are between 200,000 and 1 million homeless children in Egypt, primarily in Cairo and Alexandria; Ambassador Moushira Khattab of the National Council for Childhood and Motherhood claims that number could be as high as 3 million.³ Little data exists on the idea of transactional marriage, but some numbers from the cases gathered for this report serve as initial indicators. For example, of brides age 14-15, a mere 14 percent chose their husbands, and only 26 percent of brides age 18-

19 had similar free will. In addition, the average spousal age is dramatic: 65 percent of adolescent brides have husbands more than five years older than they are, and a quarter are 10 or more years older. These numbers are only slightly better (43 percent and 12 percent, respectively) for brides in their 20s.⁴

SECTION III. THE SCOPE OF THE PROBLEM

THE FOUR DEBATES

The GOE ratified the UN Protocol in December 2004. Suzanne Mubarak, the First Lady of Egypt, has spoken out often against the global problem of human trafficking and about the need to mobilize international efforts to eradicate it. However, the problem of trafficking in persons lacks conceptual clarity within the government and by others in Egypt, and some still deny the existence of the problem. The last report Egypt submitted to the Committee on the Rights of the Child on the Convention on the Rights of the Child stated, for example, that the sale and trafficking in children are unknown in Egypt.⁵ The assessment team found four areas under discussion in Egypt that require conceptual clarity to write coherent anti-trafficking policy and legislation.

1. Transnational and Domestic Trafficking

According to the U.S. State Department Trafficking in Persons (TIP) Reports, Egypt is a transit country.⁶ Many reports document women being trafficked from countries of the Former Soviet Union, primarily Moldova, Ukraine, Uzbekistan, and Russia, through the Sinai into Israel.

In an earlier case, Egypt was a country of origin for sex trafficking:

Court of Cassation, Case No. 12964, January 22, 1997. Misdemeanor Case No. 8169, September 1995, Zagazig Station.

The defendants forced Ganat Abdel Gawad to leave the Arab Republic of Egypt for the purpose of prostitution. The defendants facilitated Gawad's travel to the Rojena Hotel in the destination country of Cyprus. At the hotel, the defendants forced Gawad into prostitution as a means of repayment for the hotel accommodations. Khallaf, the trafficker, physically abused Gawad. Khallaf poured acid on Gawad's left arm causing injury detailed in Gawad's medical report. The Attorney General charged the defendants with the misdemeanor of prostitution. Khallaf was charged with an additional misdemeanor count of physical abuse. The court convicted all three defendants of the misdemeanor of prostitution, under Law No. 10, 1961. In addition, Khallaf was found guilty of a second misdemeanor, physical abuse. Defendants were sentenced on January 22, 1997. Fouda, Khallaf, and Khallaf were sentenced to one year in prison and fined 300 pounds for the misdemeanor of prostitution. Khallaf was sentenced to an additional three months in prison for the misdemeanor of physical abuse.

The first mention of domestic trafficking in Egypt came in the 2006 TIP Report, which states that “some Egyptian children from rural areas are trafficked within the country to work as domestic servants or laborers in the agriculture industry.” The U.S. State Department Human Rights Report on Egypt from 2006 also stated that “...some Egyptian children may be trafficked from rural areas within the country for work as domestic

servants or laborers in the agriculture industry,” but no data was available to support or refute this assertion.⁷ The issue of domestic trafficking appeared again in the 2007 TIP Report: “Children [are] being trafficked internally for commercial sexual exploitation and domestic servitude.” Furthermore, “children were also recruited from rural areas for domestic service in cities.”⁸

The 2007 TIP Report also states that a victim need not be physically transported from one location to another for trafficking to occur.⁹ Therefore, domestic child trafficking may occur when there is a third party who exploits the victim’s work, even if the child is not transported across any borders.

2. Organized versus Individual Trafficking

A prevailing assumption in Egypt is that organized trafficking is a more egregious crime than individual trafficking. Clearly, the involvement of an organized criminal group in trafficking requires an adequate and effective response. Nonetheless, organized criminal activity is not a requirement for the establishment of the crime,¹⁰ although it may warrant an enhanced penalty.¹¹

The assessment team found many cases of individual trafficking in Egypt — for example, a husband who traffics his wife, or parents, guardians, or relatives who, as individuals, traffic their children. The discussion in Egypt is focused on whether these are cases of trafficking and whether they are serious enough to warrant the intervention of the law.

Even cases involving individual traffickers require an appropriate legal response to prevent trafficking for the sexual exploitation of girls. Cases of individual trafficking may be considered more serious than cases of organized trafficking as they involve a parent, guardian, caretaker, or relative who has the responsibility to protect the child. A proposed amendment to the Child Law recognizes this special liability. In accordance with Article 7 of the law, the penalty is to be doubled in cases of child exploitation that involve a parent, guardian, caretaker, or relative.¹²

3. Exploitation and Consent

When defining trafficking, the issue of consent may be irrelevant. While persons might consent to “move” to another country, they do not necessarily consent to the service or labor they are forced to perform once there. A victim may consent to recruitment, but during the exploitation phase of trafficking, the initial consent is void.

The exploitation that follows recruitment, therefore, is definitive, regardless of whether the initial migration was voluntary. For example, the 2005 TIP Report mentions women who seek economic opportunity and voluntarily choose to make the journey through Egypt into Israel. Once in Israel, they are forced into prostitution.¹³ These women are considered just as much victims of trafficking as women forcibly transferred from Eastern Europe into Israel for sexual exploitation. The following case from an interview conducted by the assessment team illustrates this point:

Haman is an 18-year-old woman. She is illiterate and is originally from the Al-Hawamddeia area, in the province of Al-Giza. Haman married a 42-year-old Saudi national through an intermediary. Because her family is very poor, she consented to marry the Saudi citizen in return for 151,000 Egyptian pounds. Haman and her family were told that Haman would live in a big palace with many servants. However, when she arrived at her husband's home, she discovered that he lived in a desert area. The husband then asked her to pasture his camels and goats under the burning desert sun. She was bare-footed and constantly abused and beaten up by her husband. She remained with him for two years, during which she got pregnant. Once she gave birth to the child, the husband abducted the child and went to live with a different tribe. She later managed to reach the Embassy and return to Egypt. Haman has yet to see her child and fears she will never see him again.¹⁴

The victim was recruited by an intermediary and deceived into an abusive marriage in Saudi Arabia outside of Egypt. The victim agreed to the marriage but not to be abused by her husband. Similarly, it is commonly assumed that children who work in agricultural or industrial jobs or as domestic servants do so out of economic necessity with the knowledge of their families. However, according to the UN Protocol, if children are employed in exploitative jobs, the family's knowledge or the child's consent is irrelevant, and the case is considered trafficking.

4. Control versus Ownership

The term trafficking can be easily misunderstood because it does not require, as is often assumed, the element of ownership. The term "slavery" or "traditional slavery" has been defined under international law as: "[T]he status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised."¹⁵

The following case is an example of trafficking in persons for the purpose of prostitution because Dina forces her daughter into prostitution. However, it is not slavery as there is no buying or selling of persons.

Dina controls a prostitution ring in Al-Mahmoudeyya neighborhood. She prostitutes her three daughters Aloli, age 22; Ekibe, age 20; and Halima, age 19. She charges 150 pounds for a single sexual service. Dina does not feel the shame of prostituting her own daughters and she justifies her resort to such a practice due to economic difficulties. She has noted that she cannot please her clients anymore because of her old age and the girls should help her out in facing life responsibilities. She thinks that her daughters, who casually address her by first name and treat her as a mere work colleague, love to perform the sex service. Dina does not use her own house for prostitution. Instead, she sends the girls to the client's house. In some cases, she may accompany them. She also recruits poor girls from among the students of the High Institute of Social Services. For her role in bringing in clients, Dina receives 25 percent of the prostitutes' income.¹⁶

Slavery requires ownership — buying and selling — or to put it another way, a master-servant relationship. Trafficking in persons, on the other hand, usually involves control. The trafficker does not necessarily have to “own” a person to exercise control over him or her. Consequently, trafficking in persons is more accurately defined as a form of “modern-day slavery” that refers to a status of control rather than ownership.

The interpretation in Egypt of trafficking as a form of slavery that requires “buying and selling” contributes to the misunderstanding and disbelief expressed by those government officials who deny that there are any cases of “sale of persons” in Egypt.

FORMS OF TRAFFICKING IN EGYPT

The assessment team conducted an extensive literature review, and interviewed many grassroots NGO and donor organizations and representatives of government agencies. The team informally gathered 200 cases of trafficked victims to determine the scope and extent of trafficking in Egypt, including cases of street children, child labor, women in prostitution, and women in transactional marriages:

- Trafficking for the purpose of child labor and the phenomenon of street children: 130 cases in Cairo (El Ghafeer Cemetery and Zeinhom) and Alexandria (Ezbet el Matar, El Mamoura, and El Dahreya).
- Trafficking in women for the purpose of prostitution: 35 cases in Cairo (El Ghafeer Cemetery and Zeinhom) and Alexandria (Ezbet el Matar, El Mamoura, and El Dahreya).
- Transnational trafficking in women for the purpose of transactional marriage: 35 cases in the villages of Al-Hawamdeia, Om Khnan, El-Azizeia, Al-Badrashein, Mona El Amir Village, Sakkara, Embaba, Sakiyet Mekky, Meit Rahina, Ezbet, El Nakhil Village, El Sahran, and Tamawa.

Together with the literature review and interviews, these cases illustrate the various forms of trafficking that predominate in Egypt.

Transnational Trafficking

1. Transactional Marriage

Marriage is a right protected by international and domestic legal instruments¹⁷ insofar as it is entered into with the free and full consent of both persons and no element of deceit or exploitation may be found to characterize the marriage. While the institution of marriage is a cornerstone of Egyptian society, marriage may be desecrated nevertheless by harmful practices that constitute human rights violations and can be categorized as cases of trafficking in persons.

“Transactional marriage” is a category of marriage in which, most frequently, the woman is married without her consent or against her will. Transactional marriage, by its nature,

makes the coerced party, usually the wife, more vulnerable to abuse and exploitation by her spouse and his family.¹⁸ The individual is often extremely isolated since she has moved away from her family or other support structures to an area where she may not speak the language or be familiar with the community. The following case from the assessment describes such a transactional marriage, which is a practice with deep historical roots that constitutes an important demand factor for human trafficking:

Auzan Tawfiq is an illiterate 20-year-old woman from the city of Al-Badrashein, in the province of Al-Giza. She married a 60-year-old Jordanian citizen through an intermediary. After moving to Jordan, she discovered that her husband had other wives, and all the wives had to work. Her husband would take each one of his wives' salaries at the beginning of each month. She was forced to work as a nanny and as a domestic servant. For three years, her husband forbade her to go back to Egypt. When her father fell ill, initially she was not allowed to go and see him. Only later, Auzan's husband agreed to let her and her children go and visit her ailing father in Egypt. Auzan never returned to Jordan and the husband refused to send them any money. Auzan is sick and suffers from rheumatism as a result of the heavy chores she was forced to carry out.¹⁹

Auzan, misled by the intermediary, was trafficked from Egypt to Jordan for the purpose of marriage. In this marriage, she was forced to work and was forbidden to travel. Although she may have consented to the original marriage, she did not consent to the commercial exploitation that she encountered in Jordan.

One common form of transactional marriage is the practice of deceiving young girls from poor rural areas of Egypt into marrying men from the wealthier Persian Gulf States. Often these young married girls end up exploited and abused. The 2007 TIP Report states that “wealthy men from the Gulf reportedly travel to Egypt to purchase ‘temporary marriages’ with Egyptian women, including in some cases girls who are under age 18, often apparently as a front for commercial sexual exploitation facilitated by the females’ parents and marriage brokers.”²⁰ Although the legal age of consent to marriage in Egypt is 16, falsification of documents enables marriage brokers to sell underage girls into circumstances amounting to forced sexual servitude.²¹

The assessment team conducted 35 interviews with victims of transactional marriage in the areas of Al-Hawamdeia, Om Khnan, El-Azizeia, Al-Badrashein, Mona El Amir Village, Sakkara, Embaba, Sakiyet Mekky, Meit Rahina, Ezbet, El Nakhil Village, El Sahran, and Tamawa. As these cases clearly illustrate, transactional marriages make women more vulnerable to trafficking for many purposes, including prostitution, forced labor, child bearing, and domestic service. The victims were surveyed on topics including age, education, employment, and age at the time of marriage. The demographics of these women are summarized as follows:

- The majority (51 percent) are between the ages of 18 and 27.
- 60 percent of the victims were underage (under 18 years old) at the time of the marriage.

- 43 percent of the victims are illiterate.
- 68 percent of the victims are unemployed.
- Among the ones that are employed, 73 percent work as laborers and the remaining work either as vendors or as shepherds.

The demographics of the husbands of the women surveyed are summarized below:

- 60 percent are Saudi nationals.
- 22 percent are from the United Arab Emirates and the rest are from Jordan, Kuwait, Yemen, and India.
- 88 percent were between the ages of 40 and 65 at the time of the marriage.

When interviewees were asked whether their marriage had been registered, many of the women seemed suspicious. Nevertheless, 46 percent admitted their marriage had not been registered officially. In addition, 66 percent of the marriages were arranged by marriage brokers.

Based on the experiences of the 35 interviewees, the indirect factors that made these women vulnerable to transactional marriage as trafficking include poverty, ignorance, illiteracy, family pressure, and lack of prospects. Additional, direct factors that contribute to vulnerability include deceit, fear, and the influence of friends. Furthermore, victims were exploited in the following ways:

- Isolation
- Domestic violence (all the victims interviewed claimed to have been hit, insulted, humiliated, and forced into having sex with their spouses)
- Maltreatment by other wives
- Deprivation of cultural rights (such as religious rights or the right to visit family)
- Deprivation of legal rights (such as unregistered marriages)
- Health problems (physical and psychological)
- Adultery
- Abandonment

2. Egypt as a Transit State

Transnational trafficking in Egypt — in particular, the trafficking of women for prostitution from Eastern Europe through Egypt en route to Israel — has been acknowledged by the international community and the Government of Egypt for several years. According to the U.S. State Department Trafficking in Persons (TIP) Report for 2007, women from Uzbekistan, Moldova, Ukraine, Russia, and other countries in the region transit through Egypt on to commercial sexual exploitation in Israel.²²

Bedouins, who have detailed knowledge of desert routes and methods of avoiding detection, contribute to trafficking through the Sinai Desert. Some victims enter Egypt from sub-Saharan Africa and Asia and are trafficked into Israel or Europe.²³ The Hotline

for Migrant Workers, an Israeli NGO committed to helping victims of trafficking, studied the process of transfer through extensive interviews with victims in Israel:

Most victims of trafficking are smuggled into Israel through one or more countries of transit. The most common country of transit is Egypt, through which 72 percent of the women interviewed transited. Of them, 51 percent landed in Hurghada, 7 percent in Sharm el-Sheikh, and 3 percent in Cairo. From there they were transferred to Israel via the Sinai desert. Women from Moldova and Uzbekistan sometimes transit via Moscow and from there continue on to Egypt.²⁴

Once the women arrive in Egypt, they are taken to a hotel where a code word is used to identify the man they are to follow. The women are then smuggled across the border through the same networks and criminal groups as goods, drugs, weapons, and migrant workers. One victim described the process as follows:

“We were arranged in Indian file, one after the other. They counted us, like you count sheep. Later I found out why. They got a thousand dollars for every girl who got through. We walked like that for half an hour, once we sat down, once we ran, once they told us to lie down. It was March and the sand was cold. We came to a barbed wire fence and they told us to climb over it. A jeep came by on the other side and they told us to get in. But the jeep didn’t stop. We had to jump into it as it was moving. They covered us with a tarpaulin and there was no air. Some of the girls passed out.”²⁵

En route, many women are raped by their Bedouin captors; they see these women who are “destined to engage in prostitution” as “fair game and public property.” One victim testified to this, saying:

“I was promised that I would work in Israel as a dancer, but as early as Egypt I found out that I was going to engage in prostitution at a parlor in Eilat. I tried to run away but a Bedouin got hold of me and beat me. In the evening, four Bedouin raped me, one after the other. After the second one, I didn’t feel anything. They came back in a number of rounds. I lost consciousness and didn’t come round until the morning when I found myself in a tent with other women. The girls tried to support me and said that the Bedouin had brought me into the tent, half-naked, and told them to look after me. I was bleeding and I couldn’t walk, it hurt so much between my legs. I wanted to die. I didn’t believe that this was happening to me. Other women helped to drag me along until we reached the border.”²⁶

The border is very porous, and under the UN Protocol, Article 11, Egypt is obliged to strengthen its border control to prevent such trafficking.²⁷

As of 2005, an Israeli parliamentary inquiry found that 3,000 to 5,000 women had been smuggled into Israel since 2001 to work as prostitutes. The women are sold at public auctions to the highest bidder and forced to work under unsafe working conditions, sometimes working up to 18 hours per day.²⁸ Although more is known about Egypt as a

country of transit for victims destined for Israel than as a country of destination, some women have reported that they worked in Egypt before being smuggled to Israel.²⁹

3. Transnational Trafficking for Labor

Transnational labor trafficking, with Egypt as a source country, is significantly less prevalent than transactional marriage, transnational trafficking for the purpose of prostitution, or domestic trafficking. However, several cases reported to the National Council for Human Rights (NCHR) clearly indicate the potential for labor trafficking.

NCHR received complaints from Egyptians working abroad, including 11 from Iraq and six from Kuwait.

“The complainants from these countries not only claimed that they were not paid their dues, but were also subject to work conditions in violation of international business standards... The sponsorship (al kafalah) system remains the main cause of violations against the rights of Egyptians working in gulf countries in general as this system... allows such sponsors to retain the passports of laborers, which may prevent them from moving inside the country, traveling abroad or working for other employers. This also allows them to detain Egyptian laborers and pressurize them, which is deemed a prohibited act in violation of Accord No. 29 of 1930 which defines an act of persecution as ‘any work or service demanded to be carried out by anyone by force under the threat of imposing any sort of punishment and any act not voluntarily carried out by such person’.”³⁰

Nine complaints were received in which Egyptians were pressured to accept less wages than those agreed upon and to work under unfavorable conditions.³¹

It was reported in the National Council for Human Rights 2005 annual report that a representative at the Ministry of Foreign Affairs said the Ministry was not able to take any action to assist the Egyptians working abroad who have been trafficked because there wasn't any money in the budget for it.³²

Another source of demand for transnational labor trafficking is in the area of domestic service. According to the figures from the National Institute for Planning of Egypt issued in 2005, unemployment among 15- to 29-year-olds in Egypt has progressively increased from 82 percent in 1988 to 84 percent in 1998, and rising to 92 percent in 2006. As a result, many young Egyptians sacrifice everything to go abroad. They may pay up to 30,000 or 40,000 Egyptian pounds to be smuggled into Europe or an Arab country. Most of the unemployed are first-time job seekers and women — both populations at particular risk of being trafficked for the purpose of domestic service and both at risk of being abused and exploited while working as domestic servants.

Egyptian recruitment agencies often mislead Egyptian job seekers with false descriptions of jobs abroad. Unfortunately, immediately upon arrival, seekers often are deprived of their passports and find themselves enslaved in their employer's house. Foreign domestic servants in Saudi Arabia have complained of beatings, bodily injuries, and sexual

harassment. Ambassador Ali Sharaf, the former Secretary General of the Arab Labor Organization, said that 20 percent of all the Egyptians who work in the Gulf submit claims to human rights groups. Most complaints involve “body violence in the workplace.”

Domestic Trafficking

1. Children

A total of 130 cases of domestic trafficking were randomly gathered from children. Of the 130, 76 were clear cases of trafficking of children; 32 were cases of exploitation and violation of children’s rights but did not qualify as trafficking cases; 22 cases had no elements of exploitation or trafficking.

The cases of trafficking had the following characteristics:

- Employers abused the children and treated them in cruel and harsh ways. Children were forced to work for long hours, beyond their capacities.
- In some of the cases, the family members (particularly parents) were the exploiters and forced their children to quit school and work against their will.
- The children’s need to work arose from the family’s dependence on their income, even if these were very small sums of money.
- In some cases, children were gathered into gangs and then forced to beg and hand in all the money they made at the end of the day to the head of the gang, normally in exchange for a small payment and shelter.

(a) Child Labor

Child labor is alarmingly prevalent in Egypt, where it has been an issue of concern for many years. In 1988, a USG survey of Egypt found that 1.4 million children between the ages of 6 and 14 in Egypt were working.³³ According to UNICEF/Egypt, “boys and girls between the ages of 6 and 11 make up about one quarter of children who work in Egypt.”³⁴ Child labor in general is estimated at 6.3 percent nationwide.³⁵

Poverty is the root cause of child labor in Egypt. Approximately 17 percent of the population lives in poverty, with almost 12 million people having difficulties meeting their basic food and non-food needs.³⁶ Rural Upper Egypt is the poorest region, with 34 percent of the population in need.³⁷ The UN World Report on Violence Against Children of 2006 establishes a strong link between child labor and human trafficking. The report estimates that, as defined by the ILO 182 Convention, 8.4 million children worldwide are employed to perform the worst forms of child labor. Of these 8.4 million children, 1.2 million children are victims of trafficking.³⁸

Child laborers are not always victims of trafficking. Indeed, it is sometimes difficult to distinguish between child labor and trafficking for the purpose of child labor. The following case gathered by the assessment team is an example:

Ali is 10 years old, and he lives in Cairo. He has no education, and his mother is not working. He has three brothers and two sisters. Ali's brothers all work as car mechanics, and his sisters do not work. As a result of the family's financial hardships, Ali was not able to go to school. Harsh treatment by his parents drove Ali to the streets, but he returned and started working with one of his brothers as a mechanic's assistant. However, his brother barely paid him any salary and physically abused Ali. As a result, Ali stopped working with his brother and left home for good. Spending his time on the streets, Ali met some street children who took him to the place where they sleep. Ali was sexually abused by some of the older children, and he also faced physical abuse. He is now once again working as a mechanic's assistant's boy for someone who is not his relative. He has not returned home.³⁹

Although employed in a legal job, Ali's case is still considered trafficking. For him to stay in his parent's house and not return to the street, Ali had to work with his brothers. In this position, he was abused and exploited. As per the UN Trafficking Protocol definition, Ali was therefore harbored and received by his family for the purpose of labor exploitation. Under circumstances of poverty and deprivation, many cases of child labor become cases of trafficking for the purpose of child labor.

No official data is available on the exact number of street children in Egypt. However, studies estimate that there may be between 200,000 to 1 million homeless children in the country, most of them in Cairo and Alexandria.⁴⁰ The average age is approximately 13 years. The field interviews conducted as part of the assessment team's work in Egypt reveal that street children constitute the main source of victims for trafficking in children.

(b) Child Begging

In some cases, destitute parents send their children out on the street to beg, or take the children along when begging. In others, children are recruited by non-relative, third parties to beg.

The Child Law of Egypt considers child beggars socially dangerous because they are "vulnerable to delinquency."⁴¹ The law, therefore, is intended to prevent these children from becoming criminals by holding parents or guardians criminally liable for failure to ensure that their children behave properly. Nevertheless, it appears that despite positive legal developments in the protection of children, the approach adopted by the law is to treat street children, and child beggars in particular, as criminals, thus failing to address the root causes of child begging. Whether compelled to beg because of their families' poor conditions or forced to work on the streets by third parties, children are victims, not criminals.

Children are also recruited for begging by organized criminal groups. The most famous case of this in Egypt is the “Al-Turbini” case. Ramadan Mansour, or “Al-Turbini,” headed a criminal organization that for more than seven years actively recruited street children and forced them to beg in the streets. This organization was also responsible for the brutal murder of at least 32 children, many of whom were thrown off the rooftops of train cars. After his capture by the police, Mansour and his accomplice was brought to trial and sentenced to death. This case brought much-needed attention to the phenomenon of street children in Egypt.

The problem of child begging is linked to trafficking in children. Indeed, child beggars, because of their extreme vulnerability, are at great risk of being trafficked, as is illustrated by this case:

Mahmoud is 15 years old and lives in Cairo. Neither his mother nor his father is working, and he has seven brothers and sisters, none of whom have any education. His mother and father are likewise uneducated. They live in the cemeteries of Cairo, all together in one room, with no running water. The economic situation of the family is devastating, and all the male children are therefore forced to work; Mahmoud was sent out by his father into the streets to get money. The children spend their days working on the streets and bring money home to their father in the evenings and only sleep at home. Mahmoud waits for people in the street to give him some money – at times people may give five pounds, at times they may give nothing, and at other times, they may beat him. Mahmoud has also been beaten upon entering the territory of children working under “another boss.”⁴²

In this case, Mahmoud is being trafficked by his father: his father forces him to beg — an illegal activity that has on occasion caused him physical injury — and confiscates the money Mahmoud obtains. According to the UN definition, Mahmoud is harbored by his father for the purpose of exploitation.

Detailed information and statistical data are lacking on the exact number of child beggars in Egypt who are exploited by trafficking networks and other individuals for economic ends. However, the extremely vulnerable conditions in which street children and child beggars often find themselves, and the many testimonies collected by local and international NGOs working with these children, seem to suggest that the link between street children and child beggars, on the one hand, and trafficking on the other, is more widespread than currently recognized by the GOE.

(c) Criminal Acts

Children engaged in marginal labor spend most of their time in the streets, where they frequently come into contact with unscrupulous individuals who may exploit them by engaging them in criminal activities. These criminal activities include stealing (especially scrap materials, such as scrap metal or agricultural by-products) and drug dealing.

In some cases, the children themselves may realize they can make more money from criminal activities than from selling tissues or cleaning cars, and they seek out individuals willing to engage them in these activities either independently or as part of a gang of street children.

Adam illustrates a typical case:

Adam is 16 years old. He dropped out of school in second grade and is now working with his older brother. His father passed away, and his mother does not work. He has nine brothers and three sisters. Even though his mother tried to convince him to return to school, Adam chose to work with his brothers instead. He was introduced by some acquaintances to two men, Ahmed and Sayed, who were bosses of a small gang of children. Ahmed and Sayed forced the children to steal vegetables so that they could sell them for their own profit, while giving the children a small share of the money that was made.⁴³

Children involved in criminal activities are exposed to great risks, especially when working on the streets. One risk is drug addiction. As a result of drug addiction, some children choose to get into drug dealing to support their drug habits and make additional money. In these cases, the children normally work for a “boss” or a “master” who pays them a percentage of the profit made from the drug deals. Children involved in drug dealing usually act as couriers, delivering drugs to clients. In other cases, children are exploited by their parents or third parties who are themselves engaging in criminal activities. In these cases, the parents or other third parties will recruit their children to “assist” in delivering drugs or weapons to clients.

2. Domestic Service

Exploitation and abuse of domestic servants, as with transnational cases, happens within Egypt as well. In the poor regions of Al-Sharqiah, Al-Behyrah, Kafr Al-Sheik, Al-Fayour, and Al-Giza, the practice of exploiting female domestic servants is widespread. Indeed, the highest numbers of domestic servants are found in the poorest regions of the country.

Numerous agencies are in the business of recruiting and hiring female domestic servants in Egypt. One hundred of these recruitment agencies are officially registered. However, the NGOs with whom the assessment team met estimate that there are at least twice as many unregistered agencies similarly recruiting female domestic servants. Based on interviews with local NGOs, the assessment team ascertained that unregistered offices are labeled under designations such as offices for public relations, offices for general services, and others. Most of the unregistered offices are found in high-class suburbs in Cairo, such as Al-Muhandseen, Al-Doki, Al-Haram, The Pyramids area, Al-Doki Madinat Nassr, Masr Al Gadidah (Heliopolis), Al-Maadi Al-Qoba, Al-Zaytoon.

3. Prostitution

The assessment team conducted interviews with 35 women in prostitution in Alexandria and Cairo. They were surveyed on topics including age, employment, income, and social status. The demographics of these women are summarized below:

- Average age is 24.5 years.
- 31 percent are employed in other jobs.
- Average income is between 100 and 1,500 Egyptian pounds (between \$20 and \$300).
- 68 percent have no regular monthly income.
- 45 percent are unmarried; 40 percent are divorced; the others are widowed, married (2), or are of unknown status.
- 17 percent use drugs.
- 57 percent are engaged in prostitution through a pimp; 43 percent work independently.
- 42 percent are involved in prostitution due to poverty, 54 percent for extra money.

In many cases of trafficking for the purpose of prostitution in Egypt, family members force women and girls to work in prostitution to supplement the family's income. As the result of dependence on these family members, the victims have no choice but to submit. The victim never receives any form of compensation for her activities.

In the following case gathered by the assessment team, the trafficker and exploiter is a family member:

Eman, now 19 years old, completed only the second grade in a vocational school. When she was 15 years old, her father started sexually molesting her. Eventually, he prostituted her in a network of five women and girls that he controlled. Eman's mother, while not directly involved in the prostitution ring, did not show any objection to the molestation or the prostitution of her daughter. Her father, the pimp, now runs his business in furnished apartments that he changes every four or five months. Eman does not have any concerns about contracting HIV, and she does not practice safe sex because most of her clients do not like using condoms. She depends on her father's "experience" in casually screening her clients for suspicious health problems. Now, Eman has started recruiting new girls to her father's prostitution ring. The father gets 50 percent of the income of each prostitute. In return, he provides the "safe haven" for the sexual encounters.⁴⁴

Forced by her father into prostitution, Eman is being exploited and her health is put at risk. She receives half or less of her earnings. According to the UN definition, Eman is harbored by her father for the purpose of prostitution; her father exploited her vulnerability.

SECTION IV. GOVERNMENT RESPONSES TO TRAFFICKING

LEGISLATION

Egypt has ratified the primary international legal instruments addressing trafficking in persons and related issues. Consequently, Egypt has an international obligation to enact national legislation in compliance with the ratified international conventions. In 2004, Egypt ratified the 2000 UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children. As a State Party to the UN Protocol, Egypt is bound to adopt “such legislative and other measures as may be necessary to establish as criminal offences the conduct set forth in article 3 of [the Protocol], when committed intentionally.”⁴⁵

Egypt ratified the 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1981,⁴⁶ and the 1989 Convention on the Rights of the Child (CRC) in 1990, both of which mandate national legislation and other measures to combat trafficking.⁴⁷

Egypt also has adopted national legal instruments addressing trafficking in persons and related issues. The Egyptian Prostitution Law, Law No. 10 of March 8, 1961, criminalizes prostitution-related activities, including sex trafficking, inside and outside of Egypt’s borders.

In its Third Periodic Report to the Committee on the Elimination of Discrimination Against Women regarding Article 6 of CEDAW, Egypt stated that, according to Law No. 10, “it is an offence to incite, abet, assist, procure, entice or seduce another person for purposes of prostitution, subject to a penalty of three years’ imprisonment and a fine of 100 to 300 Egyptian pounds.” Furthermore, “it is an offence to induce, assist, or procure a female, of whatever age, to leave or enter a country for purposes of prostitution, to escort her in doing so or to make arrangements for her to do so, subject to a penalty of five to six years’ imprisonment and a fine of 100 to 500 Egyptian pounds” (arts. 3 and 5). Lastly, “it is an offence to assist a female to engage in prostitution, even as a financial venture, subject to a penalty of six months’ to three years’ imprisonment, with a higher penalty of one year to five years in prison when the victim is under 16 years of age or the offender is her ascendant or guardian or works in her home” (art. 6).

However, while Law No. 10 may be used to prosecute cases of sex trafficking, compliance with Article 3 of the UN Protocol requires a more comprehensive law that prohibits other forms of trafficking, including “forced labor or services, slavery, practices similar to slavery, servitude, or removal of organs.”

With regard to trafficking in children, a draft amendment, Article 7, has been prepared for the Egyptian Parliament to change some of the provisions of the current Child Law. This amendment seeks to enhance the protection of children and lessen trafficking of children. It states in part as follows:

“It shall be prohibited to infringe upon the right of a child to be protected from trafficking, sexual harassment, exploitation, or physical, mental, or sexual harm. The child shall also be protected from indifference or economic and commercial exploitation. The child shall have the right to be aware of his rights to enable him to counter these risks.”⁴⁸

Article 7 is a significant development as Egyptian law would for the first time recognize the crime of “trafficking in children.” Under the law, anyone who sells or buys or offers for sale, submits or receives, or transfers a child as a slave, or exploits the child sexually or commercially, or uses the child in forced labor or for other illegal purposes shall be punished with enhanced imprisonment for a period not less than five years and a fine not less than 50,000 pounds and not more than 200,000 pounds. Also, Article 7 establishes the criminal liability of a guardian or a caretaker and thus covers individual trafficking.⁴⁹

Egypt has also ratified the international conventions addressing child labor such as the United Nations Convention on the Rights of the Child; the ILO Worst Forms of Child Labour Convention; and the International Covenant on Economic, Social, and Cultural Rights. As a State Party to all these conventions, Egypt has an international obligation to enact and enforce national legislation addressing child labor.

Child labor is addressed in the Egyptian Labor Code (Law No. 12, 2003), which states that “employing children under the age of fourteen or children who have not completed elementary education yet, is prohibited.”⁵⁰ However, in line with the Child Law of 1996, children may be trained once they reach 12 years of age.⁵¹ Working hours and breaks are similar as those listed in the Child Law.⁵² However, the provisions of this Law do not apply to infants and juveniles working in agricultural labor, which is one of the most problematic forms of child labor in Egypt.⁵³

Moreover, Law No.12 of 2003 regulates the licensing of private employment agencies. The law imposes penalties, including a one-month to one-year prison sentence and a fine of 10,000 pounds, if the employment agency provides false information regarding employment or receives illegal payments in consideration for securing a job.⁵⁴ The law also provides for closure of the employment agency in cases of violation of the law.⁵⁵

As this report has indicated, begging is a widespread phenomenon in Egypt and could be considered a form of child labor.⁵⁶ Article 96 of the Child Law provides that:

“A child shall be regarded as being at risk of delinquency in any of the following circumstances:

- 1) If he is found begging, and it shall be considered an act of begging, offering a product or a insignificant service, or performing clown acts or other acts that may not constitute a serious source of living;*
- 2) If he or she collects cigarette butts, or leftovers or garbage;*
- 3) If he or she is employed in work connected with prostitution, depravity, immorality, gambling, drugs or the like, or if the child is in the service of a person involved in such activities;*

- 4) *If he or she lacks a stable place of residence or if he or she habitually resides in the streets or other places that are not suitable for residency or lodging;*
- 5) *If he or she associates with those who are vulnerable to delinquency or crime suspects or those who are known for immoral conduct;*
- 6) *If he or she has been habitually truant;*
- 7) *If he or she is of a bad moral character or eludes the authority of his father or guardian, or the authority of his mother in the event of death, absence or incapacity of his or her guardian...;*
- 8) *If he or she does not have a legitimate source of living or support.”*

Ambassador Moushira Khattab, Secretary General of the National Council on Childhood and Motherhood, in remarks in Cairo, concluded with a recommendation “... calling upon Arab parliaments to enact legislation, criminalizing all forms of violence against children in particular... trafficking in children, including begging, early marriage... street children, child labor, and domestic service.” This recommendation is significant in that it broadly defines trafficking in children to include all forms of exploitation criminalized in anti-trafficking legislation.

With this legislative background and many of the national and international instruments in place, the time is right for the enactment of comprehensive legislation in Egypt to combat trafficking in persons.

OTHER GOVERNMENT INITIATIVES

Many government agencies are implementing programs addressing violence against women and children, and reporting on human rights. The most active agencies are the National Council for Childhood and Motherhood (NCCM), the National Council for Women, and the National Council for Human Rights. The NCCM is implementing several programs addressing child protection, including the “Child at Risk” program that provides medical consultations and treatment for needy children (funded by the European Council). A new program funded by USAID dealing with violence against children will build the capacity of NCCM to address such violence, including improving government-run day centers for street children.

The National Council for Women (NCW) has implemented several programs designed to address women’s vulnerabilities, particularly economic vulnerabilities. Since its inception in 2000, NCW has developed a political empowerment center and conducted activities raising women’s awareness of their legal rights. To this end, NCW has drafted a national plan to empower women and created an ombudsman’s office to receive women’s complaints. The council has grants and programs on microfinance, business, and literacy. In a meeting with the assessment team, the secretary-general of NCW expressed an interest in creating a dedicated office on trafficking in persons within the organization.

The National Council for Human Rights (NCHR), in its role as the agency responsible for addressing violations of human rights in Egypt, has received complaints about Egyptians trafficked overseas for the purpose of forced labor as well as calls to address issues surrounding street children.⁵⁷ A committee at NCHR refers such complaints to the

relevant ministry or government office for follow-up. NCHR publishes annual reports on the complaints and the level of response from government offices. NCHR has also held human rights training seminars, for example, for journalists on reporting on human rights.

The secretary-general of NCHR met with the assessment team and expressed interest in working with the international community to incorporate trafficking in persons into its human rights agenda.

Aside from the national councils, other government entities, because of their current responsibilities, potentially would have responsibility over trafficking in persons violations. In particular, within the Ministry of the Interior, State Security is the primary government agency for investigating trafficking offenses. A special police unit, known as Delinquency Police, was created by the government to address prostitution, focusing on cases of early marriage that border on prostitution and forced marriage. In some instances, however, the officers of this unit “revictimized” these child brides, treating them as criminals. NGOs have raised the concern that “child victims of prostitution aged over 15 are prosecuted instead of receiving support and care,” and although “children under 15 are referred to care centres, they often end up being sexually exploited again in these institutions.”⁵⁸

The Ministry of Justice, responsible for prosecution of traffickers and drafting legislation, works extensively on issues of prostitution, illegal child labor, and illegal immigration. The recently created General Department for Human Rights Affairs has expressed interest in expanding trafficking work and legislation. In addition, the Ministry of Foreign Affairs, through the Egyptian Fund for Technical Cooperation with Africa, sponsored a four-week training session for representatives from 15 African countries on “securing state borders,” a training that included combating trafficking in persons.⁵⁹

For more information on government agencies working on trafficking and existing programming, please see the matrix in Annex C.

NATIONAL COORDINATING COMMITTEE TO COMBAT AND PREVENT TRAFFICKING IN PERSONS

On July 11, 2007, the Council of Ministers in Egypt approved a draft presidential decision to establish a National Coordinating Committee to Combat and Prevent Trafficking in Persons. The Committee shall be a consultative reference to concerned authorities and other national institutions. The functions of the committee are as follows:

- Draft a national plan of action to combat the issue of trafficking in persons; follow up on its implementation; and prepare an annual report to be submitted annually to the Council of Ministers.
- Prepare and draft legislation to combat the phenomenon of trafficking in persons; cooperate with the specialized office of the United Nations and other concerned authorities; and suggest measures to assist and protect the victims of this crime.

- Suggest policies and programs, and guide research; increase media awareness campaigns; develop educational curricula, and build the capacity of criminal justice officials, other concerned authorities responsible for the implementation of the criminal justice system, and those in charge of the application of the provisions of the Protocol to Prevent, Suppress and Punish Trafficking in Persons.
- Prepare a central data bank in coordination with the Center of Criminal and Social Research and other research institutes.
- Support the international judicial mechanisms of cooperation involved in criminal matters, and review the relevant national legislation.
- Have a specialized Secretariat responsible for the preparation of studies and research and the preparation of topics that will be submitted to this committee. The committee shall take the necessary measures to implement its decisions and recommendations. The committee may be assigned additional tasks and shall have a unit for documentation and data collection.
- Meet every month and forward its recommendations and suggestions through the Foreign Ministry to the Council of Ministers.

The decision to establish a national committee to combat trafficking in Egypt is significant because it reflects a political will on the part of the government to address the problem of trafficking, which constitutes a gross violation of human rights and is a threat not only to state security, but to the security and dignity of human beings.

SECTION V. CIVIL SOCIETY RESPONSES TO TRAFFICKING

Civil society in Egypt is extensive, with many organizations focused on human rights, women's rights, and children's issues. NGOs provide services ranging from advocacy to raising awareness, to shelter and rehabilitative services. However, few organizations — with the notable exception of the Arab Foundation for Migration Policy — have expertise or programs dealing with trafficking in persons. Nevertheless, the existing capacity and knowledge of the organizations with which the assessment team met offer a useful foundation for developing future trafficking programs.

The Cairo Institute for Human Rights Studies (CIHRS) conducts detailed analyses and studies on the problems of managing the process of democratization. CIHRS also campaigns for the integration of human rights values and principles into academic curricula and conducts training courses and workshops for sectors of society, with an emphasis on youth.

The Association for Human Rights Legal Assistance provides legal aid for the victims of human rights violations of all forms.

The Center for Egyptian Women's Legal Assistance (CEWLA) advocates for changing unjust laws directed against women. CEWLA provides legal support of personal status and civil cases, which are related to the conditions of women and women's rights. They also facilitate the process of obtaining identification cards and other official papers.

The Egyptian Center for Women's Rights is devoted to advancing women's legal rights through capacity building of government ministries on gender awareness as well as direct advocacy.

Several organizations, including the Association for the Development and Enhancement of Women, provide grassroots support such as economic assistance, literacy, and awareness classes to women in the poorest areas. Local organizations within the governorates, such as the Future Association for Development in Aswan, provide legal services, shelter, education, medical care, psychosocial assistance, and other services, either through direct interventions or a referral network.

Many NGOs have developed networks through which anti-trafficking programs can be developed. The Alliance for Arab Women is an umbrella group of 350 NGOs throughout Egypt focusing on gender, women's rights, development, advocacy, networking, and building partnerships. The Arab Network for NGOs has developed a database of Arab NGOs and provides training for NGO representatives, conducts research, publishes a periodical newsletter, and organizes conferences and workshops.

Most shelters in Egypt are government-run. However, there are a few day centers and overnight facilities for street children and other vulnerable populations. The most well-known are those run by Hope Village, an organization devoted to assisting vulnerable women and children in Egypt. The shelters of Hope Village have programs focused on

education, psychological and medical care, social and family care, literacy, religious and cultural activities, and economic rehabilitation. The Tofuly Foundation, a new organization providing services and shelter to street children in Cairo, addresses children's issues within the context of the surrounding community.

SECTION VI. INTERNATIONAL RESPONSES TO TRAFFICKING

While no international organizations and donors to date are doing work specifically on trafficking in Egypt, many have related programs that can be built upon or further developed to include trafficking issues. Most donors have programs in place dealing with women and girls. The Canadian International Development Agency (CIDA), the United Nations Development Fund for Women (UNIFEM) Arab States Regional Office, and the German Development Agency GTZ all have policies and programs in place in Egypt to empower women.

The United Nations Population Fund (UNFPA) conducted a project with the National Council for Women to enhance capabilities in the areas of gender mainstreaming in planning, institutional policies, and monitoring and evaluation programs. Another UNFPA project with the National Council for Childhood and Motherhood strengthened its capacity to effectively reach young people and involved parents, teachers, and community and youth leaders in dealing with the unmet needs of adolescents.

Other organizations, such as the Center for Development and Population Activities (CEDPA), work extensively on a grassroots level with women and youth. Currently, CEDPA's work with the Egyptian Ministry of Youth on the Enabling Young People's Civic Participation in Egypt project establishes local and national leadership networks of young women and men. Through the New Horizons and New Visions education programs, CEDPA has reached more than 81,000 girls and 18,000 boys over the past decade to increase literacy, build basic life skills, improve knowledge of reproductive health, and promote gender sensitivity so that boys and girls gain communications skills and become more equal partners in family life.

UNICEF is working extensively on issues of child protection, particularly related to child labor and street children. UNICEF supports the creation of a national database on children at risk, including vital indicators on child labor, street children, and violence against children. It supports services for street children with a focus on girls and young street mothers, providing them with psychosocial support, rehabilitation, educational and vocational services, and counseling for HIV/AIDS. In centers for street children in Alexandria, Cairo, and Qena, UNICEF provides training for social workers on the rights of children and the risks that children face on the street.

The World Food Programme (WFP) is also implementing a program that seeks to combat exploitative labor through education. The program began by conducting a rapid needs assessment in four governorates, and is now targeting street children and other working children in those governorates. The project raises awareness and provides alternatives, such as vocational training for families and micro credit to at-risk families.

Two UN agencies traditionally work on trafficking in persons. The International Organization for Migration (IOM) works on issues surrounding migration throughout the Middle East. The Cairo office oversees regional operations and as such has conducted anti-trafficking initiatives in Syria, Yemen, and other Middle Eastern countries. The UN

Office on Drugs and Crime (UNODC) Regional Office for the Middle East and North Africa is based in Cairo and works with countries in the region to tackle drug and crime problems and their consequences.

Many of these international donors and organizations are interested in working on trafficking issues. CIDA is particularly interested in identifying possible collaborative initiatives with key partners, governmental and nongovernmental, on strategic gender issues, including trafficking in persons. The assessment team attended a meeting of the Development and Gender Donor Sub-group at the U.S. Embassy in June 2007, when many donors — particularly UNODC and IOM — expressed an interest working on trafficking.

SECTION VII. RECOMMENDATIONS

Combating trafficking in persons requires a comprehensive “five P’s” response: prosecution, protection, provision, prevention, and participation. But a program based on the five P’s first requires recognition by both governmental and nongovernmental entities that trafficking is a problem and that there is a commitment to address it. The assessment team found that although the government has interest in addressing the problem, there is a lack of conceptual clarity on what constitutes trafficking. Also, while there is interest from civil society in addressing the problem, NGO programs on trafficking are non-existent. Lastly, there is a need for solid research and data on both transnational and domestic trafficking in persons to be able to define appropriate responses.

Therefore, the assessment team recommends a preparatory stage to lay the groundwork for a comprehensive program based on the five P’s. This preparatory stage would focus on bringing clarity regarding trafficking in Egypt among both government and civil society entities and raising awareness among the general population. The recommendations outlined below are meant to lay this groundwork.

Overall, the assessment team recommends that USAID/Egypt and the Embassy assist the Government of Egypt to expand its capacity to address trafficking through technical assistance and the sharing of best practices. Because trafficking in persons is a complex and multifaceted issue, it is important that dialogue on the importance of combating trafficking in persons involve representatives from different government agencies, particularly the ministries of interior, foreign affairs, labor and manpower and social solidarity. The new National Coordinating Committee to Combat and Prevent Trafficking in Persons approved by the Council of Ministers in July 2007 can be the venue for this dialogue among the ministries.

Although no other donors are currently doing work in the area of trafficking, many have expressed interest in developing coordinated anti-trafficking programs with USAID. USAID could work with these donors on implementing the activities defined in Annex E, the USAID Action Plan.

Recommendation 1: Anti-Trafficking Legislation

Target: Ministry of Justice and the Parliament

It is recommended that the Ministry of Justice draft anti-trafficking legislation for enactment by Parliament.

The Deputy Minister of Justice for Human Rights Affairs of the Egyptian Ministry of Justice expressed a willingness to cooperate with the United States in drafting specific and comprehensive anti-trafficking legislation. Moreover, Dr. Mofeed Shihab, Minister for Legal and Parliamentary Affairs, upon meeting with the team leader of the assessment team, requested comparative models on anti-trafficking legislation. The Arab League has

adopted a law to combat trafficking in persons that can provide a model for the GOE as it drafts anti-trafficking legislation.

Egypt is among a minority of countries worldwide that have not enacted anti-trafficking legislation, nor has it taken steps to draft such a law.⁶⁰ Many trafficking activities, such as prostitution, forced begging, and child labor, are criminalized under provisions of existing Egyptian law. However, this approach is fragmented and does not address trafficking holistically or consider its many complex parts. The crime of trafficking has different phases, from recruitment to exploitation, and is conducted using a variety of means, including force, fraud, coercion, and other illegal tactics. Therefore, a specific anti-trafficking law is needed to criminalize both the exploitation phase and the recruitment phase and the methods used in each.

Trafficking legislation would facilitate prosecution and validate the growing consensus that trafficking in persons is a serious crime. Such legislation also would provide for a penalty that takes into account the complexity of the crime and the means used to perpetrate it.⁶¹ Human trafficking legislation should carry penalties similar to those of other serious crimes like rape and drug trafficking. Finally, in addition to criminalizing the act of trafficking, comprehensive anti-trafficking legislation would also provide for the protection of victims. A specific anti-trafficking law is necessary to ensure that victims are not criminalized, but rather recognized as victims and afforded appropriate protection.

Recommendation 2: Reporting Mechanism

Target: The National Council of Human Rights and the National Coordinating Committee to Combat and Prevent Trafficking in Persons

It is recommended that the GOE create a reporting mechanism to monitor the status of trafficking in persons throughout the country.

Many of the international conventions to which Egypt is a signatory mandate periodic progress reports, including the UN Convention against Transnational Organized Crime, of which the UN Protocol on Trafficking is a part. Governments set up self-reporting mechanisms to respond to international conventions, monitor the status of problems within the country, and report on the efforts adopted to combat it.

There are a variety of approaches to self-reporting on trafficking in persons. Some countries entrust the duty of reporting on trafficking to an interministerial task force, or to a single ministerial member of such a task force. A number of countries appoint an independent body, such as the Office of a National Rapporteur, to monitor trafficking. A third approach is for a congressional or parliamentary committee to be charged with oversight of the government's performance in combating trafficking in persons with the authority to investigate government actions in this regard.

The assessment team recommends that the most suitable candidate to serve as a self-reporting mechanism in Egypt would be the National Council for Human Rights

(NCHR), which already publishes annual reports on the human rights situation in Egypt. Since human trafficking represents a gross violation of human rights, the NCHR should devote a part of its annual report to human trafficking or draft a separate report on the scope of trafficking in Egypt.

Recommendation 3: Research and Data Collection

Target: Research institutions, especially the Regional Center for Trafficking in Persons, Suzanne Mubarak Regional Center for Women’s Health and Development, National Centre for Criminological Research, and the Arab Foundation for Migration Studies

It is recommended that extensive and comprehensive research on trafficking in persons be conducted in Egypt.

Information on trafficking in persons is not available in Egypt. The difficulty in obtaining reliable and accurate information about the nature and extent of trafficking in persons is attributable to the difficulty in identifying victims, the differences in the reporting methods used, and the constantly shifting nature of trafficking. Obtaining quantitative data on the issue of trafficking is also challenging because there is no effective mechanism for documenting the number of victims of trafficking.

Effective anti-trafficking programming is impossible without comprehensive research on vulnerabilities and root causes, methods of trafficking, and the needs of victims after escaping a trafficking situation. It is therefore crucial to conduct research on human trafficking, especially within local communities in Egypt. This research needs to be conducted by local groups and professionals familiar with the particular situation and context. This assessment highlighted three issues within specific geographic regions that deserve special attention: child sex tourism in the Luxor region, trafficking for the purpose of prostitution in Sharm el-Sheikh, and trafficking for prostitution in the Bedouin border areas

Collection of statistical data is also needed, especially on street children and their unique vulnerability to being trafficked and on the links of trafficking to child labor, especially for begging. Research on marriage brokers and employment agencies will give insights into trafficking for transactional marriages.

The following agencies may be considered good research partners:

- The Regional Center for Trafficking in Persons, which will be established at Alexandria Law School, will be a good source for commissioning extensive research on the scope of the problem of trafficking in persons in Egypt and on the legislative, judicial, and administrative measures taken to eradicate it.
- The Suzanne Mubarak Regional Center for Women’s Health and Development is a research institute concerned with trafficking in persons, its health implications, and

gender perspectives. The center is organizing a conference on violence against women, including trafficking in women, set to take place in October 2007.

- The National Centre for Criminological Research, an institute chaired by the Minister of Social Affairs, covers research topics such as women and drugs in Egypt, drug culture among Egyptian youth, and working children in agriculture and in urban areas.⁶²
- The Arab Foundation for Migration Studies is qualified to conduct research on the topic of trafficking in persons, especially given its focus on movement of people and migration issues.

Obtaining reliable and accurate information on trafficking in persons would assist the GOE in prosecuting traffickers, developing programs to help victims of trafficking, and creating targeted public awareness campaigns for vulnerable communities, thereby facilitating Egypt's removal from the 2007 Department of State Trafficking in Person's Report Tier Two Watch List.

Recommendation 4: Public Awareness and Outreach

Target: The Arab Foundation for Migration Studies, National Council for Human Rights, Television and Radio stations

It is recommended that the capabilities of the media be strengthened to increase public awareness of trafficking in persons throughout Egypt.

The assessment team found numerous newspaper articles that report on human trafficking cases without recognizing them as such. To create more awareness on this issue, journalists need to be trained to recognize trafficking cases. The National Council for Human Rights, for example, has held human rights training seminars for press reporters, training 70 reporters from various newspapers.⁶³ Similar seminars need to be provided with a focus on trafficking in persons.

These trainings could examine stories published in Egyptian newspapers and magazines on forms of trafficking under international law, including prostitution; labor; services, such as begging, domestic service, and servitude; slavery; practices similar to slavery such as forced marriages; and removal of human organs. The journalists being trained would learn about the relevant trafficking issues by examining and analyzing these stories.

In addition to training of journalists, the broadcast of information on both television and radio of trafficking in persons as a violation of human rights should be supported. The National Council for Human Rights has an agreement with the Ministry of Information to produce public awareness materials, including human rights-sensitive materials in television dramas.⁶⁴ Trafficking in persons could become part of these materials. Broadcasting anti-trafficking commercials on television is another alternative. Also,

popular broadcasters and disc jockeys on the radio could be approached to discuss these topics in their radio programs and broadcast anti-trafficking commercials. Popular anti-trafficking programs have been successful in countries around the world.

Recommendation 5: Incorporating Trafficking in Persons in Human Rights Curricula in Egyptian Universities

Target: Law professors teaching human rights in Egyptian universities; the Suzanne Mubarak Institute for Peace Studies

It is recommended that trafficking in persons be integrated into the human rights curricula of Egyptian universities.

On April 29, 2004, the Egyptian Supreme Council of Universities decreed that universities throughout Egypt establish a committee to propose the contents for a course on human rights in accordance with the nature of study in every faculty. It is clear that trafficking in persons as addressed under relevant international law, including international treaty law, should be included in the proposed human rights curriculum.

To this end, the assessment team recommends that an educational guide be developed for teaching issues related to trafficking in persons within a human rights framework. The guide would be used to conduct workshops for university professors who will teach the human rights courses on the issue of trafficking in persons and the international legal framework applicable to it. Because students in these universities go on to positions of power within the government, the private sector, and the NGO community, it is essential that they be informed of trafficking. Moreover, because the framework for this guide already exists and the National Council for Human Rights supports the initiative, creating a trafficking insert for the human rights curriculum is a simple step in building goodwill and assisting the government in the efforts to address trafficking in persons.

Other venues for education on trafficking in persons need to be identified, such as the Suzanne Mubarak Institute for Peace Studies, which provides similar courses on conflict resolution and human rights. It is a possible site for a course on trafficking and a venue for workshops on trafficking for university professors.

In addition, the Johns Hopkins Protection Project will devote its Annual Human Rights Symposium in Washington, D.C., to the issue of “Incorporating Trafficking in Persons in Human Rights Curricula in the U.S. Universities and Abroad.” The symposium will be held on November 27, 2007. Egyptian law professors will participate in the dialogue.

Recommendation 6: Capacity Building and Training of Civil Society

Target: Human Rights NGOs

It is recommended that human rights NGOs and other stakeholders be trained on trafficking in persons as a violation of human rights.

The UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons mandates that State Parties must operate with NGOs in adopting prevention measures to combat trafficking and measures of assistance and protection. Thus, the UN Protocol establishes an international obligation of cooperation.

The assessment team conducted four workshops with NGOs and observed that they are successfully working on women and children's issues. None, however, have programs or projects on combating trafficking in persons. Although the workshops helped these groups understand the issue of trafficking and how many of their cases are, in fact, trafficking cases, these NGOs need extensive training on how best to integrate trafficking concerns into their policies and programs. Following are some recommendations made by participants during the workshops:

- Training programs on the specific issue of trafficking in persons should be regularly conducted among NGOs that advocate for observance of human rights, women's rights, and children's rights.
- The basic concepts, definitions, and standards related to trafficking in persons should be published in a simple publication in the Arabic language and distributed among NGOs and other elements of civil society.
- An anti-trafficking newsletter should be regularly issued by an NGO, such as the Arab Foundation for Migration Studies. The newsletter would update all NGOs on current developments in the anti-trafficking movement in Egypt and around the world and serve as an effective networking instrument.

Recommendation 7: Plan of Action

Target: National Coordinating Committee to Combat and Prevent Trafficking in Persons and the United Nations Office on Drugs and Crime

It is recommended that the GOE prepare a Plan of Action detailing all the measures that must be taken to combat the problem of trafficking in persons in Egypt.

From July 3-5, 2006, the UN Office on Drugs and Crime held an Expert Group Meeting in Vienna entitled, "Trafficking in Persons and Smuggling of Migrants in the MENA Region – Regional Plan of Action and Technical Cooperation." This action plan calls for the criminalization of trafficking in persons as well as for taking the appropriate measures to prevent trafficking and implementing the necessary procedures to provide protection to victims of trafficking.

Specifically, the UN Action Plan calls for each country in the region to: 1) provide the necessary resources to implement the UN Protocol on Trafficking; 2) establish a national task force to monitor and coordinate efforts to combat the problem of trafficking; 3) implement a monitoring and follow-up mechanism; 4) research the scope of the problem of trafficking; 5) train relevant officials on prevention, protection, and prosecution; and 6)

exchange information and cooperate with border controls. To ensure proper implementation, the UN Action Plan relies on cooperation with NGOs and other stakeholders.

The Government of Egypt has taken the first step in the process to developing a plan of action by proposing a national task force, the National Coordinating Committee to Combat and Prevent Trafficking in Persons. The first task of this committee is to develop an action plan to combat trafficking in persons. It is recommended the committee use the UN Action Plan as a guide, especially in the following areas of prevention, protection, and prosecution:

Prevention:

- Information and public awareness campaigns
- Addressing root causes, especially poverty, underdevelopment, and lack of equal opportunity

Protection:

- Identifying victims of trafficking and treating them appropriately
- Protecting the privacy of victims of trafficking
- Protecting victims of trafficking from re-victimization
- Providing physical, psychological, and social recovery for victims of trafficking
- Providing victims of trafficking with legal assistance
- Allowing victims of trafficking the possibility of obtaining compensation
- Establishing shelters for victims of trafficking

Prosecution:

- Establishing trafficking in persons as a specific criminal offense
- Confiscating proceeds of the crime of trafficking in persons
- Developing investigative and prosecutorial approaches that do not rely solely on the trafficking victim's testimony

Removing Egypt from the Tier Two Watch List

The assessment team also recommends that a dialogue be established between the GOE, beginning with the deputy minister of justice for human rights affairs of the Ministry of Justice, and USAID to clarify the U.S. government policy on trafficking. The dialogue would also address the purpose of the U.S. Department of State Trafficking in Persons Report as “a diplomatic tool for the U.S. government to use as an instrument for continued dialogue and encouragement and as a guide to help focus resources on prosecution, protection, and prevention programs and policies.”⁶⁵

The recommendations in this report address the immediate need to move Egypt off of the U.S. State Department Tier Two Watch List. The United States Trafficking in Persons

Protection Act indicates that a country must prohibit and punish trafficking in persons; investigate, prosecute, convict, and sentence trafficking crimes; monitor and publicly assess anti-trafficking efforts; educate the public about the problem of trafficking; and protect victims of trafficking.

Specifically, the recommendations in the previous section address each of these criteria:

- To prohibit and punish trafficking in persons, the team recommends the GOE enact a specific anti-trafficking legislation (Recommendation 1).
- To investigate, prosecute, convict, and sentence trafficking crimes, the team recommends establishing a specific crime of trafficking that would facilitate prosecution (Recommendation 1).
- To monitor and publicly assess anti-trafficking efforts, the team recommends the GOE create a self-reporting mechanism to monitor the status of trafficking in persons in Egypt (Recommendation 2).
- To educate the public about the problem of trafficking, the team recommends: research and data collection on the scope of the problem (Recommendation 3); conducting targeted public awareness campaigns through use of the media (Recommendation 4); incorporating trafficking in persons in human rights university curricula (Recommendation 5); and training of NGOs and other elements of civil society (Recommendation 6).
- To protect victims of trafficking, the team recommends that the GOE draft a plan of action against trafficking in persons that calls for the protective measures specified by the United Nations Protocol (Recommendation 7).

SECTION VIII. CONCLUSION

Cases of exploitation of women and children that may rise to the level of trafficking in persons take many forms, including transferring and transporting women through Egypt to Israel for prostitution; recruiting women and girls to enter transactional marriages in other Arab countries; exploiting children for illicit purposes, especially begging, distribution of drugs, and other criminal activities; and trafficking women into prostitution within Egypt.

While the problem is great, official recognition lacks conceptual clarity and civil society does not devote enough attention to the specific problem. Statistics and accurate estimates are needed to design appropriate responses. This requires research and data collection on the forms of trafficking that are not limited to Cairo and Alexandria. This also requires creating a self-reporting mechanism whereby the GOE monitors the status of trafficking in persons as a violation of human rights. The National Council for Human Rights publishes an annual report that should include trafficking in persons.

Recognition of trafficking in persons as a specific offense is imperative. A provision in the Egyptian Civil Code must be drafted in accordance with the definition of trafficking in persons that has been adopted by the UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons. This legislation will facilitate prosecution of cases of trafficking. But prosecution, while important, is not enough. The GOE must also take the necessary measures to address conditions of vulnerability that contribute to trafficking, especially to trafficking in children. The GOE must also recognize the trafficked person as a victim entitled to basic human rights, including the rights to protection and assistance.

This report suggests drafting an action plan that encompasses prosecution, prevention, protection, and provision as they have been outlined in the UN Draft Action Plan to Combat Smuggling of Migrants and Trafficking in Persons. The action plan is based on the provisions of the UN Protocol, which Egypt ratified in 2004.

Egypt was placed on the Tier Two Watch List for the second consecutive year in the State Department Trafficking in Persons Report 2007. The interventions recommended herein are designed to bring Egypt into compliance with the minimum standards for the elimination of trafficking under U.S. law. The United States should thus engage the GOE in a constructive dialogue on the purpose of the Trafficking in Persons Report and include trafficking in persons in the various USAID programs.

Participation of civil society, especially NGOs, academic institutions, and media, complement the five “p’s” as they have been advocated in this report. The report recommends training human rights organizations, especially women and children’s organizations, on understanding trafficking in persons as a violation of human rights. The report also proposes the creation of a media observatory that monitors stories published on exploitation of women and children in Egypt and whether the cases rise to the level of trafficking in persons, as well as inclusion of the topic of trafficking in persons in human rights curricula in Egyptian universities.

In conclusion, the United States should provide technical assistance to the newly proposed National Coordinating Committee to Combat Trafficking in Persons as this committee will be the main government body entrusted with the implementation of any action plan to combat trafficking in persons in Egypt.

ANNEX A. LIST OF INTERVIEWS

1. Ambassador Moushira Khattab, National Council on Childhood and Motherhood

Issues discussed:

- Child marriage must not necessarily be categorized as trafficking
- Child at Risk Program funded by the European Union provides medical consultations and treatment for children
- Introduction of a hotline for children at risk of violence

2. Ambassador Mokhless Kotb, National Council for Human Rights

Issues discussed:

- Committee to receive human rights complaints that are referred to the GOE
- Publication of the NCHR annual reports on its ability to respond to complaints
- NCHR efforts to improve the culture of human rights in Egypt by improving the human rights curricula in Egyptian schools and incorporating human rights into media

3. Mahmoud Abdel Fattah, attorney and researcher

Issues discussed:

- Women forced into prostitution by a family member or husband
- UNICEF program to help women get out of prostitution
- Women in prostitution who are refugees from other countries in Africa
- Recruitment through agencies of women in prostitution in Cairo to be domestic servants

4. Mahmoud Mortada, Center for Alternative Development

Issues discussed:

- Efforts by the center to improve the working conditions of children by reducing the hours children work in factories in North Cairo
- Persistence of the problem of child labor despite the 1997 GOE intervention

5. Zeinab Abd Ellatif, Helwan Association for Society Development

Issues discussed:

- Deficit of attention to trafficking in persons, despite its occurrence
- Husbands selling their wives in prostitution and keeping the money

- Children forced to sell cheap products or prostitute themselves while brokers keep the money

6. Senam Ibrahim, Tofulty Foundation

Issues discussed:

- Tofulty work with street children and its past attempts to work with victims of trafficking
- Sharm el Sheikh and Luxor problems with male prostitution and child sex tourism, in particular during the high season in January
- Many NGOs working in the field of child prostitution

7. Lamian Lofti, Egypt Center for Women's Rights

Issues discussed:

- Problem of girls being married off to Arabs and then forced to work as housemaids outside of Egypt
- School administration complicity in child prostitution
- Brokers that arrange marriages with foreigners
- Shelters known for exploiting young girls
- Leaders of groups of street children who regularly take cars full of children to be prostituted
- Punishment of these vulnerable children instead of assistance to them by the Ministry of Interior and the police force

8. Normine Safrul, New Horizon Association

Issues discussed:

- Organizational focus on how to protect children from dangers, such as forced labor
- Organizational surveys on child labor and ways of improving work environments for children

9. Ambassador Farkhonda Hassan, National Council for Women

Issues discussed:

- Mission of the council as a forum for complaints for women
- Council's provision of assistance with problems such as inheritance laws, divorce, problems at work, unregistered marriages, and health and economic problems
- Aswan problems with families sending children to beg for money

10. Aman Abdel Karim, Mother Day Society

Issues discussed:

- Society's provision of training and programs for at-risk children of varying ages
- Society's provision of medical services at discounted or fees at no cost, depending on the needs

11. Abdullah Abdin, Youth Muslim Society Organization

Issues discussed:

- Organizational provision of medical care and shelter for children
- Introduction of a hotline for people in need and a referral service for certain cases
- Noticeable rise in street children and begging, usually because of parents

12. Samir Kamil Ahmed, Future Association for Development and Consumer and Environment Protection

Issues discussed:

- Association's help to vulnerable women and girls through human rights educational programs
- Association's involvement in assistance to street children and child labor

13. Ingrid Wecker, Little Pyramid Scheme

Issues discussed:

- Problem of sex tourism
- European women coming to Egypt to have sex with young Egyptians
- Children sent to beg or prostitute themselves instead of going to school
- Egyptian Web sites for pedophiles, including ones that feature young boys

14. Navine Osman, UN Joint Program to Combat Exploitative Child Labor

Issues discussed:

- Egypt's only acknowledgment of hazardous occupations, among the four worst forms of child labor
- Family poverty as the biggest push factor for exploitative child labor

15. Mohamed Abdul Aziz, UNODC

Issues discussed:

- Lack of recognition of trafficking — only illegal migration is recognized, and it is not considered serious

- Inconsistency of the data
- Failure by the GOE to share any data

16. Hassan Gissa, Transparency Association

Issues discussed:

- Presence of 2 million children in Egypt
- Increase in the number of street children because of increased unemployment, lack of job opportunities, and lack of education
- Deplorable living conditions as a push factor for begging
- Government initiatives to provide job opportunities, increase medical precautions, and put children into associations

17. Sameh Abdel Rahdy, journalist

Issues discussed:

- Cases of young children living on the streets, selling things and giving the money to others
- Efforts by the Ministry of Social Solidarity to bring children to shelters, where they stay one day and then leave
- Instances of children disappearing and having their organs taken

18. Dr. Hassan

Issues discussed:

- Egyptian girls married to Arabs under false pretenses and sent out of the country, where they stay for a short time and are then sent home
- Arabs' connections with brokers before they get to Egypt to arrange their marriages

19. Bakry El-Jack, Women Development Foundation

Issues discussed:

- Refugees vulnerable to prostitution and slavery because they are not familiar with the culture of Egypt

20. Mohamed Fadly

Issues discussed:

- Need to raise awareness in Egyptian society
- Problem of forced marriages and trafficking for prostitution, such as companies that advertise for secretaries or domestic servants as a cover for prostitution or marriage
- Need for a trafficking law and more research and awareness campaigns

ANNEX B. LIST OF ORGANIZATIONS

INTERNATIONAL ORGANIZATIONS

1) International Labour Organization (ILO)

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Email: gohar@ilo.org

Web site:

<http://www.ilo.org/public/english/region/afpro/cairo/countries/egypt.htm>

2) International Organization for Migration (IOM)

Contact person: Fiona El Assiuty, Counter Trafficking Focal Point

Ricardo Cordero, Programme Development Officer

Iuliana Stefan, Country Director

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Fax: +20-(0)2-736-3757

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rcordero@iom.int

istefan@iom.int

Background information: Established in 1951, IOM is the leading intergovernmental organization in the field of migration and works closely with governmental, intergovernmental, and nongovernmental partners. IOM works to help ensure the orderly and humane management of migration; promote international cooperation on migration issues; assist in the search for practical solutions to migration problems; and provide humanitarian assistance to migrants in need, including refugees and internally displaced people.

3) League of Arab States (LAS)

Contact person: Rodwan Abor Kandra, Legal Advisor to the Secretary General

Mohamed Redouane Ben Khadra

Director of Judicial Affairs Department

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Background information: LAS was formed in 1945. Its membership has expanded from 7 Arab Member States (the total number of independent Arab countries during the mid-1940s) to 22 Arab Member States. (See www.arableagueonline.org/las/index_en.jsp for more details.)

4) United Nations Development Fund for Women (UNIFEM)

Contact person: Maya Morsy, Coordinator

Contact information:

Email: maya.morsy@unifem.org

Background information: UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programs and strategies to foster women's empowerment and gender equality. (See www.unifem.org for more information.)

5) United Nations Development Programme (UNDP)

Contact person: Simona Galbiati, Program Officer

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Background information: The United Nations began providing development assistance to Egypt in 1953. UNDP's overall mission is to help the GOE in its efforts to reduce poverty and promote sustainable development policies. UNDP/Egypt supports activities in four practice areas: poverty reduction, energy and environment, democratic governance, and crisis prevention and recovery. In all its activities, it encourages the protection of human rights and the empowerment of women. (See www.undp.org.eg for more information.)

6) United Nations Office on Drugs and Crime

Contact person: Mohamed Abdul-Aziz

Regional Representative, Regional Office for the Middle East & North Africa

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Fax: +20-(0)2-359-1656

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7) United Nations Population Fund (UNFPA)

Contact person: Mona Moustafa

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Address: 93 Giza Street, Dokki
Sheraton Tower, 3rd Floor
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Background information: UNFPA supports countries in using population data for policies and programs to reduce poverty and ensure that every pregnancy is wanted, every birth is safe, every young person is free of HIV/AIDS, and every girl and woman is treated with dignity and respect. UNFPA helps governments, at their request, to formulate policies and strategies to reduce poverty and support sustainable development. The Fund also assists countries in collecting and analyzing population data that can help them understand population trends. (See www.unfpa.org for more information.)

8) UN Refugee Agency (UNHCR)

Contact person: Ashraf Azer

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Background information: UNHCR is mandated to lead and coordinate international action to protect refugees and resolve refugee problems worldwide. Its primary purpose is to safeguard the rights and well-being of refugees. It strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another State, with the option to return home voluntarily, integrate locally, or resettle in a third country. (See www.unhcr.org/country/egy.html for further details.)

9) United Nations World Food Programme

Contact person: Nevine Osman

Combating Exploitative Child Labor through Education

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10) World Bank

Contact person: Sahar Nasr

snasr@worldbank.org

Background information: Egypt joined the World Bank in 1945. Since then, the World Bank has focused on fostering sustainable economic growth and reducing poverty in the country. (See www.worldbank.org/eg for further information.)

11) World Health Organization (WHO)

Contact person: Joanna Vogel
vogelj@emro.who.int

Background information: WHO is the directing and coordinating authority for health within the UN system. It is responsible for providing leadership on global health matters, shaping the health research agenda, setting norms and standards, articulating evidence-based policy options, providing technical support to countries, and monitoring and assessing health trends. (See www.who.int/countries/egy/en for more details.)

GOVERNMENTAL BODIES

1) National Council for Childhood and Motherhood

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Email: nccm_mail@nccm.org.eg

Background information: The Council was established in 1989 as the official agency responsible for child-related issues, including issues related to women as mothers. Among the tasks and responsibilities of the Council are to compile information, statistics, and studies pertaining to mothers and children and to propose training programs aimed at improving their living standards. (See www.nccm.org.eg for more information.)

2) National Council for Human Rights

Contact person: Dr. Botros Botros Ghali
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Ambassador Mokhless Kotb
Reem Hendy

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Email: reeka_hendy@hotmail.com

Background information: The National Council for Human Rights is a corporate body established in 2003 by Law No. 94. The first article of the law proclaims the establishment of the National Council for Human Rights as a subsidiary to the Shoura Council aimed at promoting and developing human rights, consolidating their values, spreading awareness of these rights, and ensuring their practice. It is independent in its functions, activities, and jurisdiction. (See <http://www.nchr.org.eg/en/home.asp> for further information.)

3) National Council for Women

Contact information:

Address: 1113 Corniche El-Nile 1st Floor P.O. Box 11625 – Cairo, Egypt
Telephone: +20-(0)2-574-8708 / 574-7758
Fax: +20-(0)2-574-9364 / 574-9472
Email: ncw@ncwegypt.com
Web site: www.ncwegypt.com

Background information: Its aim is to empower Egyptian women in all fields of life. It also aims to enable women to better preserve their national identity and heritage. The council is presided over by Egypt's First Lady, Suzanne Mubarak.

NONGOVERNMENTAL ORGANIZATIONS (NGOs)

1) Suzanne Mubarak Women's International Peace Movement

Contact person: Amb. Leila Emara

Contact information:

Address: 42 Abdulah Deraz St, off El-Thawra St, Ard El Golf, Heliopolis
Cairo, Egypt
Tel: +20-(0)2-414-7490
Mobile: +20-(0)12-312-7988
Fax: +20-(0)2-414-7480
E-mail: info@womenforpeaceinternational.org
lemara@tedata.net.eg

Background information: The Suzanne Mubarak Women's International Peace Movement is a non-profit, nongovernmental, international association established in 2003. The first of its kind in the Middle East, it was created to harness the energy and creativity of all segments of society in the realization of a vision of peace. It is strongly committed to strengthening the involvement of women in peace-building initiatives by highlighting alternative perspectives, exploring options, and ensuring that all efforts are attuned to human needs. (See <https://womenforpeaceinternational.org> for additional details.)

2) The Suzanne Mubarak Regional Center for Women's Health and Development

Contact person: Dr. Hanna Ismail, Director of Research and Community Development Department

Contact information:

Address: Abdel Hamid Badawy St., opposite Ibrahim Pacha Mosque
Ramleh Square Station
Alexandria, Egypt
Tel: +20-(0)3-486-0587, 486-0385
Fax: +20-(0)3-483-2276

3) AMERA Egypt

Contact information:

Address: 1 Latin America Street, 3rd Floor
Garden City, Cairo, Egypt
Tel/Fax: +20-(0)2-795-3202
Email: info@amera-uk.org

Background information: The mission of AMERA is to promote the legal protection of asylum seekers and refugees by increasing access to administrative justice in international and local institutions. AMERA Egypt provides legal assistance and representation for asylum seekers during the refugee status determination process within the UNHCR, legal advice on resettlement and local integration, and counseling and crisis intervention for refugees who have experienced trauma and torture. AMERA Egypt also participates in policy development and public education initiatives on refugee protection by collaborating with and providing cross-training to Egyptian lawyers, community organizations, and international organizations on refugee protection under international and domestic legal standards. (See www.amera-uk.org for additional information.)

4) Arab Council for Childhood and Development

Contact person: Thaira Shalan, Program Director
Marwa Hashem, Media Specialist

Contact information:

Address: Intersection of Makram Ebeid & Abdel Razzak
Al Sanhoury Streets, P.O. Box 7537, 8th District
Nasr City, Cairo, Egypt
Tel: +20-(0)2-671-2050/1/2/3
Fax: +20-(0)2-671-2059
Email: [Thaira] shalan.t@arabccd.org [Marwa] hashem.m@arabccd.org

Background information: The Council is an Arab nongovernmental organization that has a legal entity and functions in the field of childhood and development in the Arab world. It works toward supporting and coordinating governmental and nongovernmental efforts, and encouraging ideas, studies, and projects planned for Arab childcare and development; and toward integrating them into the plans and projects for national development. (See <http://www.arabccd.org> for further details.)

5) Arab Foundation for Migration Studies

Contact person: Osama Elghazoly Kafaga
Chairman

Contact information:

Address: El Bostan Commercial Center
18, Youssef El Gendy St., Bab El Louq, Cairo 9th Floor
Tel/Fax: +20-(0)2-390-6543
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6) Arab Network for Human Rights Information (ANHRI)

Background information: ANHRI is a central repository for human rights information and Web sites in Arabic throughout the Middle East and North Africa. ANHRI provides a central site where Arabic readers can easily find links to and information about all human rights groups and their work in the region, updated daily. ANHRI is not only a means of exchanging information, but also a place to archive that information so that it remains available to Arabic readers in any part of the world. It aims to increase the availability of local, regional, and international human rights organizations' Arabic publications to researchers, the media, and the interested public. ANHRI also focuses on and seeks the expansion of freedom of expression on the Internet in the Middle East. (See <http://www.hrinfo.org/en> for more details.)

7) The Arab Organization for Human Rights (AOHR)

Contact information:

Address: 91, Al-Marghany, St. Heliopolis, Cairo
Tel: +20-(0)2-418-1396/418-8378
Fax: +20-(0)2-418-5346
Email: aohr@link.com.eg

Background information: AOHR calls for respect of the human rights and fundamental freedoms of all citizens and residents of the Arab world. Its main work is with prisoners of conscience: it carries out field missions in an effort to release political prisoners, and can act as an observer or member of the legal defense panel. AOHR deals with complaints from individuals, groups, and organizations, and contacts the relevant authorities. In addition to offering legal assistance, the organization provides financial assistance to the families of victims if necessary and possible.

8) Cairo Institute for Human Rights Studies (CIHRS)

Contact person: Bahey Edin Hassan, Director

Contact information:

Address: 9 Rustom St. Garden City – Cairo, Egypt
Tel: +20-(0)2-794-5341 / 795-1112/794-6065
Fax: +20-(0)2-792-1913
Mailing Address: P.O. Box 117 (Maglis El-shaab) – Cairo, Egypt
Email: info@cihrs.org

Background information: CIHRS was founded in 1994 as an independent regional nongovernmental organization. It promotes respect for the principles of human rights and democracy, analyzing the difficulties facing the application of international human rights law and disseminating human rights culture in the Arab region. The CIHRS enjoys special consultative status with the UN Economic and Social Council. Part of its work includes developing and proposing policies to improve the human rights situation in Arab countries and conducting educational courses on democracy and human rights. (See www.cihrs.org for further details.)

9) Center for Egyptian Women’s Legal Assistance Foundation (CEWLA)

Contact person: Waheed El-Dessouky, Director of the Social Research and Statistics Unit

Contact information:

Address: 1 Khaled Ben El-Walid Off Ahmed El Genidi
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Tel: +20-(0)2-326-2133/ 760-4865/ 762-3129
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Email: info@cewla.org

Background information: CEWLA is a nongovernmental organization established in 1995 that offers Egyptian women legal support and assistance regarding their rights under the Egyptian Constitution, Egyptian laws, and the international conventions, with an emphasis on changing discriminative laws. It provides legal representation to women seeking redress before the courts. (See www.cewla.org for additional information.)

10) The Center for Studies & Programs of Alternative Development (CSPAD)

Contact person: Mahmoud Mourtada
Executive Director

Contact information:

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Mobile: +20-(0)10-579-4989
Email: mortada54@hotmail.com

11) Egyptian Center for Women’s Rights (ECWR)

Contact information:

Address: 135 Misr Helwan El-Zeraay 2nd Floor, Suite 3 El Maadi – Cairo, Egypt
Tel: +20-(0)2-527-1397 / 528-2176
Fax: +20-(0)2-528-2175
Email: ecwr@link.net

Background information: Founded in 1996, ECWR is an independent, nongovernmental organization committed to improving the political and legal status of women and confronting all forms of gender-related discrimination. The conviction that women's rights are an integral part of human rights drives the center's work. Its programs

help women obtain their rights through legal channels; raise awareness; offer training and legal and family counseling; monitor rights violations inflicted on women; and empower women to participate in political life as an activist, voter, and candidate. ECWR carries out grassroots programs and projects that cover all areas of Egypt, urban and rural, in addition to its advocacy work on the official level and coalition and capacity building activities among civil society in Egypt and the Arab region. (See <http://www.ecwronline.org> for more information.)

12) The Egyptian Organization for Human Rights (EOHR)

Contact person: Mr. Abd El Aziz Mohamed: Honor President

Contact information:

Address: 8/10 Mathaf El-Manial St., 10th Floor
Manyal El-Roda, Cairo, Egypt
Tel: +20-(0)2-363-6811/362-0467
Fax: +20-(0)2-362-1613
Email: eohr@eohr.org

Background information: EOHR is a non-profit NGO working within the framework of the principles established in the Universal Declaration of Human Rights and all other international human rights instruments, regardless of the identity or affiliation of the victim(s) or the violator(s). It acts against both governmental and nongovernmental human rights violations. EOHR adopts peaceful methods to promote and defend human rights. Its activities include running legal clinics that provide legal aid to people who have been denied freedom of expression, and helping prisoners and detainees who are subject to torture or other cruel, inhuman, or degrading treatment or punishment. EOHR also organizes fact-finding missions such as prison visits to collect testimonies and document information about human rights violations. EOHR also issues press releases, reports, and publications on human rights violations in Egypt. (See www.eohr.org for more information.)

13) Egyptian Initiative for Personal Rights (EIPR)

Contact person: Hossam Bahgat: Director

Hossam@eipr.org

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Tel: +20-(0)2-794-3606
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Email: eipr@eipr.org

Background information: EIPR is an independent Egyptian human rights organization established in 2002 to promote and defend the personal rights and freedoms of individuals. Its focus is the group of rights and freedoms closest to the human being: his/her body, privacy, and house. It aims to explore the line between private and public in the lives of individual members of the community and society, while realizing the interrelation and interdependence of these two spheres. EIPR also attempts to promote a debate about the State's legitimate powers and the areas it should not invade while

undertaking its legitimate responsibilities to protect people from abuse. (See www.ejpr.org for more information.)

14) El Nakib Center for Training and Democracy Support

Contact person: Salah Soliamn
Attorney; Chairman

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Telephone: +20-(0)2-577-7877
Mobile: +20-010-605-5110
Email: info@nctds.org
Web site: www.nctds.org

15) El Shariya Ma'adi Workers' Cooperative Association

Contact person: Dr. Ahmed Mustapha, Assistant Manager of Medical Branch

Contact information:

Address: Via Fat'ha Hospital, 9th Street
Maadi, Cairo, Egypt
Tel: +20-(0)2-358-5651

Background information: The El Shariya Ma'adi Workers' Cooperative Association assists both Egyptians and foreigners (but some services are limited to nationals only). The services include medical services; social services (orphanages for illegal infants/children (street children); assistance with food, clothing, and education to single mothers with children; and assistance with food and stipends to disadvantaged newcomers to Cairo, including refugees. All refugees, whether recognized by UNHCR or not, are eligible for these services.

16) Khaldun Center for Development Studies (ICDS)

Contact person: Mr. Gamal El-Banna: Chairman of International Islamic Federation for Labor

Contact information:

Mailing Address: 17 St. 12 P.O. Box 13 Mokattam – Cairo, Egypt
Telephone: +20-(0)2-508-1617 / 508-1030 / 667-0974
Fax: +20-(0)2-667-0973
Email: info@icds.org

Background information: ICDS is a nongovernmental professional institution, registered in Cairo since 1988. ICDS has its own research, advocacy, and development programs, but it also commissions research and provides consultation and training services to governmental and nongovernmental organizations on issues of public policy. The main objective of ICDS is the advancement of applied social sciences with special emphasis on Egypt and the Arab World. It is committed to the promotion of responsible dialogue, democracy, peace, and development for all peoples in the region. (See www.icds.org for additional information.)

17) New Horizon Association for Social Development

Contact person: Mr. Nady Kamal: Chairman

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Email: info@nhasd.org

Web site: www.nhasd.org

18) Refuge Egypt

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P.O. Box 87, Zamalek 11211 Cairo, Egypt

Tel: +20-(0)2-736-4836

Fax: +20-(0)2-735-8941

Email: info@refuge-egypt.org

Background information: Refuge Egypt helps people from Sudan and other African countries living in Cairo who have fled their country due to war or disaster, who have a well-founded fear of return due to persecution or loss of rights, or who are recognized by the UNHCR as refugees. It provides humanitarian assistance, spiritual guidance, and encouragement to help build self-respect and self-sufficiency in preparation for repatriation, resettlement, or integration into Egyptian society. In its income-generating program, it has been running a course on training and employment for domestic workers since 1999. (See www.refuge-egypt.org for further details.)

19) Tofulty Foundation for Improving and Developing the Family and Society

Contact person: Seham Ibrahim, Head of Foundation

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Email: tofulty@thewayout.net

Background information: The Tofulty Foundation started its work in January 1998 in the Helwan district in the south of Cairo with the overarching objective of reuniting street children with their families or reintegrating them into society as independent individuals. Besides providing daily assistance, it is actively involved with the families of the children.

INDIVIDUALS

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ANNEX C. GOVERNMENT MATRIX

Agency and Responsibilities	Trafficking Work	Recommendations
<p>Ministry of Justice</p> <ul style="list-style-type: none"> - Responsible for investigation of prostitution, illegal child labor, and illegal immigration - Prosecution of traffickers - Drafting legislation 	<p>The recently created General Department for Human Rights Affairs has expressed interest in expanding trafficking work and legislation. In previous years, the Ministry of Justice has prosecuted some cases of transnational trafficking, and other cases — such as the Turbini case — which were not classified as trafficking.</p>	<p>The Ministry of Justice should draft anti-trafficking legislation for enactment by Parliament.</p>
<p>Ministry of the Interior</p> <p>Through the Bureau of State Security, the Ministry of the Interior is responsible for the police and overall crime prevention prosecution.</p>	<p>The police have been very active in dealing with prostitution and situations of early marriage that border on prostitution. A special police unit, known as Delinquency Police, was created by the government to address prostitution, focusing particularly on cases of early marriage that border on prostitution and forced marriage.</p>	<p>The Ministry of the Interior should work with the National Coordinating Committee to Combat and Prevent Trafficking in Persons to implement anti-trafficking legislation.</p>
<p>Ministry of Health and Population</p> <ul style="list-style-type: none"> - Design of health and population policy - Management of health and population services and centers 	<p>The Ministry of Health provides food, health care, and lodging to some trafficking victims on an ad hoc basis through the Ministry of Health.</p>	<p>The Ministry of Health and Population should work with the National Coordinating Committee to Combat and Prevent Trafficking in Persons to assist and protect victims of trafficking.</p>
<p>National Council of Childhood and Motherhood</p> <ul style="list-style-type: none"> - Creating and evaluating policy on childhood and motherhood - Compiling information and statistics - Conducting training and other programs dealing with children and mothers 	<p>NCCM is implementing programs addressing child protection, including the “Child at Risk” Program that provides medical consultations and treatment for needy children, and a new program funded by USAID dealing with violence against children that will build the capacity of NCCM to address such violence, including improving government-run day centers for street children.</p>	<p>NCCM should assist in selecting and training NGOs on Trafficking in Persons.</p>
<p>National Council of Women</p> <ul style="list-style-type: none"> - Policy analysis and advocacy - Gender planning - Networking and partnerships - Communication and awareness-raising - Capacity-building and training - Research - Pilot activities 	<p>NCW has implemented several programs designed to address women’s vulnerabilities, particularly economic vulnerabilities. Since its inception in 2000, NCW has developed a political empowerment center and conducted activities raising women’s awareness of their legal rights. To this end NCW has drafted a national plan to empower women and created an ombudsman’s office to receive women’s complaints. They have grants and programs on microfinance, business, and literacy.</p>	<p>NCW should assist in selecting and training NGOs on Trafficking in Persons.</p>

Agency and Responsibilities	Trafficking Work	Recommendations
<p>National Council of Human Rights</p> <ul style="list-style-type: none"> - Receives and addresses violations of human rights in Egypt - Implements, on a limited scale, projects related to human rights in Egypt 	<p>NCHR has received complaints about Egyptians trafficked overseas for the purpose of forced labor and calls to address issues surrounding street children. A committee at NCHR refers such complaints to the relevant ministry or government office for follow-up. NCHR publishes annual reports on the complaints and the level of response from government offices. NCHR has also held human rights training seminars, for example, for journalists on reporting on human rights.</p>	<p>NCHR should create a reporting mechanism to monitor the status of trafficking in persons throughout the country.</p> <p>Additionally, NCHR should work with university professors to integrate trafficking in persons into the human rights curricula of Egyptian universities.</p>

ANNEX D. LIST OF CASES

The following cases were collected by the Assessment Team through personal interviews conducted during the period of May-June 2007.

Transactional Marriage

Case 1.

Sahar is a 20-year-old woman with a certificate in basic reading and writing. She lives in the city of Al-Badrashein, in the province of Al Giza. She married a 63-year-old Saudi citizen, facilitated by a well-known local intermediary. After getting married, the couple rented an apartment in the Cairo suburbs of Al Agouza where they lived together for three months. After this period the husband told Sahar: “Your usefulness is over, return to your family because I need the apartment so I can marry another woman before I go home”. As a consequence of this event, Sahar suffered a nervous breakdown and remained in a hospital for an extended period of time. She is now seeking a divorce.

Case 2.

Salima is an 18-year-old woman who lives in the area of Saquiat Mekki, in the province of Al Giza. She is originally from Om Khnan, in the province of Al-Behyra. She is divorced and has a basic knowledge of reading and writing. Her marriage to a Saudi citizen was arranged by her brother and an intermediary. The intermediary had told Salima and her brother that the Saudi man was a businessman and he could not travel to Cairo to meet them. Thus, the marriage procedures were carried out in Cairo, without the presence of the husband. Afterwards, Salima and her brother went to Saudi Arabia to meet the husband, but they were surprised to discover that he was an old and blind man. Salima protested and asked to be brought back to Cairo. However, no one supported her and, as a consequence of her distress, she was hospitalized due to a nervous breakdown. Her husband refused to pay for the hospital bill and she later returned home with the help of an Egyptian citizen.

Case 3.

Wanda is a 31-year-old woman from the Timbaba area, in the province of Al-Giza. She married a 43-year-old Saudi citizen through an intermediary, but when she went to Saudi Arabia to live with her husband she was treated like a slave by him and his other wives. Wanda’s husband gave her very little food and consequently she fell ill and suffered from a stroke. While shopping in the market one day, she decided to tell her story to an Egyptian woman she had just met. This woman took Wanda to the Jordanian Embassy. The Jordanian Ambassador called his Egyptian counterpart who helped both women to return to Egypt.

Case 4.

Haman is an 18-year-old woman. She is illiterate and is originally from the Al-Hawamdeia area, in the province of Al-Giza. Haman married a 42-year-old Saudi national through an intermediary. Because her family is very poor, she agreed to marry the Saudi citizen in return for 151,000 Egyptian pounds. Haman and her family were told that Haman would live in a big palace with many servants. However, when she arrived at her husband's home, she discovered that he lived in a desert area. The husband then asked her to pasture his camels and goats under the burning desert sun. She was bare-footed and constantly abused and beaten up by her husband. She remained with him for two years, during which she got pregnant. Once she gave birth to the child, the husband abducted him and went to live with a different tribe. She later managed to reach the Embassy and return to Egypt. Haman has yet to see her child and fears she will never see him again.

Case 5.

Auzan Tawfiq is an illiterate 20-year-old woman from the city of Al-Badrashein, in the province of Al-Giza. She married a 60-year-old Jordanian citizen through an intermediary. After moving to Jordan, she discovered that her husband had other wives, and all the wives had to work. Her husband would take each one of his wives' salaries at the beginning of each month. She was forced to work as a nanny and as a domestic servant. For three years, her husband forbade her to go back to Egypt. When her father fell ill, initially she was not allowed to go and see him. Only later, Auzan's husband agreed to let her and her children go and visit her ailing father in Egypt. Auzan never returned to Jordan and the husband refused to send them any money. Auzan is sick and suffers from rheumatism as a result of the heavy chores she was forced to carry out.

Case 6.

Shaiwa Muham is a 28-year-old woman from the village of Mona Al-Amir. Shaiwa has a diploma in business studies. Through an intermediary, she married a 45-year-old Saudi citizen. However, the intermediary tricked Shaiwa's father into signing a contract and into paying 20,000 Egyptian pounds to conclude the transaction. Shaiwa was then brought to Saudi Arabia and, since 1997, she has not seen her family. She went repeatedly to the Embassy to ask for help but the General Consul always refused to listen to her. When visiting Saudi Arabia to perform his religious duty, Shaiwa's brother tried to get in contact with her but her husband threatened to kill him. Shaiwa is constantly mistreated by her husband and forced to pastor sheep in the desert.

Street Children: Begging, Theft, and Other Activities

Case 1.

Youssef is 14 years old and has finished the third year of elementary school. He lives in Cairo. His father is a daily worker and his mother doesn't work. He has four brothers, all engaged in marginal labor. Youssef was mistreated by his father and his stepmother, causing him to run away from home several times. He had no incentive to go to school, and because of the bad treatment he received at home, his stubbornness increased, and he stopped listening to his father, which led his father to throw Youssef out of the house and on to the street. For the past four years, Youssef has been living on the street, where he has made many friends and where he engages in marginal labor, selling Kleenex on the street, cleaning car windows, and begging. For some time, Youssef was working "independently," but regularly paid a sum of money to a person said to be the "boss" of the area where he was working. After some time, he began working for this individual directly. While at times this boss mistreated him, for the most part Youssef felt that he was treating him well, and never abused him physically or sexually, which is something Youssef is aware has happened to other children. Some of the children Youssef knows have been raped. He takes different types of drugs, which is common among other children in the street, smokes cigarettes and sniffs glue.

Case 2.

Adam is 16 years old. He dropped out of school in second grade and is now working with his older brother. His father passed away and the mother does not work. He has nine brothers and three sisters. Adam dropped out of school because of the cruel treatment he experienced at the hands of his teachers and decided to work with his brothers, which eventually led to the street. He was introduced by some acquaintances to two men, Ahmed and Sayed, who were bosses of a small gang of children. Ahmed and Sayed got the children to steal vegetables so that they could sell them for their own profit, while giving the children a small share of the money that was made.

Case 3.

Ahmed is 14 years old and he has never gone to school. His father is a baker and his mother passed away. He has three brothers, three stepsisters, and one stepbrother. They all live in one room and share one bathroom. Ahmed was abused by his stepmother who also made him do the housework, so he ran away and hasn't returned home in four years. From Cairo, where he lived, he took a train to Alexandria, where he was told to look for a "boss". He found a man named "Hassan Kola" in Mahatet Maser in Alexandria and turned to him. He became part of Hassan's gang of children, and learned to smoke bango, cannabis, smell Kolah, and drink alcohol. As part of the gang headed by Hassan, he worked as a beggar, and used to clean cars at traffic lights. Ahmed was sexually abused. He also worked with another man in drug dealing, for which he was provided with drugs as well as some spending money.

Case 4.

Ahmed is 15 years old and he is not educated. His father remarried after the death of Ahmed's mother and he works as a driver. Ahmed has three brothers, three stepsisters and one stepbrother. The family lives in one room, and they use a common bath in a nearby alley. The economic situation of the family is difficult, and Ahmed's stepmother mistreated him, which caused him to leave home three years ago. He sells Kleenex on the street, cleans car windows, and engages in other types of marginal street labor. He has found a boss of one zone where he was working and chose to work under him. For this boss, he has worked as a beggar and stole scraps that were then sold by the boss. He also joined a gang of street kids and started taking drugs (sniffing glue, smoking bango, cannabis, etc.). For another individual, Ahmed has begun selling drugs, believing that it could bring him good additional money and that this person would also take care of his drug habit. He has been arrested more than once, but was always released after a day or two.

Case 5.

Saber is 16 years old and was working as a drum-maker with his brothers. His father used to sell clothes, but he has passed away. His mother does not work. After their father passed away, Saber was treated cruelly by his brothers, who pressured him to drop out of the first year of preparatory school and work to earn a living, refusing to provide for him while he was at home without a job. He never received any money from his brothers for the work that he did, and his brothers' cruel treatment continued, so finally he left the house for good to go to his uncle's house. There, he met three friends, and they engaged in theft to get clothes, cigarettes, and drugs. At times, his uncle would ask Saber and his friends to assist him in his business as a weapons dealer, delivering or collecting weapons for or from his uncle's clients. They carried out these activities in exchange for shelter, and were never otherwise paid for them by Saber's uncle. Moreover, Saber's uncle threatened to refuse the shelter he provided and to send Saber back to his brothers if he did not help in distribution. Saber and his friends were apprehended when robbing a woman on the street and sent to a foster home where he is now residing.

Case 6.

Yousef is 14 years old and lives in Cairo. He completed the third year of primary school but is now working, together with his four brothers, to help sustain the family. He left home because of the ill-treatment he received from his father and his stepmother. Yousef has been living on the street for four years and survives by cleaning car front-screens and selling tissues. At first, he had to turn over his earnings from these activities to the boss of the area. After a while, the boss accepted Yousef's working in his area and now Yousef works for himself.

Prostitution

Case 1.

Dina controls a prostitution ring in Al-Mahmoudeyya neighborhood. She prostitutes her three daughters: Aloli, 22 years old; Ekibe, 20 years old; and Halima, 19 years old. She charges 150 pounds per sexual service. She believes that, because she cannot please her clients anymore, the girls should help her out in facing life's responsibilities. She thinks that her daughters enjoy working as prostitutes. She also recruits poor girls from among the students of the High Institute of Social Services. For her role in bringing in clients, Dina receives 25 percent of the prostitutes' income.

Case 2.

Amila, a 16-year-old girl, testified: "I ran away from my family three years ago. In the streets, I met another girl who introduced me to a pimp. The pimp, who also sells newspapers at Al Muneera, offered me protection and shelter in exchange for helping her sell newspapers. A short time later, this lady brought someone whom she always called Pasha and ordered me to sleep with him. When I refused she burnt my arm with a heated rod. She also threatened to throw me out in the streets 'to be raped daily and for free.' I did what she wanted me to do. I don't know how much the man pays her. However, she gives me what I want and she allows me to go out with my friends whenever I want. I always knew what would happen to me if I were to run away or refuse to sleep with one of her clients. I would definitely face severe punishment including defacing, beating, and rape or otherwise I would be thrown in jail by one of her influential men."

Child Labor

Case 1.

Fatma is 14 years old and lives in Alexandria. She can read and write but she had to leave school early to work and help sustain the family. In the factory where she works she is often sexually harassed by the factory supervisor. Fatma's mother does not work and her father only does occasional work. Most of what Fatma earns at the factory is taken by the parents who use the money for themselves and her brothers, with very little for her.

ANNEX E. USAID ACTION PLAN

This action plan is an illustrative guide for USAID/Egypt to implementation of the recommendations in this report. The matrix includes an approximate timetable for activities, descriptions of suggested activities and potential partners for USAID/Egypt within the Government of Egypt to ensure full government buy-in. Successful models from other similar USAID projects are referenced where appropriate.

Recommendation	Timetable	Description of Activity	GOE Partners
Draft Anti-Trafficking Legislation	2 months preparation; 3-4 months drafting	Provide technical assistance to the Ministry of Justice to review current laws and develop comprehensive anti-trafficking legislation, taking into account existing legislation dealing with child labor, street children, prostitution, domestic service, and transnational trafficking. The consultant would conduct stakeholder consultations with GOE officials and work with GOE officials to draft the legislation, taking the local situation and international examples into account. Successful models of such an activity are ATTO's work in Zambia and Mozambique; for more information and a sample scope of work see http://pdf.usaid.gov/pdf_docs/PNADI909.pdf .	Ministry of Justice General Department for Human Rights Affairs; National Coordinating Committee to Combat and Prevent Trafficking in Persons
Create a reporting mechanism	2 months preparation; 6 months creation	Provide technical assistance to a GOE agency to create a national mechanism to monitor and report on trafficking in persons, e.g., the National Council for Human Rights (NCHR). The NCHR monitors other human rights abuses and has in the past received complaints on trafficking situations. After a needs assessment, technical assistance can be provided to train staff on the concept of trafficking, how to recognize trafficking cases, how to report on trafficking cases, etc. This technical assistance can be a new procurement or part of an existing contract, e.g., the USAID Combating Violence against Women and Children project.	National Council for Human Rights; National Coordinating Committee to Combat and Prevent Trafficking in Persons

Recommendation	Timetable	Description of Activity	GOE Partners
Conduct research and collect data on trafficking	2 months preparation; 1 year research	Work with a local research institution to conduct specific, targeted research into trafficking in persons. Either an international organization (IOM or UNODC) or an Egyptian research organization can take the lead on this project. Professionals and organizations from the research communities should be tasked with conducting on-the-ground research in areas selected (e.g., Luxor or the Sinai). The researchers should work with local representatives of the police and border officials to gather data. Potential partners to coordinate the research are the Regional Center for Trafficking in Persons at Alexandria Law School, the Suzanne Mubarak Regional Center for Women's Health and Development, the National Centre for Criminological Research, or the Arab Foundation for Migration Studies.	Ministry of the Interior; National Coordinating Committee to Combat and Prevent Trafficking in Persons
Increase public awareness of trafficking	3-4 months preparation; 1-2 year project	<p>Through three activities, work with the media to raise their awareness of trafficking in persons and expand coverage of trafficking</p> <ul style="list-style-type: none"> • Monitor newspaper and television stories dealing with human rights issues to document current reporting on trafficking, that may or may not be reported as such • Conduct trainings for targeted journalists from different newspapers on the extent and scope of trafficking in Egypt. Results of the monitoring activity can be used as cases in the training. The National Council for Human Rights has conducted similar trainings, and can be used as a resource to identify journalists and liaise with the government. • Work with television and radio broadcasters to incorporate trafficking into dramas and comedies, perhaps including the development of a trafficking-themed program. USAID/Mali created a successful serial radio drama on trafficking; more information on that program can be found at http://pdf.usaid.gov/pdf_docs/PDACJ521.pdf. 	Ministry of Information; National Council for Human Rights; National Coordinating Committee to Combat and Prevent Trafficking in Persons
Incorporate trafficking in persons in human rights curricula in Egyptian universities	1-2 months preparation, 1 month printing, 1-2 months distribution and training	Integrate trafficking in persons into existing text and curricula. Introductory documents on trafficking as a human rights concern exist, e.g., the Protection Project's "Comprehensive Legal Approaches to Combating Trafficking in Persons: an International and Comparative Perspective," published in Arabic by the Bibliotheca Alexandria. With a small grant, the National Council for Human Rights can develop and implement a plan to integrate these materials into the required human rights curricula in universities and within other educational institutions.	National Council for Human Rights; Ministry of Education; National Coordinating Committee to Combat and Prevent Trafficking in Persons

Recommendation	Timetable	Description of Activity	GOE Partners
Train and build capacity of civil society to address trafficking	3-4 months preparation; 1-2 year project	<p>Work through an existing contract or a new procurement to work with existing NGOs that address human rights, children’s rights, women’s rights, vulnerable children, and child labor to build capacity to address trafficking prevention and protection. Activities should include:</p> <ul style="list-style-type: none"> • Develop a matrix of relevant NGOs throughout Egypt that includes contact information, area served, and a description of the organization’s function and target population. • Starting in Cairo and expanding to other areas vulnerable to trafficking (e.g., Alexandria, Sharm el-Sheikh, Luxor), provide training to established NGOs with connections to local communities on trafficking in persons and identifying victims. The result of the training would be action plans focusing on protection of victims, public awareness campaigns, and government advocacy (such as assisting in the process of the passage of the trafficking legislation). It would also result in a coalition of NGOs committed to anti-trafficking. • Once the NGO coalition is established, provide the coalition with assistance in the development of public awareness materials. These materials can take the form of brochures and posters, television dramas, or television and radio commercials. The NGOs could also be given grants to work within the local religious communities, encouraging religious leaders to discuss trafficking with their congregants. Similar work was conducted on the USAID Women’s Legal Rights Initiative in Benin; more information on that program can be found at http://www.usaid.gov/our_work/cross-cutting_programs/wid/dg/wlr_report.html, specifically pages 46 and 69. • Once the trafficking legislation has been drafted and approved, a “Training of Trainers” can be conducted for the coalition member NGOs, so they can train law enforcement officials, judges, and prosecutors on recognizing trafficking, understanding the law, and applying the law to existing court cases. 	National Council for Childhood and Motherhood; National Council for Women; National Coordinating Committee to Combat and Prevent Trafficking in Persons
Develop a plan of action	1-2 months preparation, 3-4 months drafting	Provide technical assistance to the National Coordinating Committee to Combat and Prevent Trafficking in Persons in developing a National Action Plan to combat trafficking. This action plan can be modeled after the UN Regional Action Plan, which calls not only for the criminalization of trafficking in persons, but also for taking the appropriate measures to prevent trafficking and protect victims.	National Coordinating Committee to Combat and Prevent Trafficking in Persons

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ENDNOTES

¹ United Nations Protocol To Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime, G.A. Res. 55/25, Annex II, U.N. Doc. A/55/383 (November 15, 2000) [hereafter U.N. Protocol].

² The full text of the U.N. Protocol definition, known as the Palermo Protocol, is as follows:

(a) Trafficking in persons shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery, practices similar to slavery, servitude or removal of organs;

(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;

(c) The recruitment, transportation, transfer, harboring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in subparagraph (a) of this article;

(d) “Child” shall mean any person under eighteen years of age.

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¹⁰ The Transnational Crime Convention defines an organized criminal group as three or more persons. Transnational Crime Convention Article 2(a); *See also* Illicit Traffic of Migrants and Trafficking in Persons, No. 137-03(2003) (Dominican Republic); CRIM. CODE Article 216(a) (Slovakia).

¹¹ See Article 34(2) of the Convention against Transnational Organized Crime.

¹² Amendment to Article 7 of the Egyptian Child Law of 1994.

¹³ The U.S. State Department Trafficking in Persons Report of 2005, p. 99.

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¹⁷ In particular, the Universal Declaration of Human Rights enshrines marriage as a human right to which all persons are entitled. See also Article 10(1) of the International Covenant on Economic, Social and Cultural Rights (1966).

¹⁸ The U.N. General Assembly, Implementation of General Assembly Resolution 60/251 of 15 March 2006 Entitled “Human Rights Council.” Written statement submitted by the Global Alliance Against Traffic in Women (GAATW), a nongovernmental organization with special consultative status, A/HRC/5/NGO/36, June 7, 2007.

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²¹ *Ibid.*

²² *Ibid.*

²³ The U.S. State Department Trafficking in Persons Report of 2005, p. 99; The U.S. State Department Trafficking in Persons Report of 2006, p. 111.

²⁴ Nomi Levenkron and Yossi Dahan. 2003. *Women as Commodities: Trafficking in Women in Israel 2003*. Hotline for Migrant Workers, Isha L’Isha - Haifa Feminist Center, and Adva Center: Tel Aviv, Israel.

²⁵ *Ibid.*

²⁶ *Ibid.*

²⁷ *Ibid.*

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- ³⁶ *Ibid.*
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- ⁴¹ Egyptian Child Law of 1996.
- ⁴² A personal interview conducted during the period of May-June 2007.
- ⁴³ *Ibid.*
- ⁴⁴ A personal interview conducted during the period of May-June 2007.
- ⁴⁵ Article 5(1) of the U.N. Trafficking Protocol states that: “[e]ach State Party shall adopt such legislative and other measures as may be necessary to establish as criminal offences the conduct set forth in article 3 of this Protocol, when committed intentionally.”
- ⁴⁶ [Convention on the Elimination of All Forms of Discrimination against Women](#), G.A. res. 34/180, 34 U.N. GAOR Supp. (No. 46) at 193, U.N. Doc. A/34/46, *entered into force* September 3, 1981, Article 6.
- ⁴⁷ [Convention on the Rights of the Child](#), G.A. res. 44/25, annex, 44 U.N. GAOR Supp. (No. 49) at 167, UN Doc. A/44/49 (1989), *entered into force* September 2, 1990, Article 35.
- ⁴⁸ Article 7 of the Egyptian Child law.
- ⁴⁹ *Ibid.*
- ⁵⁰ Article 99 of Law No. 12 enacting the Labour Code.
- ⁵¹ *Ibid.*
- ⁵² Article 101 of Law No. 12 enacting the Labour Code.
- ⁵³ Article 203 of Law No. 12 enacting the Labour Code.
- ⁵⁴ Law No. 12 of 2003, Article 242.
- ⁵⁵ *Ibid.*, Article 244.
- ⁵⁶ Currently, there is no specific international legislation on street children and child begging. However, the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, and the U.N. Convention on the Rights of the Child all apply to this issue.
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⁶⁰ U.S. Department of State Trafficking in Persons Report 2007.

⁶¹ Article 2(b) of the UN Convention against Transnational Crime defines a “serious crime” as “an offence punishable by a maximum deprivation of liberty of at least four years or a more serious penalty.” United Nations [Convention against Transnational Organized Crime](#), G.A. res. 55/25, annex I, 55 U.N. GAOR Supp. (No. 49) at 44, U.N. Doc. A/45/49 (Vol. I) (2001).

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⁶⁴ Ibid.

⁶⁵ U.S. Department of State Trafficking in Persons Report 2007.