

**GOVERNMENT OF PAKISTAN  
MINISTRY OF INTERIOR**



**COMBATING  
*HUMAN TRAFFICKING***

Pakistan has been facing the brunt of human trafficking for quite some time. The present government realized the gravity of the situation, and initiated a number of proactive measures to combat this challenge.

Prior to 2002, there was no specific law in Pakistan to deal with the offences relating to trafficking in persons including women and children. Various local laws were being applied against the culprits involved, including the victims of trafficking, as there were no provisions for the security and welfare of the victims.

In order to meet the national and international requirements and obligations, present Government of Pakistan promulgated a comprehensive law and rules to overcome the menace of trafficking in all its forms and manifestations. This is called Prevention & Control of Human Trafficking Ordinance (P&CHTO) 2002 and rules. It clearly differentiates trafficking from other offences and defines it as under: -

Rules under PCHTO 2002 have also been notified in 2005 which mainly relates to protection of victims of human trafficking, especially the vulnerable groups including women and children.

Our efforts to combat human trafficking have gained significant momentum, and a synopsis of salient measures adopted against human trafficking is given in this booklet. Due to the success of these efforts, Pakistan has been removed from the Watch List status. However, this is a continuous challenge. It is an organized, transnational crime. Human traffickers operate organized networks and their tentacles are spread over many countries, especially our region where westward trafficking takes place through Pakistan, Iran, Turkey and Greece towards the more affluent countries of the west and the middle east.

*The government has taken a firm and resolute stand against this transnational crime, and has taken a large number of steps to combat this crime. Starting with the criminalization of this crime in 2002 through an enactment called Prevention and Control of Human Ordinance, we have consolidated our response strategy through a series of policy, administrative, legal, institutional and technical measures. The notification of the National Plan of Action is an important stride in this direction, and to further solidify our efforts. Synopsis of steps to combat Human Trafficking*

The present government has taken a very wide range of measures to reduce and eradicate human trafficking from Pakistan. These are:

**Legislative/legal**

1. A comprehensive legislation called Prevention & Control of Human Trafficking Ordinance (P&CHTO) in 2002.
2. Rules appurtenant to P&CHTO for protection of victims have also been notified in 2005.
3. Amendments have been proposed in the Human Trafficking Ordinance 2002 which have been submitted to the Cabinet for approval.

### **Policy level**

4. A ministerial level National Committee regularly holds ministerial level meetings to review progress.

### **Administrative**

5. FIA is being upgraded, by putting up proposals to enhance passport circles and increasing their manpower strength. Strict action is being taken against the FIA corrupt staff.
6. A new Director FIA for Balochistan will become functional for Balochistan.
7. Session Court at Turbat to be notified as a Special Courts for Emigration.
8. In order to speed up the prosecution of arrested culprits, D.G. FIA will appoint a panel of standing Counsels which will be attached with the FIA after approval from the Ministry of Law, Justice and Human Rights.

### **Technical**

9. To prevent, forgery and travel document fraud, specialized system called Personal Identification Secure Comparison Evaluation System (PISCES) is now operational at nearly all exit/entry point. Other interventions include computerized NIC, Machine Readable Passport and Automated Finger Print Impression System (AFPIS).
10. Forgery detection equipment has been installed at all major check points.

### **Law enforcement**

11. An Inter-agency Task Force (IATF) consisting of all the LEAs has been operationalised which includes FIA, FC Balochistan, Balochistan Levies, Coast Guards, Maritime Security Agency, and Police, with the task to intercept people being trafficked and to apprehend human traffickers at points of origin (such as internal Punjab), transit (such as Karachi, Mand Billo, Quetta) and exit (coastal areas, Gwader, Taftan etc) including raids on Lee market Karachi, hotels, *serais*, bus flying coach stations etc.
12. Inter Agency Task Force started working in September 2005. Since then, over 2000 illegal migrants have been arrested and prevented from proceeding to Europe. Moreover, 47 human smugglers including agents, sub agents and traffickers, have been arrested.
13. An Anti Trafficking Unit (ATU) Coordination & Monitoring Cell has been established in FIA HQrs. ATUs sub offices in 4 Zonal Directorates have also been created which are operational.

14. ATU Project Steering Committee has also been established to monitor execution of these interventions, whose meetings are regularly convened with all stake-holders
15. Help line on human trafficking has been established in FIA.
16. FIA has been directed to focus on illegal migration to certain countries like Oman where presently 70,000 Pakistanis are working illegally out of whom 30,000 have been deported to Pakistan. The Ministry of Interior plans to send officers abroad to countries where it is felt that there is a large network of agents indulging in this crime and take up this matter with Foreign Governments for necessary action against the culprits involved. Ministry of Labour and Ministry of Foreign Affairs etc. will be helping in this effort. In this context, a quadrilateral level meeting is being held on Pakistan's initiative at Athens on 15-16 December, which will be attended by Pakistan, Turkey, Iran and Greece.
17. FIA has initiated Indexation of National Database on Human Trafficking, Human Trafficking Intelligence Gazette, CMS: (Case Monitoring System), FIA Website, FIA Help line, camel jockey cases. Immigration Monitoring System (IMS), is being updated every morning to provide online data to FIA HQs as well as all the Passport Cells. Forgery Detection Machines have been installed at Karachi and planned to be installed at Islamabad and Peshawar. UV light equipment has been made available at most of the immigration counters. Moreover, an SOP for immigration staff on off-loadees and deportees, alongwith a Travel Guide for Passengers, Human Trafficking Intelligence Gazette, Case Monitoring System, Investigation Manual/TORs/SOP for ATUs had been prepared. Further improvements include 8 hour shift at Islamabad Airport, 4 shifts at Karachi Airports, on the job training for the immigration staff at the counters and operationalization of PISCES at Rawal Lounge
18. Ministry of Interior regularly holds meetings with the relevant LEAs including FC Balochistan, Coast Guards, Levies and Maritime Security Agency (MSA).
19. Henceforth, it has been decided to communicate names/addresses/phone Nos. of the human traffickers operating in other countries, to the Interpol, & to blacklist them.
20. In the last 2 months, 47 agents/sub-agents/human traffickers have been arrested.
21. FIA will provide warrants for search and arrest – to be issued by local FIA staff to FC and Coast Guards, for apprehension of illegal migrants and human smugglers/traffickers
22. Minister for Interior visited Turbat and held a meeting of the LEAs on 7th December 2005
23. A new passport circle at Turbat will start functions w.e.f. 1.1.06.

24. FC will establish a new check post at Mund w.e.f. 1.1.06.
25. FC will establish 10 additional posts on Pak-Iran border by January 2006, and will establish at total of 28 posts by June 2006.
26. As Mund/Billo in Balochistan is now an "A" area, Balochistan Police will make efforts for the arrest of known human traffickers.
27. Balochistan FC and Coast Guards, will readjust their check posts in a bid to control human smuggling.
28. Balochistan Levies will make enhanced efforts at Taftan for apprehension of illegal emigrants. Their check posts at Gulangoor and Lakpass shall also be made active. Moreover FC Balochistan and Balochistan Levies will enhance border patrolling.
29. Maritime Security Agency will process Coast Guards request for provision of a suitable number of boats for use as static OPs and mobile boards for apprehension of victims being trafficked.
30. IG FC Balochistan will prepare a separate action plan to combat human trafficking.
31. The FIA will send the list of most wanted traffickers in central Punjab to the DPOs of Gujrat, Gujranwala and Mandi Bahauddin for their apprehension and arrest. These arrested individuals will be taken over by FIA in shortest possible time.
32. FIA will coordinate with the provincial authorities at Karachi for issuance of notices of suspension of route permits of the transporters involved in transportation of victims of human trafficking. Similarly, raids will also be conducted on hotels harbouring people being smuggled.
33. Mass/public awareness campaign on human trafficking with Ministry of Information's help is on the anvil.
34. A website has been setup in FIA to create public awareness against human trafficking. This website contains a list of authorized agents and fake/illegal agents.
35. Joint Border Control meeting with Iran is now overdue and efforts will be made to hold the same as soon as possible. Similarly, Joint Commission meeting with Oman and Turkey will also be followed up.
36. Capacity building training of all agencies to improve quality of investigation and prosecution will be continued.

37. Officers of Law Enforcement Agencies showing good performance in the Anti Human Trafficking campaign shall be recommended for accelerated promotion besides cash awards.
38. ISI will help in determining the ownership of mobile phones whose numbers are given by the trafficking victims to the FIA. Similarly ISI and I.B. will also help in identifying the individuals of LEAs involved in the human trafficking.
39. Ministry of Communications will expedite establishment of Coastal Highway Police.
40. The focus is now on human smuggling to Iran, Turkey and Greece only, which needs to be expanded to other destinations including Africa and Italy as well.
41. Pakistan has a burden-sharing problem with few countries like Bangladesh, India, Iran, Greece, Libya and Italy. We do not have bilateral arrangements for cooperation in migration matters. However, necessary steps are being taken for entering into new extradition treaties/agreements for mutual legal assistance, including readmission agreement with European Union (EU) and UK.
42. We need to negotiate mutual agreements with other countries, which secure benefits like minimum wages and other welfare for the migrants, and protection from indiscriminate arrests, prosecution, deportations etc.
43. On Pakistan's initiative, a quadrilateral meeting against human smuggling of the Interior Ministers of Pakistan, Iran, Turkey and Greece is being held on 15-16 December at Athens.
44. We should persuade developed countries to bridge the resource gap, softening of visa restriction and transfer of technology so that both our labour as well as skilled class get enough opportunities locally which may stop the trend of going abroad illegally in search of a better future.
45. About 2000 small jockey children from Pakistan are still being used in camel races in UAE according to one source. The Ministry of Foreign Affairs may make sincere efforts for the deportation of such jockey children already in UAE who are mostly between the age of 4-9 years after the issuance of instructions by the UAE Government.
46. A law on the issue of camel jockeying is there but is not implemented. The US government has provided funds for a media campaign and we will focus on border towns where this problem exists.
47. Some people who proceed abroad as Zaireen manage to move onwards to other countries. The group leaders of these Zaireen should be made responsible for their return. It has been proposed that a separate Passport for Zaireen may be issued.

48. The issue of prosecution sanction against Overseas Employment Promoters issued by Ministry of Labour under the Emigration Ordinance 1979, is being reviewed. Ministry of Interior/FIA has proposed withdrawal of prosecution sanction against OEPs in view of the fact that prosecution sanction against government employees has been ended by Federal Shariat Court, therefore sanction with respect of OEPs should also be done away due to gravity of the problem.
49. Secretary Labour has proposed that when a complaint is lodged by FIA against OEPs the case/matter may also be referred to Ministry of Labour for simultaneous investigation.
50. A database of deportees as well as returning migrants is being maintained for carrying out study to take effective measures against organized criminal groups involved in human trafficking.
51. In order to sort out the issue of Rahdari, a meeting under the chairmanship of Secretary Interior will be held with provincial Government Balochistan and others concerned.
52. A proper system of registration of boats is required at all the points including Gwader, Pasni, and Ormara etc. Fisheries department, Government of Sindh shall ensure that the vessels are registered properly and their data is maintained and shared with the Ministry of Interior.

### **HUMAN SMUGGLING TO IRAN/GULF**

The following routes are ordinarily used for cross-border smuggling and trafficking of human beings to Iran and /or onwards:-

a) **LAND ROUTES**

–Route-1. Quetta – Chaman, Quetta – Nushki – Nokkundi – Taftan

–Route-2. Quetta – Kalat – Basima – Panjgur – Mand

–Unfrequented routes. Besides, there are numerous unfrequented routes which provide easy access to Iran, Afghanistan and vice – versa .

b) **SEA ROUTES**

The sea ports of Karachi, Gwadar, Jiwani etc are the easiest routes to get to gulf states. Personnel involved in children's smuggling to Middle East countries commonly use this route

- i. All LEAs of the Balochistan province have been effectively integrated to combat human smuggling through Inter Agency Task Force (IATF).

- ii. In Balochistan, especially at Quetta, surveillance of bus stands/ transport canter is being enhanced by employing LEAs and intelligence agencies
- iii. Likewise, the main highways, as well as unfrequented routes are also being manned by LEAs for interception of human smuggling.
- iv. Galangur post near Nushki at intermediate location to Taftan has been activated by employing FIA/FC to check the flow.
- v. Increase in FIA staff and employment of female staff in FIA detachments at Quetta, Chaman, Taftan and Mand is on the cards.
- vi. A fence near the population centers i.e. Taftan, Mashkel, Jodar, and Nokchah must be put in place to check the free movement.
- vii. Development of communication infrastructure specially lateral road/track along the border for effective monitoring is also required.
- viii. Speedy provision of computerized nationality identity cards (CNIC) to locals for segregating locals from aliens.
- ix. Provision of basic amenities of life to populace of far flung areas along Pak-Iran border to reduce their dependence from across border and thereby reducing unnecessary traversing of the border.
- x. The Iranians have 2 gates at the border at Taftan, which are in the control of the Iranian authorities.
- xi. Rahdari should be automated and registered with the FIA.
- xii. There has been a construction boom in Oman and Pakistani labour was hired to work in Oman and after their work is finished they are thrown back as deportees.
- xiii. The two main sources of human smuggling are through the Seaport and Overland routes. Those who take the overland route go from Iran to Turkey and their ultimate destination is Europe and Greece is the starting point of their journey.
- xiv. The Sea Land route is used for smuggling to Oman-Muscat and Dubai.
- xv.** In the last 3 years human trafficking has increased manifold between Pakistan, Iran and Oman. After extensive interrogation by the embassies of the deportees it was revealed that these people started off from Mand Billo and traveled upto 300 Kms in Iran to a village called Kunarook from where they boarded on to boats and entered Turkey/Oman etc. Local Pakistani agents are spread all over the country even in remote areas of Larkana, Nawab Shah, Rajanpur, Sialkot,

Gujrat, Gujranwala. Action has been initiated at all the origin, transit and exit points.

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## ***PAKISTAN NATIONAL ACTION PLAN FOR COMBATING HUMAN TRAFFICKING***

### **Introduction**

The problem of human trafficking has gained prominence as one of the most serious issues. It is a multi-dimensional and complex phenomenon that poses several challenges for the Government, the civil society, vulnerable populations and for the victims.

Human trafficking is a form of irregular migration, which may on the surface look like a perfect legal entry. However, the person subject to trafficking remains under the control of the traffickers or their accessories for the purpose of exploiting that person after arrival in the transit or receiving State. Hence, what may start as a legal process, can end up in an invidious human trafficking tragedy.

The subject of human trafficking is of immense importance for Pakistan since in our context the problem is multi-dimensional in nature being origin, transit and destination country. It has become critical to tackle this problem as it is one of the most serious organized crimes being committed in the country.

The government is concerned over the growing activities of organized criminal groups involved in human trafficking and therefore it has been decided to institute effective and coordinated action against human traffickers. At the international level, Pakistan is fully committed to active involvement in international efforts to prevent and combat human trafficking and provide protection and support to its victims.

The National Action Plan aims at integrating the resources of all the various participating stakeholders and agencies to address the problem of human trafficking. It seeks to establish a framework in which all aspects of the fight against trafficking may be effectively coordinated. The participants in the Plan (Organizations, ministries, departments, NGOs and others) shall form a nucleus, which will be co-ordinated by the National Co-coordinator. The functions of National Coordinator are described later.

The Plan envisages to co-ordinate and enhance the ability of the participants to identify and respond to needs as they arise. It draws together domestic governmental and non-governmental resources with those of international organizations and provides a vehicle for accessing support from international governmental sources, institutions and agencies. While seeking to create and augment coordination, the Plan utilizes the experience of other countries, co-operation with and membership of international initiatives as well as co-operation with international and national governmental and non-governmental organizations dealing with human trafficking.

An integrated approach to combat human trafficking is required based on prevention, prosecution of traffickers, and protection of the victims. The Government of Pakistan has taken legal and administrative

measures which have helped in curbing the problem to a great extent. Broadly, Pakistan has taken the following steps:-

### **Legislation**

The first essential step was enacting appropriate and comprehensive counter trafficking legislation and instituting an effective law enforcement mechanism. Human trafficking has been criminalized through the enactment of the Prevention and Control of Human Trafficking Ordinance 2002 (PCHTO 2002)

### **Salient Features of P&CHTO 2002**

- i. It clearly defines the offence of human trafficking in all its forms and manifestations (Section-2).
- ii. All offenses under this Ordinance have been declared as cognizable, non-bail able & non-compoundable.(Section-8).
- iii. It provides a mechanism for the security and welfare of the victims of trafficking with the assistance of NGOs (Rule-4).
- iv. It provides compensation to victims (Section-6).
- v. It provides severe punishments against the offenders, repeaters and organized gangs, which may extend to a maximum punishment of 14 years (Section-3).

Government of Pakistan has also notified **Rules** under this Ordinance called Prevention & Control of Human Trafficking Rules 2005, which provide guidelines for dealing with issues relating to support to the victim.

### **Administrative Steps**

- i. Formation of National Inter-ministerial Committee on Human Trafficking headed by the Minister for Interior, for policy making.
- ii. Inter-ministerial Committee on Human Trafficking headed by the Secretary Ministry of Interior, for inter-agency coordination.
- iii. Establishment of a national sub-committee for oversight of implementation of decisions taken by the National Committee.
- iv. Establishment of a Steering Committee on Human Trafficking headed by the Additional Secretary, Ministry of Interior.
- v. Establishment of Inter-Agency Task Force headed by DG FIA and consisting of members of all law enforcement agencies.
- vi. Anti-Trafficking Units have been established at all zonal headquarters to register cases under PCHTO 2002, with a central ATU Monitoring & Coordination Cell at the FIA HQs.
- vii. Capacity building and training of law enforcement officers.
- viii. Initiation of a public awareness campaign.
- ix. An FIA website to create public awareness against human trafficking has been established and a help line has also been established at the FIA.

### **Technical Measures**

- a. Establishment of Personal Identification Secure Comparison Evaluation System (PISCES) at all major air, land and sea routes/checkpoints.

- b. To control document fraud, computerized National Identity Cards have been issued, replacing the old manual NIC.
- c. Similarly, a new Machine Readable Passport is also now being issued in place of the manual passport.
- d. An Automated Finger Impression System (AFIS) is also being created, instituting biometric features.
- e. Installation of forgery detection equipment at checkpoints.
- f. Replacement of manual border passes (rahdaris) by computerized border passes is also planned.

The above steps reflect the government's resolve to bridge the institutional, legal and information gaps in efforts to control human trafficking. The National Plan of Action outlines a description of activities envisaged through a coordinated and integrated approach covering the entire counter-trafficking continuum from prevention of human trafficking to prosecution of offenders and protection of the trafficking victims.

### **Purpose of the Plan of Action**

The Plan of Action focuses on efficiently preventing human trafficking, protecting and assisting victims of trafficking, ensuring the prosecution of perpetrators, and combating organized crime. The Plan of Action also provides guidelines for the identification of victims and proposes measures to disseminate information on human trafficking and to increase awareness thereof.

The Plan recognizes that to combat human trafficking effectively, the preventive measures, the protection and assistance of victims, and prosecution i.e. the bringing of those responsible for trafficking to justice, are of equal importance. In doing so, the Plan emphasizes a victim-focused and human right-based approach.

The National Action Plan aims at providing an efficient system to promote the cooperation of all institutions in combating human trafficking. It defines the main responsibilities in combating human trafficking, their implementation by various institutions (relevant executive bodies, non-governmental organizations, international partners and other bodies) and coordination of activities of such institutions. The Plan envisages the creation of a system that integrates all aspects of the fight against human trafficking, and can be efficiently coordinated.

### **Implementation And Funding Arrangements**

Ministry of Interior will be the lead Ministry and will coordinate with other relevant ministries, agencies and organizations. The main implementation agency will be the Federal Investigation Agency (FIA) mainly through its Anti Trafficking Units (ATUs) and Passport Cells. Funding will be arranged through the Government budget. Other funds will be mobilized domestically and internationally with a possibility of contributions from international donors.

- a. **Law Enforcement:** The Federal Investigation Agency (FIA) is the leading Agency charged with immigration control as well as prevention and control of human trafficking. Furthermore, specialized Anti Trafficking Units (ATU) have been established within the FIA which are the core Units to combat the problem. A Task Force on Human Trafficking, consisting of representations of Law Enforcement Agencies, has also been established under which a Working Group has also started functioning.

## **b. Coordination Arrangements**

Various state and non-government institutions, international organizations and other partners are envisaged to take part in implementation of the National Action Plan. Coordination of activities of such institutions shall be carried out by the **National Coordinator**, located in the Ministry of Interior at the Joint Secretary level. The purpose of coordination of activities shall be to create a cohesive system of cooperation amongst participants of the National Action Plan and to maintain information exchange between those institutions. Potential donor partners, intending to support the National Action plan, shall be able to specify through the National Coordinator the relevant areas to be provided with specific (technical, physical, financial, etc) support. Additional Director General (Immigration) FIA shall act as the National Rapporteur on human trafficking.

The National Coordinator shall liaise with other Ministries, agencies, international partners, Director General FIA, the ATUs, border security and other law-enforcement agencies, in order to efficiently implement operational investigation and criminal prosecution of human trafficking crimes.

The National Coordinator shall be responsible for implementation of the National Action Plan, and shall perform the following functions:

- i. Identification of requirements arising from implementation of the National Action Plan, and taking appropriate actions to resolve them;
- ii. Provision of information to relevant authorities ensuring that ministries and other agencies are properly informed on the activities of the Plan.
- iii. Direction, co-ordination and liaison with all stakeholders, including other ministries, agencies and organizations.
- iv. Supervision over activities of the ATUs;
- v. Convening meetings of appropriate actors within the nucleus organizations in order to resolve functional problems.
- vi. Accordingly, ensuring that adequate support resources are available from appropriate Government bodies for the Plan.
- vii. Maintaining close contacts for potential donor support through international partners.

### **Anti Trafficking Units**

ATUs will be responsible for all aspects of the investigation and prosecution of suspected human trafficking crime in addition to the identification and protection of potential or actual victims. Any suspected victim or indication of the pursuit of human trafficking discovered by any other domestic ministry or agency shall be communicated to the ATUs without delay, at the same time providing all relevant data to it and other support. ATUs will arrange to provide protection to actual and potential victims.

The Anti Trafficking Unit shall be a specialized authority combating human trafficking, and shall also be a contact body with non-governmental organizations providing help line, secure accommodation and cooperation activities. The ATUs shall be directly subordinated to the Director General FIA and shall coordinate all activities with the National Coordinator in the Ministry of Interior.

Staff of ATUs shall be trained particularly on the following issues:

- Methods of identification of victims and suspected victims;

- Use of relevant surveillance methods and tools;
- Obtaining, analyzing and presenting as evidence the information, documents, other things possessed by victims, and other sources;
- Rules for treatment of victims and suspected victims.
- A separate database shall be created for the registration and use of information collated in the course of the investigation of crimes related to human trafficking.
- Along with identification and protection of victims and suspected victims, the ATUs shall also carry out operational investigation and criminal prosecution activities. The ATUs shall immediately be informed about the persons suspected to be victims of human trafficking, or revealed to have committed or abetted a human trafficking crime and provided with relevant documents and assistance. The concerned ATU shall place the victims or suspected victims in a place of safety and, together with police performing security functions, ensure their security.
- Preliminary investigation into a case of victims or suspected victims shall be carried out by the ATU officers (when necessary, with participation of legal representation), within the secure accommodation. Protection of the accommodation and victims placed therein shall be carried out by the ATU and police. Persons undertaking the security of the shelter shall undergo specific training.
- A help line shall be created to provide a free of charge and permanent (7 days a week, 24 hours a day) communication service for victims and potential victims of human trafficking crimes. Help line operators shall closely cooperate with the ATUs.

### **PREVENTION OF HUMAN TRAFFICKING**

- a. **Legislation:** A legislation titled Prevention and Control of Human Trafficking Ordinance (PCHTO) has been enacted in 2002 and Rules appurtenant thereto have also been notified in 2005 which specifically address, inter-alia, the protection of victims of human trafficking. Certain amendments to PCHTO are also part of the process to improve the legislation to make it compatible and responsive to ground realities, complexities and magnitude of the problem.  
Responsibility: Ministries of Interior, Law & Justice, Labour, Overseas Pakistanis Division.
- b. **Awareness Raising:** Awareness raising efforts need to be incorporated as a continuous process in the national counter-trafficking strategy, as it is important to create an understanding of the trafficking spectrum across all sections of the society. These objectives are best served through launching targeted and well-planned nation wide campaigns. Awareness raising has to be motivational, informative, realistic and target oriented.

Promoting awareness of the negative consequences of smuggling of and trafficking in human beings shall be given greater attention so as to inform potential migrants of the risks involved. The multi dimensional problem of trafficking calls for an integrated and a multi-sectoral approach. Legal and administrative measures are necessary but not sufficient for eliminating the problem. There is a general lack of awareness regarding trafficking at all levels, the victims, the family, the community, the law enforcement agencies, lawyers, prosecutors and the media. The urgent need is to bring about an entire attitudinal and behaviourable change in the public perception regarding this problem. A part of the strategy is carrying out information campaigns to generate mass awareness about trafficking, risks to the victims and methods employed by traffickers. Also, increasing awareness and sensitization amongst immigration and diplomatic officials for application of the knowledge on their job.

*The campaign includes*

- i. Awareness raising on migrant rights, migration policies and procedures for promotion of migration through regular/legal channels.
- ii. Use of electronic and print media besides seminars, briefings, workshops, meetings etc. aimed at all the groups including general public, law enforcement officials, media, relevant professionals, NGOs and policy makers.
- iii. Publicizing legal migration policies and laws of other countries for intending emigrants.
- iv. Mass awareness campaigns at the grass roots and higher levels on the issues, problems and risks of human trafficking and smuggling.
- v. Indexation of national database on human trafficking.
- vi. Sensitization and involvement of print media in reporting, investigating and publicizing the crime.
- vii. Issue-based radio and television programmes based on social, psychological and legal aspects of human trafficking, in particular, on the negative impacts of trafficking of women and children.
- viii. Efforts to make international cooperation among countries of transit and designation more effective, and cooperation and exchange of information with international organizations will be increased.  
Responsibility: Ministry of Foreign Affairs
- ix. Ministry of Foreign Affairs will arrange for signing, ratification and implementation of the necessary international conventions, protocols, agreements and other instruments.
- x. Responsibility: Ministry of Foreign Affairs.

**C. Training:**

- i. Training will be provided for all persons and bodies involved with different aspects of human trafficking and working with victims of trafficking. Such training will emphasize the protection of their human rights.
- ii. Training will also be provided in the identification of victims for all the stakeholders working with victims of human trafficking and children, including authorities and relevant service-providers.

Responsibility: All authorities in their own fields of activity.

**d. Legitimacy, Security and Control of Documents:**

- i. Ensuring that traveling or other identity documents are of such quality that they cannot easily be tampered, forged, misused, altered, replicated or falsified. This includes expanding, improving and expanding the coverage of Machine Readable Passports, including the overseas missions.

Responsibility: Director General, Immigration & Passport, M/o Interior.

- ii. Creating expertise in the scientific and technical fields in forensic science concerning secure documentation and ensuring that national travel and identity documents are of the highest possible quality and security.

Responsibility: Ministry of Interior, National Database & Registration Authority

**e. Monitoring/Surveillance of recruitment agencies**

- i. Strengthening the ongoing monitoring system for recruitment and employment agencies and regulatory mechanisms for checking and apprehending fake agencies/individuals.

Responsibility: Ministry of Labour, FIA

- ii. Reforms in laws pertaining to trafficking of men, women and children.

- Responsibility: Ministry of Interior, Law & Justice, Labour, Overseas Pakistanis Division.
- iii. Provision of forgery detection machines and UV light equipment at all entry/exit points/immigration counters.  
Responsibility: Ministry of Interior
- iv. Surveillance and apprehension of fake employment agencies/individuals.  
Responsibility: Ministry of Labour, FIA
- v. International cooperation with the law enforcement and border security forces of other countries.  
Responsibility: Ministry of Foreign Affairs, Ministry of Interior.
- vi. Development of a national migration policy to facilitate regular migration and to discourage irregular migration.  
Responsibility: Ministry of Interior, Ministry of Labour and Overseas Pakistanis Division, Bureau of Emigration.

**f. Data Collection & Research**

- i. Various governmental, international and non-governmental agencies are engaged in research and data collection efforts including the Ministries of Interior, Labour & Manpower, and Women Development, along side the Federal Investigation Agency, Bureau of Emigration, and the International Organization for Migration. An Anti-Trafficking Unit Coordination and Monitoring Cell has been established at the FIA Headquarters which is carrying out research especially with regard to data related to offenders and their prosecution as well as crime prevention measures. The various processes and outputs include issuance of Human Trafficking Intelligence Gazette for information sharing with the operational units. A part of the effort is operationalisation of FIA's website for information related to human trafficking efforts. IOM's publication "The Pakistan Thematic Group's Position Paper on Human Trafficking", its upcoming survey of human trafficking in Pakistan, and a border assessment study are expected to plug the existing gaps in this area.
- ii. The ATU Monitoring and Coordination Cell at the FIA Hqrs shall be responsible for collection of data related to all groups (age, sex etc) who are victims of trafficking, also developing effective and well targeted prevention measures, improving data collection and research for analysis of subjects including the nature and scale of human trafficking and exploitation mechanism used by the criminal groups.  
Responsibility: ATUs Monitoring & Coordination Cell, FIA.
- g. **Addressing the Root Causes of Human Trafficking:** Part of the overall strategy is seeking to institute poverty mitigation measures and safety nets to promote economic development and social inclusion with a view to ameliorate the situation with regard to supply/push side factors. Efforts will also be made to seek international cooperation on both demand and supply sides by seeking formal job quotas in the destination markets and seeking development assistances for interventions in poverty pockets. Another objective is to provide basic education and skills, diversifying job opportunities and reducing barriers to entry into the job markets, and commercial activities. Additionally, a study would be conducted (with support from donors) highlighting links between under-development and trafficking in persons. Based on the study, i) funding for specific programmes may be sought from international donors, ii) strategy should be evolved in consultation with Ministries of Labour and Foreign Affairs, to lobby

for a better labour/immigration regime for Pakistan nationals in the developed world.

Responsibility: Ministry of Finance, Economic Affairs Division  
Ministry of Foreign Affairs

## **PROSECUTION OF OFFENDERS**

### **a. Cooperation among authorities:**

- i. The FIA through ATUs and police will have the primary responsibility of devoting attention and resources to the suppression, monitoring and detection of human trafficking, and related criminal activities.  
Responsibility: Director General, FIA.
- ii. Cooperation among FIA, the Police, the Frontier Corps, Coast Guards and Levies in the suppression of illegal immigration will be developed and strengthened through the Task Force.  
Responsibility: Director General FIA, ATUs.
- iii. At the International level, cooperation in action against trafficking in human beings and illegal immigration will be developed and strengthened through information/intelligence exchange, law enforcement cooperation and mutual legal assistance.  
Responsibility: Ministry of Foreign Affairs, Ministry of Interior.
- iv. Strengthening cooperation, including with countries of origin, transit and destination, to establish a framework to facilitate the return of smuggled and trafficked persons and after appropriate legal action, the return of smugglers and traffickers.  
Responsibility: Ministry of Foreign Affairs.

### **b. Border Measures:**

- i. Also planned is strengthening of measures related to permission of entry, or denial of entry, revocation of visas, or temporary detention of persons accused of being involved in immigration/trafficking related offences, through strengthening of Passport Cells which are being staffed and equipped with additional resources.  
Responsibility: Director General FIA, Director General Immigration & Passports.
- ii. Efforts will be made for strengthening of immigration controls to reduce human trafficking particularly to Middle East and Europe. The proposed measures include creation of additional positions and provision of transport to strengthen Passport circle Gujranwala, sanction of posts and provisions of transport for establishment of new Passport Circles at Taftan, Turbat and Gawader. Manning of all immigration counters by ASIs is also Planned.  
Responsibility: Ministry of Interior.
- iii. Taking action against recruitment agencies that act as agents for sending victims abroad for trafficking/other forms of exploitation, including camel jockeying etc.  
Responsibility: Ministry of Interior and Ministry of Labour
- iv. Raids for apprehension of human smugglers and traffickers as well as proclaimed offenders and Court absconders.  
Responsibility: Ministry of Interior, Director General FIA.
- v. Sharing of information and useful data among law enforcement agencies.  
Responsibility: Director General FIA and ATUs.

### **c. Training:**

- i. Provision of training to anti-trafficking and immigration official as well as other relevant officials including Judges and Prosecutors etc to speed up the prosecution effort which is felt to be a weak link.

Responsibility: Ministry of Interior and Director General, FIA in coordination with other relevant agencies.

- ii. An associated intervention is building capacity to promote competence/professionalism and integrity amongst the anti trafficking staff. Training of ATU staff to augment skills and professionalism in combating human trafficking will be geared up.  
Responsibility: Director General, FIA
- iii. Development and operationalisation of a Case Monitoring System (CMS) in the ATU Coordination and Monitoring Cell, for review and monitoring of cases under the P&CHTO 2002.
- iv. Issuance of a Human Trafficking Intelligence Gazette for information sharing with operational units.
- v. Establishment and upgradation of Immigration Monitoring system (IMS), duly connected with FIA HQrs as well as all the Passport Cells.
- vi. Preparation of SOP on off-loadees and deportees to the immigration staff, Travel Guide for Passengers, Investigation Manual and TORs for the ATUs. On the job training for immigration staff posted at immigration counters.
- vii. Standardization of investigation procedures through FIA's Trafficking Investigation Manual.  
Responsibility: Director General, FIA

## **PROTECTION OF VICTIMS**

### **a. Establishment of Shelters:**

- i. Establishing shelters for the protection and other needs of the trafficking victims in order to provide safety, access to independent advice and counseling, medical health and rehabilitation from trauma, while giving special attention to security of the victims, confidentiality and privacy. These shelters will also be provided the linkage to facilitating the victims' future reintegration.
- ii. A model shelter has been established at Islamabad with the cooperation of IOM and US Embassy. It is planned to establish more shelters in other places for which a PC-I is under prosecution offer whose approval funds will be allocated and more shelters will be established.
- iii. The purpose of providing secure accommodation shall be to protect victims, suspected victims and witnesses, help them, meet their relevant needs, and create a safe environment for those persons. A shelter shall in no case be considered a place of confinement and the persons placed therein shall be treated as victims or suspected victims. Secure accommodation shall also ensure suitable conditions for rehabilitation and reintegration. At the same time, secure accommodation shall provide a safe environment to the victims awaiting their repatriation and that of witnesses that have presented evidence.
- iv. Secure accommodation shall have the following facilities;  
Properly secured building with appropriate living conditions;  
Access to telephone;  
Access to medical care; and psychological counseling.  
Possibility of legal assistance;  
Opportunity to have a translator; and a separate place for conversation;  
Ensuring confidentiality of information about the person placed in the accommodation.

- v. Other objectives include;
- a. Preparation of shelter procedures for the reception, treatment and integration of identified trafficking victims.  
Responsibility: Director General, FIA
  - b. Preparation of an ATU Operational Manual by FIA to include job tasks and functions of assigned personnel, standard operating procedures, referral mechanisms, and investigative processes with input from Steering Committee.  
Responsibility: Director General, FIA
  - c. Provision of maximum protection to victims during the trial and post trial period.  
Responsibility: Director General, FIA in coordination with local police authorities
  - d. Protection of the privacy and identity of victims during legal proceedings and at other levels of assistance. The exchange of information shall take place in due respect for the victim's privacy, safety and human rights. Also, protecting the victims' rights of privacy and confidentiality of their particulars during the course of investigation and criminal proceedings. Similarly, sensitizing the officials about their responsibility to ensure safety and well-being of the victims.  
Responsibility: Director General, FIA
  - e. Sensitization of all law enforcement officials to ensure that the victims are not mistreated or further victimized.  
Responsibility: Ministry of Interior
  - f. Sensitization and promotion of code of ethics within media personnel on investigation and reporting of trafficking crimes in a sensitive manner.  
Responsibility: Director General, FIA
  - g. Improving formal coordination mechanisms amongst law enforcement agencies, prosecutors, local and district governments and NGOs for protection.  
Responsibility: Director General, FIA, National Coordinator
  - h. Preparation of an operational Memorandum of Understanding for a systematic response to identified trafficking cases, to be prepared by FIA and IOM for signature by MOI, FIA, IOM and NAS (US Embassy) to be vetted by Ministry of Foreign Affairs.  
Responsibility: Director General, FIA, Anti Trafficking Units
  - i. Provision of legal assistance to the victims of human trafficking and necessary measures will be taken to ensure the access of victims to legal assistance.  
Responsibility: Ministry of Interior.

j. Referral Mechanism: This involves instituting referral mechanism to protect the human rights of the victims with the inclusion of all the stakeholders, and to facilitate accurate identification and proper physical and psychological treatment of the victims. This will be achieved by combining the efforts of law enforcement officials, ATUs, local police, hospitals/clinics, NGOs and other relevant stakeholders to harmonize victim assistance with investigative and prosecutorial efforts while paying special attention to the need for cooperation between the police and the NGOs in identifying, informing and protecting the victims. This also involves setting up a system whereby complaints can be lodged, assistance can be given, and facilities can be provided for the victims of trafficking.

Responsibility: Ministry of Interior

j. Providing effective protection from possible intimidation of the witnesses or retaliation to prevent them from giving evidence in criminal proceedings against human traffickers.

Responsibility: Anti Trafficking Units in coordination with local police.

k. Provision of legal counseling for the victims to enable them to decide whether to give evidence in the court or not, and also allowing the relevant NGOs to participate in the process.

Responsibility: Anti Trafficking Units.

l. Identification of options for continued stay, resettlement or repatriation.

Responsibility: ATUs in coordination with other relevant actors.

m. Preparation of a strategy for assistance to victims after 60 days of residence in shelter and for repatriation to home country of any non-Pakistani nationals.

Responsibility: Director General, FIA in coordination with other relevant actors.