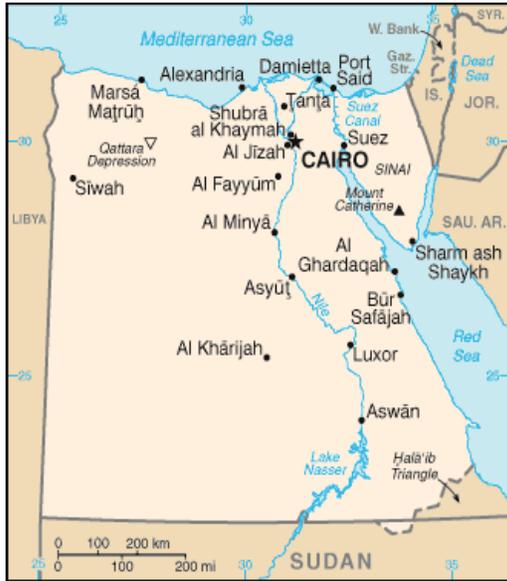


## Egypt



**Population:** 80,471,869  
**Population Growth Rate:** 1.997%  
**Birth Rate:** 25.02 births/1,000 population  
**Life Expectancy:** total population: 72.12years;  
Male: 69.82  
Female: 75.1  
**Literacy Rate:** total population: 71.4%  
Male: 83%  
Female: 59.4% (2005 est.)  
**Net Migration Rate:** -0.21 migrant(s)/1,000 population  
**Unemployment Rate:** 9.7% (2009 est.)  
**Gross Domestic Product per Capita:** \$6,000 (2009 est.)  
**Religions:** Muslim (mostly Sunni) 90%, Coptic 9%, other Christian 1%,  
**Languages:** Arabic (official), English and French widely understood by educated classes  
**Ethnic Groups:** Egyptian 99.6%, other 0.4% (2006 census)  
**Capital:** Cairo<sup>1</sup>

### Trafficking Routes

Egypt is mainly a country of transit of victims from Eastern Europe, Asia, and possibly Sudan. Egypt hosts a dense population and its human trafficking rate continues to grow.<sup>2</sup> Between 600,000 and 1 million street children,<sup>3</sup> 20%-30% of whom are girls,<sup>4</sup> constitute the largest source of Egyptian victims of trafficking in children.<sup>5</sup> Although Egyptian authorities consider Egypt a country of transit for trafficking in persons rather than a source or destination country, there has been a growing number of “temporary” and “transactional” marriages which has led to an increased risk for Egypt in developing into an origin country of trafficking as well.<sup>6</sup> A growing number of wealthy Saudi businessmen has been reported to travel to Egypt to marry Egyptian girls from

<sup>1</sup> CIA, THE WORLD FACTBOOK, available at: <https://www.cia.gov/library/publications/the-world-factbook/geos/eg.html> (last visited Jul 21, 2008).

<sup>2</sup> Ahmed Maged, *Human Trafficking: The Case of Egypt*, DAILY NEWS EGYPT, Aug. 1, 2008, available at: <http://www.thedailynewsegypt.com/article.aspx?ArticleID=15456>.

<sup>3</sup> UNITED STATES DEPARTMENT OF LABOR, 2007 FINDINGS ON THE WORST FORMS OF CHILD LABOR – EGYPT (2008), available at: <http://www.unhcr.org/refworld/docid/48caa46dc.html>.

<sup>4</sup> Cynthia Johnston, *Young Girls Learn ABCs of Cairo Street Life*, REUTERS.COM, Dec. 12, 2007, <http://www.reuters.com/article/latestCrisis/idUSL23552337>.

<sup>5</sup> Mohamed Mattar, *Child Labor in Egypt: Scope and Appropriate Legal Responses*, GOZAAR: A JOURNAL OF DEMOCRACY AND HUMAN RIGHTS IN IRAN, ISSUE NO. 14, Oct. 2007, available at: <http://www.gozaar.org/template1.php?id=800&language=english>.

<sup>6</sup> Ahmed Maged, *Human Trafficking: The Case of Egypt*, DAILY NEWS EGYPT, (Apr. 08, 2008), available at: <http://www.thedailynewsegypt.com/article.aspx?ArticleID=15456>.

impoverished backgrounds. The girls are often sold by their families for a sum between \$500 to \$1,500 and are later held as slaves.<sup>7</sup>

### **Factors That Contribute to the Trafficking Infrastructure**

Many of the Eastern European women who are trafficked through Egypt to Israel enter the country on tourist visas, creating challenges for Egyptian officials in distinguishing victims from the millions of tourists who visit Egypt each year.<sup>8</sup> Due to conflict in neighboring Sudan, Ethiopia, and Eritrea, thousands of refugees enter Egypt annually, many of whom are en route to Israel in search of employment.<sup>9</sup> It is believed that trafficking in refugees occurs, yet there are no official reports of such cases. Many indirect social factors also contribute to making women vulnerable to trafficking including poverty, ignorance, illiteracy, family pressure, and lack of prospects.<sup>10</sup>

### **Forms of Trafficking**

Egypt experiences several forms of trafficking, including: child marriages, child labor employment of servants, slavery, prostitution and organ trading.<sup>11</sup> As poverty levels have risen, commercial temporary marriages are becoming more widespread and accepted. These temporary marriages are a form of commercial sexual exploitation in which young women are sold for short-term marriages to men for the purpose of engaging in legal sexual relations - as premarital sex is forbidden by Islamic law. Similarly, transactional marriages represent another form of forced marriage where marriage brokers aid foreign men in the procurement of Egyptian wives without the consent and against the will of the woman. The woman/wife is often isolated and as such vulnerable to considerable abuse by the husband and his family.<sup>12</sup> Instances of labor trafficking have also been reported, especially in the agricultural and the construction sectors where workers are victims of abusive work conditions and the unfounded withholding of salary.<sup>13</sup> Street children are being used as domestic servants and enslaved for the purpose of street begging.<sup>14</sup>

---

<sup>7</sup> *Egitto, "lo sposo è troppo vecchio" Il ministro annulla il matrimonio*, LA REPUBBLICA, June 14, 2008, available at: <http://www.repubblica.it/2008/06/sezioni/esteri/egitto-matrimonio/egitto-matrimonio/egitto-matrimonio.htmlmatrimonio.html>.

<sup>8</sup> INTERNATIONAL CONVENTION ON THE RIGHTS OF ALL MIGRANT WORKERS AND MEMBERS OF THEIR FAMILIES, INITIAL REPORT OF EGYPT (2007), available at: [http://www2.ohchr.org/english/bodies/cmw/docs/SR51\\_E.pdf](http://www2.ohchr.org/english/bodies/cmw/docs/SR51_E.pdf).

<sup>9</sup> *Here Today, Gone Tomorrow*, AL-AHRAM, Issue No. 856, 2-8 (Aug. 2007), available at: <http://weekly.ahram.org.eg/2007/856/eg9.htm>.

<sup>10</sup> USAID, UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT, TRAFFICKING IN PERSONS IN EGYPT: CHANGING PERCEPTIONS AND PROPOSING APPROPRIATE INTERVENTIONS, pg 10-11 (Aug 2007). available at: [http://pdf.usaid.gov/pdf\\_docs/PNADK922.pdf](http://pdf.usaid.gov/pdf_docs/PNADK922.pdf).

<sup>11</sup> Supra note, 8

<sup>12</sup> Press Release, The Protection Project, Mohammed Mattar, American Islamic Congress – Capitol Hill Distinguished Speakers Series: Stopping Women Trafficking in the Muslim World (Apr. 1, 2008) available at: <http://www.protectionproject.org/news/statuslegislation071707.htm>.

<sup>13</sup> *Oman Committed to Curbing Human Trafficking, Abuse of Children*, KHALEEJ TIMES ONLINE, (Nov. 30, 2008), [http://www.khaleejtimes.com/DisplayArticleNew.asp?col=&section=middleeast&xfile=data/middleeast/2008/November/middleeast\\_November601.xml](http://www.khaleejtimes.com/DisplayArticleNew.asp?col=&section=middleeast&xfile=data/middleeast/2008/November/middleeast_November601.xml).

<sup>14</sup> *Id.*

Trafficking of organs is also present in Egypt. A human kidney can be purchased illegally for less than \$5,000, evidenced by reports of refugees who have expressed fear of organ theft during medical procedures with Egyptian doctors.<sup>15</sup> In Egypt, it is illegal to operate on foreign transplant patients or for patients to receive organs from unrelated donors. However, due to the lack of regulation, prohibitions are easily bypassed, contributing to the estimated 500 illegal transplants that take place in Egypt every year.<sup>16</sup> In addition, cases of homicides of street children for the purpose of organ trafficking have been reported.<sup>17</sup>

## Government Responses

On April 20, 2010 the Government of Egypt adopted the Law on Combating Trafficking in Persons.<sup>18</sup> The legislation is comprehensive in that it 1) recognizes a trafficked person as a victim once she suffers harm, whether material, moral, or economic; 2) defines human trafficking very broadly to cover all forms of exploitation, including exploitation of acts of prostitution and all forms of sexual exploitation, exploitation of children in such acts and in pornography, forced labor or services, slavery or practices similar to slavery or servitude, or begging or removal of human organs, tissues or a part thereof; 3) provides for the principle of non-punishment and for the principle of compensation of victims through the establishment of a State Fund, making it a state responsibility to provide protection and assistance to victims of human trafficking; and 5) applies on an extraterritorial basis regardless of where the trafficking act was committed.<sup>19</sup> The Government also recently passed the Organ Harvesting and Transplant Act, which prohibits organ trafficking and commercial transplantations. In the past, organ transplants were “regulated” by a non-binding professional code of ethics.<sup>20</sup> The recently-passed law introduces severe penalties for all parties involved in commercial transplants – including the donor, the recipient, and the doctor – that range from large fines to 25 years in prison and revocation of the doctor’s medical license.<sup>21</sup>

These legislative reforms build on a series of pre-existing initiatives aimed at creating the necessary political and institutional framework for the implementation of the newly passed trafficking laws. In July 2007, the Egyptian Council of Ministers approved the establishment of the National Coordinating Committee to Combat and Prevent Trafficking in Persons (NCCCPTP), which serves as a consultative reference to Egyptian

---

<sup>15</sup> Integrated Regional Information Networks (IRIN), Humanitarian News and Analysis: A Project of the UN Office for the Coordination of Humanitarian Affairs, *Egypt: Poverty Pushes Poor Egyptians to Sell Their Organs*, (May 30, 2006), available at: <http://www.irinnews.org/report.aspx?reportid=26926>.

<sup>16</sup> Reem Leila, *Selling Life and Death*, AL-AHRAM, (Nov. 27-Dec. 03, 2008), available at: <http://weekly.ahram.org.eg/2008/924/eg7.htm>.

<sup>17</sup> Nihal Fahmi, *Combating Human Trafficking*, AL-AHRAM, (July 2009), available at: <http://weekly.ahram.org.eg/2009/954/op7.htm>.

<sup>18</sup> *Report of the Special Rapporteur on trafficking in persons, especially women and children*, Joy Ngozi Ezeilo, A/HRC/14/32/Add.5, United Nations General Assembly (20 May 2010), available at: <http://www2.ohchr.org/english/bodies/hrcouncil/docs/14session/A.HRC.14.32.Add5.pdf>.

<sup>19</sup> Law No. 64 of April 20, 2010 regarding Combating Human Trafficking.

<sup>20</sup> Katharina Natter, *Experts Optimistic about new organ transplant law*, Daily News Egypt (25 May 2010), available at: <http://www.zawya.com/Story.cfm/sidZAWYA20100506050839>.

<sup>21</sup> Id.

authorities and national institutions on issues of trafficking.<sup>22</sup> The Committee is charged with drafting and implementing a national plan of action to combat trafficking in persons, which is to be based on the “four Ps approach” of prevention, protection, prosecution and partnership.<sup>23</sup> In addition, the Committee is charged with several efforts that include the following: preparing an annual report for the Council of Ministers; preparing and drafting antitrafficking legislation; ensuring cooperation with the specialized office of the United Nations and other authorities; recommending measures to assist and protect victims of trafficking; increasing media awareness and developing educational curricula regarding trafficking; conducting and guiding research on trafficking issues; and building capacity within the criminal justice system and in those responsible for enforcing the Protocol to Prevent, Suppress, and Punish Trafficking in Children, ratified by Egypt in March 2004.<sup>24</sup> Trafficking in persons in Egypt is also prohibited under the Egyptian Constitution, which outlaws forced labor;<sup>25</sup> and by the Penal Code of 1937 and the Child Law of 1996, which criminalize child pornography.<sup>26</sup> Article 291 of the Child Law 1996 was further amended in 2008 to include the protection of the child from trafficking, sexual, commercial or economic exploitation, or use in scientific studies or experiments. Furthermore, children have the right to be made aware of and empowered to confront such dangers. The sale, purchase or offer for sale of a child is punishable by a term of imprisonment with hard labour, of no less than five years, and a fine of between 50,000 and 200,000 pounds. The same penalties apply to the delivery, receipt or transfer of any child for use as a slave, the sexual harassment or sexual or commercial exploitation of a child and the employment of a child in forced labour or for any other illegal purposes, even when the crime occurs abroad.<sup>27</sup> The law was also raised the minimum age of marriage for girls to 18 years old.<sup>28</sup> Act No. 10 of 1961, or the Suppression of Prostitution Act, punishes any person who incites, assists, or facilitates another person, male or female, to practice debauchery or prostitution with imprisonment for no less than one year and no more than three years and a fine.<sup>29</sup> The act criminalizes procurement for the purpose of prostitution by means of deceit, violence, threat, abuse of power, or other unlawful means<sup>30</sup> and explicitly prohibits sex trafficking. Finally, the act penalizes anyone who facilitates the entry of another person into Egypt for the purpose of practicing prostitution, and also prohibits instigating a male under the age of 21 or a female of any age to depart Egypt for the purpose of

---

<sup>22</sup> Press Release, The Protection Project, Mohamed Mattar, Egypt Establishing a National Committee to Prevent Trafficking in Persons: A Significant Step to Combat a Serious Violation of Human Rights (July 12, 2007), available at: [www.protectionproject.org/news/egypt\\_committee.doc](http://www.protectionproject.org/news/egypt_committee.doc).

<sup>23</sup> *Id.*

<sup>24</sup> *Id.*

<sup>25</sup> The Constitution of the Arab Republic of Egypt, Article 13 (1980), available at: <http://aceproject.org/ero-en/regions/mideast/EG/Egyptian%20Constitution%20-%20english.pdf/view>.

<sup>26</sup> Article 178 of the Penal Code n°58 of 1937, Article 89 of the Law n° 12, 1996, (Egypt) available at: <http://www.interpol.int/public/Children/SexualAbuse/NationalLawsold/csaEgypt.asp>.

<sup>27</sup> Law No. 126 of 2008 amending Law on Children (No. 12 of 1996), available at: <http://webapps01.un.org/vawdatabase/searchDetail.action?measureId=25149&baseHREF=country&baseHREFId=465>.

<sup>28</sup> *Egypt: Early marriage*, Land Center for Human Rights, Issue 489 (8 July 2010), available at: <http://www.pambazuka.org/en/category/wgender/65797>.

<sup>29</sup> Suppression of Prostitution Act No. 10 of 1961, Article 1 (1961), available at: <http://www.hrw.org/en/node/12167/section/10>.

<sup>30</sup> Suppression of Prostitution Act No. 10 of 1961, Article 2 (1961), available at: <http://www.hrw.org/en/node/12167/section/10>.

practicing prostitution abroad. The Council for Childhood and Motherhood, the highest government authority for the protection and development of children, is working to generate greater awareness on issues of human trafficking. The organization launched a hotline in 2007 (number 16000) to provide 24-hour assistance to distressed women and children, they received 2,000 calls within the first two days.<sup>31</sup>

The advanced legislative and governmental efforts were noted by the United Nations Special Rapporteur on Trafficking in Persons, Ms. Joy Ngozi Ezeilo, at the conclusion of her 11-day fact-finding mission to Egypt from 11 – 21 April, 2010, conducted at the invitation of the government. The Special Rapporteur mentioned the “visionary leadership of the First Lady, H.E. Mrs. Suzanne Mubarak, in raising public awareness and mobilizing the government, corporate sector and civil society organizations nationally and internationally in the fight against trafficking in persons.”<sup>32</sup> She also commended the “encouraging and innovative programme at the Faculty of Law at the University of Alexandria, which is designed to provide legal aid services”<sup>33</sup> to trafficked victims, and the establishment of a health and well being clinic for women, including specific responses to treat victims of gender-based violence, at the Suzanne Mubarak Regional Centre for Women, Health and Development.

### **Nongovernmental and International Organizations Responses**

The first lady of Egypt, H.E. Suzanne Mubarak, has made significant contributions to combating human trafficking through the involvement of organizations and international partnerships, including the Women’s International Peace Movement, whose she founded to increase the involvement of women in peacebuilding.<sup>34</sup> At the World Economic Forum’s seminar on human trafficking in Sharm El-Sheikh in May 2008, Mrs. Mubarak announced the inauguration of her campaign, End Human Trafficking Now, which encourages the collaboration of the private sector, civil society, government, and international institutions to work together to bring an end to human trafficking.<sup>35</sup> The campaign was supported by Ciett, the International Confederation of Private Employment Agencies, through the endorsement of the Athens Ethical Principles for the business community, essentially encompassing the values of the Ciett Code of Conduct. This code represents ethical guidelines based on the elimination of human trafficking and requires the compliance of all participating agencies with the following standards: 1) Observe the highest principles of ethics, integrity, professional conduct, and fair practice in dealing with temporary agency workers as well as other relevant stakeholders, and conduct business in a manner designed to enhance the operation, image, and reputation of the industry; 2) Comply with all relevant legislation, statutory, and nonstatutory requirements

---

<sup>31</sup> Marten Youssef, *No Pain, No Gain?*, EGYPT TODAY, (Jan. 2007), *available at*: <http://www.egypttoday.com/article.aspx?ArticleID=7121>.

<sup>32</sup> Press Release, The Protection Project, Mohamed Mattar, The United States commends the efforts of the Egyptian government to combat human trafficking (June 27, 2010), *available at*: <http://www.protectionproject.org/sites/default/files/Press%20Release%20-%20En.pdf>

<sup>33</sup> *Id.*

<sup>34</sup> The Suzanne Mubarak Women’s International Peace Movement, *Who We Are*, *available at*: <http://www.womenofpeaceinternational.org/English/AboutUS/Pages/Whoarewe.aspx> (last visited Sept. 4, 2009).

<sup>35</sup> Press Release, Egypt State Information Service, Human Trafficking is a Dangerous Global Issue (May 18, 2006) *available at*: <http://www.us.sis.gov.eg/En/Politics/Presidency/Lady/Speeches/000001/0401060200000000000004.htm>.

and official guidance covering private employment agencies; 3) Ensure that workers are given details of their working conditions, the nature of the work to be undertaken, rates of pay and pay arrangements, and working hours; 4) Not charge directly or indirectly, in whole or in part, any fees or costs to jobseekers and workers for services directly related to temporary assignment or permanent placement; and 5) Establish working practices that safeguard against any unlawful or unethical discrimination.<sup>36</sup> The Association for the Development and Enhancement of Women, a local NGO based in Cairo, recently opened the House of Eve shelter for women victims of domestic violence and their children. The shelter offers counseling, medical checkups, job training, literacy classes, and legal advice.<sup>37</sup> Hope Village Society,<sup>38</sup> another local NGO, recently established a shelter for street children, young mothers, and pregnant girls with funding raised by UNICEF Germany Goodwill Ambassador Ann Kathrin Linsenhoff. The shelter accommodates up to 30 victims and provides a protective environment where they can raise their children and find a route back to a stable life.<sup>39</sup> The Protection Project at The Johns Hopkins School of Advanced International Studies has also been working with the Alexandria University Faculty of Law and the Suzanne Mubarak Regional Centre for Women's Health and Development to educate students, NGOs and service providers about the new anti-trafficking law and its provisions, as well as services available to victims of human trafficking in Egypt.<sup>40</sup>

### **Multilateral Initiatives**

Egypt, as a transit migration country, participated with East African countries from the Intergovernmental Authority on Development and neighboring countries in a workshop held in Addis Ababa in May 2008 with the aim of improving interstate and intraregional cooperation on migration, especially illegal migration and trafficking in persons.<sup>41</sup> Egyptian Ambassador Maged A. Abdelaziz spoke before the UN General Assembly in June 2008 and affirmed Egypt's cooperation with the United Nations Office on Drugs and Crime and its commitment to working closely with regional partners within both Arab and African circles.<sup>42</sup> Trafficking in persons was also one of the priority issues of the 11th session of the African Union in June 2008, held in Sharm El-Sheikh, where

---

<sup>36</sup> The Suzanne Mubarak Women's International Peace Movement, Progress Report 2008: Campaign "End Human Trafficking Now!" of the Suzanne Mubarak Women's International Peace Movement (2008), available at:

<http://www.endhumantraffickingnow.com/Mediacenter/Downloads/Documents/EHTN%20Progress%20Report%202008.pdf>.

<sup>37</sup> The Association for the Development and Enhancement of Women, <http://www.adew.org/en/?action=10003&sub=7> (last visited Sept. 4, 2009).

<sup>38</sup> Hope Village Society, <http://www.egyhopevillage.com/>. (last visited Feb. 1, 2010).

<sup>39</sup> Simon Ingram, *Egypt's First Shelter for Young Mothers Living on the Street*, UNICEF, (Nov. 8, 2005), available at: [http://www.unicef.org/infobycountry/egypt\\_29734.html](http://www.unicef.org/infobycountry/egypt_29734.html).

<sup>40</sup> The Protection Project, <http://www.protectionproject.org/?q=content/field-programs> (last visited Aug. 26, 2010).

<sup>41</sup> Joint Press Release, Intergovernmental Authority on Development, Strengthening Cooperation on Migration Management among IGAD Countries (May 11, 2008) available at: [http://www.igad.org/index.php?option=com\\_content&task=view&id=134&Itemid=95](http://www.igad.org/index.php?option=com_content&task=view&id=134&Itemid=95).

<sup>42</sup> Talking Points by Ambassador Maged A. Abdelaziz, General Assembly informal Thematic Debate on "Human Trafficking," United Nations, (June 03, 2008), available at: <http://www.un.org/ga/president/62/ThematicDebates/humantrafficking/egypt.pdf>.

leaders were called upon to increase bilateral and multilateral cooperation and domestic legislation with regard to human trafficking. More recently, in September 2009, the NCCCPTP requested the National Centre for Criminological and Sociological Research, in cooperation with the United Nations Human Rights Capacity Building Project (BENAA) to conduct a one-year study to assess the scope and prevalence of trafficking in persons in Egypt,<sup>43</sup> the results of which are due to be published in last summer 2010. The International Organization for Migration also collaborated with the UN High Commission for Refugees, the UN Children's Fund (UNICEF), the UN Office on Drugs and Crime (UNODC), UN Development Programme (UNDP), UN Development Fund for Women (UNIFEM) and UN Population Fund (UNFPA) in a workshop led by NCCCPTP Chairwoman, Naela Gabr, to train the research team on concepts of human trafficking and to help them to better understand the link between migration, human trafficking and migrant smuggling.<sup>44</sup>

---

<sup>43</sup> Mohamed El-Sayed, *UN Helps Egypt combat human trafficking*, Al-Ahram Weekly Online (17-23 September 2009), available at: <http://weekly.ahram.org.eg/2009/965/eg12.htm>.

<sup>44</sup> Id.