

HUMAN SMUGGLING AND TRAFFICKING IN PAKISTAN



NATIONAL INITIATIVE
AGAINST ORGANIZED CRIME (NIOC) PAKISTAN

POLICY BRIEF

Human smuggling and trafficking in Pakistan

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Outline

<i>1</i>	Introduction and background
<i>2</i>	Pakistan's human smuggling problem: factors, dynamics and vulnerable groups <ul style="list-style-type: none">2.1 International human smuggling and routes2.2 Factors and dynamics of human smuggling2.3 Vulnerable groups2.4 Pakistan as a transit of human smuggling
<i>3</i>	Domestic human trafficking in Pakistan: groups vulnerable to sexual exploitation and bonded labour
<i>4</i>	Pakistan's legal framework to address human smuggling and trafficking, and related challenges
<i>5</i>	Policy recommendations

1. Introduction and background

The idiomatic term ‘greener pastures’ is significant in many ways. For one, it signifies that a sort of asymmetry exists in economic opportunities available in different geographical areas, within a country as well as among countries. It also implies that a lack of economic opportunities at home provides the rational choice to relocate or immigrate. This spurs the trend of migration both through legal and illegal channels. The terms used for an illegal activity for making this migration possible are ‘human smuggling’ and ‘human trafficking’. “Human trafficking involves recruitment, harboring or transporting people into a situation of exploitation through the use of violence, deception or coercion, and forcing them to work against their will.”¹ It also entails “the facilitation, transportation, attempted transportation or illegal entry of a person or persons across an international border, in violation of one or more countries' laws, either clandestinely or through deception, such as the use of fraudulent documents.”² Human trafficking and smuggling are processes, similar but with variation in details, where the rational choice to migrate is exploited and turned into criminal profits. According to UNODC, some 300,000 people are trafficked from Pakistan every year.³

Between 2008 and 2014, the labour force grew in Pakistan by 3.3 percent annually, whereas the job creation rate per year had been 3 percent during the same period of time, thus leaving about 0.3 percent unemployed and potential migrants.⁴ Labour force participation rate in Pakistan has maintained a fairly static outlook from 2014 to 2018 (*See Table 1*).⁵

Table 1: Labour Force Participation Rates in Pakistan (2014-2018)

Year	Labour Force Participation
2014	52.167
2015	53.163
2016	53.164
2017	53.175
2018	53.313

The above two economic indicators reveal the quantum of vulnerable population, which can be potentially exploited by the crime syndicates of human smuggling and trafficking. The favored destinations of smuggled Pakistani labour force are Iran, Saudi Arabia and Greece, from where the lure of life in Europe as citizens becomes the primary pull factor.

LABOUR FORCE PARTICIPATION RATE

Labour Force Participation

Rate is defined as the section of working population in the age group of 16-64 in the economy currently employed or seeking employment...

The participation rate refers to the total number of people or individuals who are currently employed or in search of a job

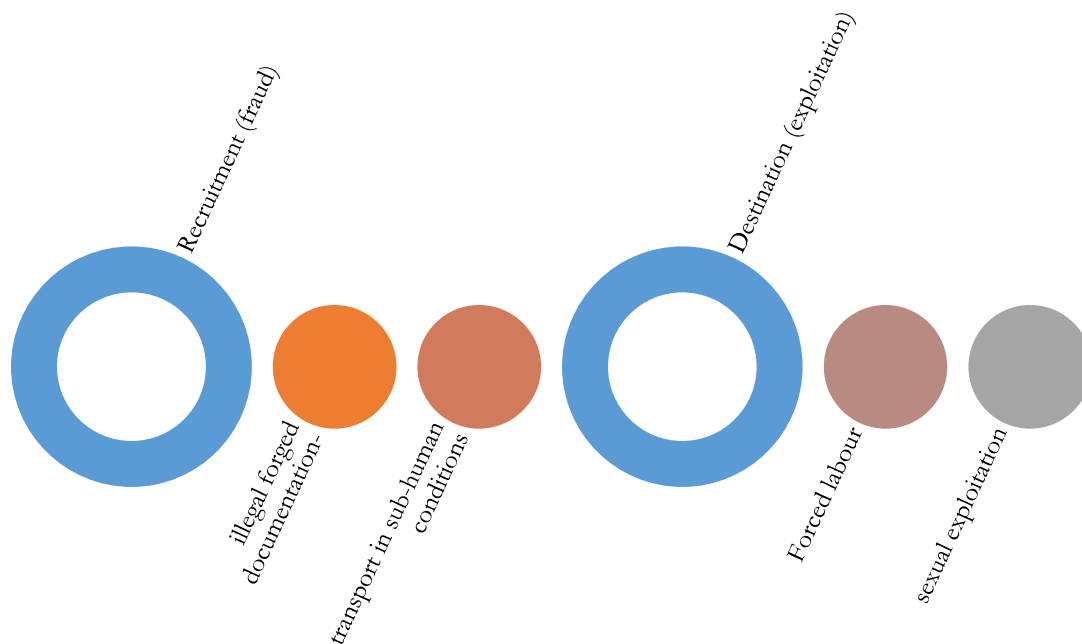
Economic indicators of vulnerable population largely overlook the bonded labour within Pakistan and trafficking of women and children, which led Pakistan to be placed at Tier 2 of the US State Department's ranking on human trafficking. Still, on the whole, the economic push factor and lure of greener pasture lies at the core of the organized crime of human smuggling.⁶

Human smuggling and trafficking like any other enterprise are *processes that end up in making illicit money* through exploitation. Many deem them modern day slavery. The United Nations defines human trafficking as the recruitment, transportation, transfer, harboring, or receipt of persons by improper means (such as force, abduction, fraud, or coercion) for an improper purpose including forced labour, bonded labour and sexual exploitation. According to ILO, the difference between forced labour and bonded labour is geographical; "bonded labour is the main form of forced labour in the [Asian] region, affecting mainly the South Asian countries of India, Nepal and Pakistan."⁷

The process diagram given at Figure 1 indicates that at every stage there is an illegal activity that involves profit making. It starts from fraud and ends up in exploitation. Therefore, the criminal actors in human smuggling and trafficking chain are national and transnational, and have organized operational capacity across regions and borders.

There are *three primary dimensions* of human smuggling and trafficking: international human trafficking and smuggling; transit for human trafficking & smuggling; and domestic human trafficking. This paper will discuss them in the following sections, among other things.

Figure 1: Human smuggling process diagram



2. Pakistan's human smuggling problem: factors, dynamics and vulnerable groups

2.1 International human smuggling and routes

The US State Department's *Trafficking in Persons Report 2009* describes Pakistan as 'a source, transit, and destination country for men, women and children trafficked for the purposes of forced labour and sexual exploitation'.⁸ This definition is also applicable to human smuggling although sexual exploitation may not be among the end results. Pakistan in recent years promulgated two new laws focusing on human smuggling and trafficking: Prevention of Trafficking in Persons Act 2018; and, Prevention of Smuggling of Migrants Act 2018.⁹ The term human smuggling has recently been extracted from the broader term of human trafficking; separate legislation on the two signifies this recognition. The actual boundaries are however still blurred.

According to statistics prepared by the Federal Investigation Agency (FIA), some 6,767 illegal Pakistani migrants had entered Europe via Iran and Turkey in 2017.¹⁰ Recently, there were several media reports suggesting that Pakistani girls were being lured into marriage contracts and then used for prostitution in China. One such report in 2019 put the number of such Pakistani girls at 600.¹¹ The report also claimed that average per 'bride' earnings were from USD 25,000 to 65,000, but a paltry amount of PKR 200,000 was given to the family.¹²

As far as *the routes of human smuggling* are concerned, Pakistan's outward route primarily runs through the vast, rugged and sparsely populated Balochistan province, which borders on Iran and Afghanistan. The 'Naukundi route' is the most infamous. The human smugglers use all three routes of transportation, i.e. land, water, and air.

The land route has many variations. The first one runs from Karachi to Taftan border, using the RCD highway, from where it crosses into Zahedan in Iran and then goes onward to Turkey and Europe. The second land route runs from Karachi to Lasbela and Kech districts to reach the Iranian border. The third route runs through Quetta and western Balochistan to reach the border towns of Taftan, Mashkel and Rajay, which are smugglers' gateways into Iran and onwards to

International Legal Regime

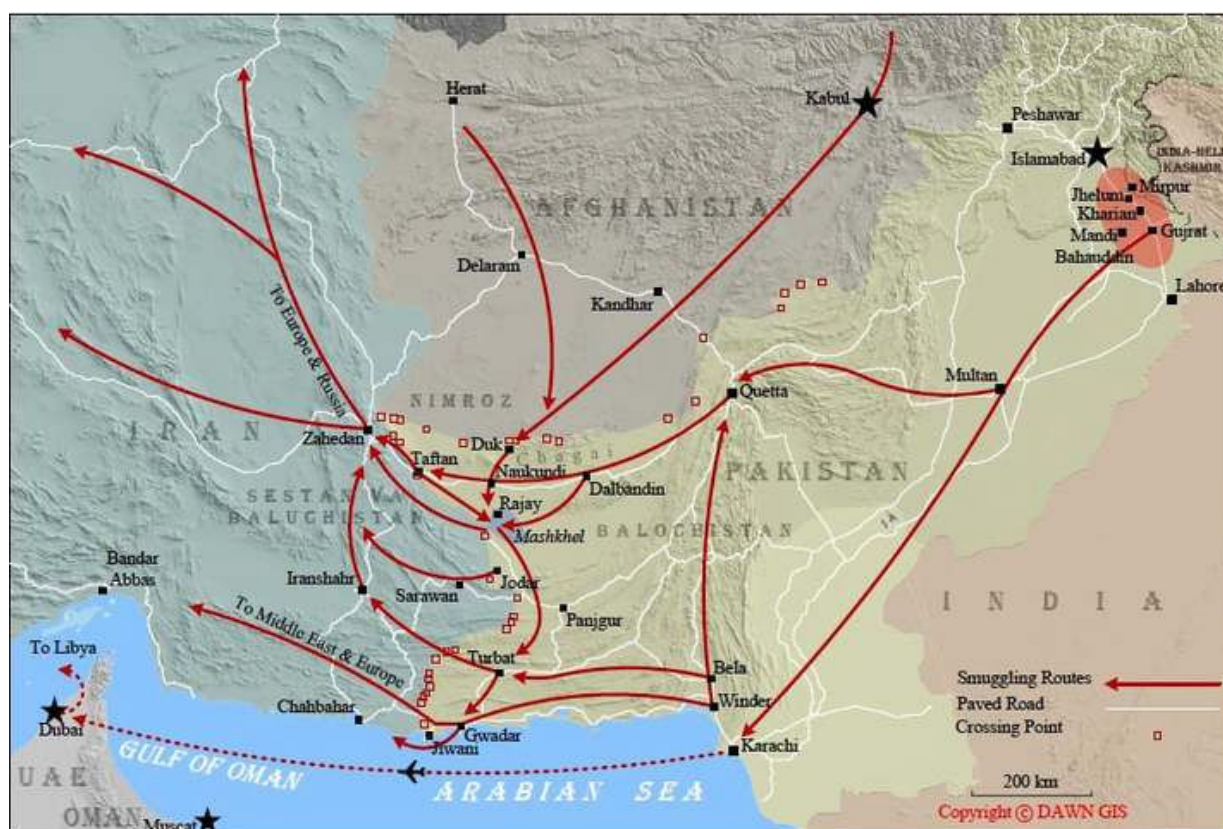
1. Convention Against Transnational Organized Crime
2. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
3. Travaux Préparatoires
4. UNODC, Legislative Guides for the Implementation of the United Nations Convention against Transnational Organized Crime and the Protocols
5. UNODC, Toolkit to Combat Trafficking in Persons, UNODC: Vienna, 2009 UNODC & UN
6. Trafficking in Persons, Vienna: United Nations, 2009.

Turkey and Europe, as cited earlier.¹³ The 905km long border with Iran offers multiple crossing points.

The sea route originates from the port of Gwadar; the Coastal Highway connects Karachi with Gwadar. Human ‘cargo’ is put on boats from Pasni, Jiwni, Pishukan or Surbandan.¹⁴ The boats take the ‘migrants’ through Gulf of Oman and they reach Iran. The journey continues from there onwards to Turkey overland to Europe.

The air route is more interesting and is used by illegal immigrants with better means or resources. They also use valid passports and visas to an extent and are better educated. One of such routes runs from Karachi to Dubai and onwards to Libya. Libya is the staging post from where the Libyan traffickers, having taken their share of the money, take the group in sea faring boats and leave them on smaller boats (often a rubber dinghy) with dubious quality life jackets, in the middle of the Mediterranean Sea. The secondary boats are left on the mercy of currents and winds or the chance of Italian Coast Guards’ interception. The most tragic accidents of drowning have occurred along this route.

Figure 2: International human smuggling routes



(Source: M. Akbar Notezai and Waseem Ashraf Butt, “Human smuggling: a thriving racket,” *Dawn*, April 24, 2018, <https://www.dawn.com/news/1403202>)

2.2 Factors and dynamics of human smuggling

The catchment area(s) of human smuggling: Punjab's Gujranwala Division borders on the provincial capital Lahore. In UNDP's Pakistan Human Development Report 2017, Gujranwala and neighbouring Gujrat were categorized as medium to high Human Development Index (HDI) districts.¹⁵ In Gujrat, which is a district in Gujranwala Division, there is a 71.7% satisfaction rate with health facilities, and expected years of education are 12.3.¹⁶ There is a lot of concentration of small scale manufacturing in the district. Despite this scale of development, Gujrat has been identified as the hotspot of outward illegal human smuggling.¹⁷ Similarly, the neighbouring districts of Jhelum and Mandi Bahauddin, with similar or lesser level of development, are also hotspots of human smuggling. The push factors for illegal migration to Europe and elsewhere are therefore not confined to poverty and lack of education alone. As noted for Gujrat and neighbouring districts, there are multiple factors that make these relatively more developed districts the most prolific catchment area for human smuggling.

'Demonstration effect' of Mangla dam-induced migration: In the 1960s, a British firm built Pakistan's second largest hydroelectric dam at the small hamlet of Mangla in Jhelum district. The dam construction submerged several villages and towns of Mirpur and Dadyal in Azad Jammu and Kashmir, including the Mirpur city, thus displacing over 100,000 people, most of whom became a diaspora community in the UK. The British government needed more workers at that time, and decided to give many of the Mirpur evictees permits so they could go to the UK to work in factories in the Midlands and the north of England.¹⁸ The new city of Mirpur became 'little England' when diaspora community built palatial homes there in place of previously existent small brick or mud houses. That created an illusion of prosperity. This in turn created, what can be termed as 'demonstration effect', which permeated into neighbouring districts. This demonstration effect influenced people from Jhelum and Gujrat districts to try their lucks in the lands of plenty. Instead of steady upward mobility, here was an opportunity to warp into riches. They embraced the opportunity wholeheartedly.

The initial wave of immigration from Mirpur in the 1960s was followed by a bandwagon of immigrants from the neighbouring districts. The catchment area began to develop as immigration until 1980s-90s was relatively easy. The pull factor for immigrants increased when settled immigrants processed legal immigration for their relatives, village neighbours and anyone from the native area to their hometowns in the host countries. The reverse of 'little England' phenomenon occurred in form of 'little Mirpurs' and 'little Gujrats' in the destination countries. This changed after the 9/11 incidents. The scrutiny became tougher and procedures became stringent. However, the demonstration effect had not lost its appeal and the immigration continued but now through illegal means.

Medium level of disposable incomes: The cluster of districts described earlier as the catchment area of the illegal immigrants are also middle to high income districts, with comparatively better disposable incomes. The work in the small-scale manufacturing also provides a skill set, which increases the confidence of earning a living abroad for better wages. The skill set creates ways and means of possibility of immigration to the West. There are two possible ways available to the

aspirant of immigrating abroad: legal and illegal. The rational choice should be to use the legal way, but it is difficult and complicated. Failing to fulfill the legal requirements, many opt for taking the illegal and risky way. This creates demand for human smugglers.

The supply side: Like any other market, human smuggling also entails a demand and supply relationship. Responding to an increase in demand for illegal immigration, human smugglers set up ‘offices’ in the catchment area, where they begin the process of recruitment, building networks, marketing their authenticity and start their criminal enterprise.

Law enforcement gaps: Curbing international human smuggling, involving Pakistan, falls in the legal ambit of Federal Investigation Agency (FIA), headquartered in Islamabad. It was only recently that FIA opened offices in Gujranwala and Gujrat, declaring them as ‘FIA circles’. As an organized crime, international human smuggling develops nexuses with other criminal enterprises and network, such as e forgery of documents. There is also lack of investigative capacity at the field office levels; usually crime of human smuggling is traced back from apprehension and associated behavior of a criminal.

2.3 Vulnerable groups

The smuggling of women and children from Pakistan has been a steady practice. Children from southern Punjab are smuggled to Gulf countries where they are used as jockeys in camel race. These children are smuggled primarily from Rahim Yar Khan neighbouring districts. The Emir of Abu Dhabi owns a residential palace near the city, and there is a seasonal influx of people from Gulf. The market for human smuggling of children is developed around the demand for camel jockeys. According to a 2013 study conducted by Lawyers for Human Rights and Legal Aid (LHLRA), more than 19,000 boys aged 2 to 11 years were smuggled to Gulf as camel jockeys.¹⁹ The US State Department also identified this problem,²⁰ and it was also repeatedly reported in Pakistani press.²¹ These trafficked children were kept in sub-human conditions and many lost their lives in camel race stampedes. The trend has receded in recent years mainly due to growing international pressure against the use of children in the race.

There is also medium to high incidence of women being smuggled from Pakistan primarily to Gulf states for sexual exploitation. This human smuggling leading to trafficking however does not embed the victim in the Gulf but tends to be seasonal or occasion specific. According to anecdotal evidence, the Gulf countries are lucrative destination for the victims as well as the organized crime in flesh trade.

2.4 Pakistan as a transit of human smuggling

Though numbers are contested, according to a 2013 account some 150 women and children from Bangladesh were smuggled monthly into Pakistan.²² A Human Rights Watch report in 1992 had counted 1,400 Bangladeshi women in prisons in Pakistan in violation of either immigration laws or under Hudood Ordinance.²³ An elaborate network of pimps and corrupt border control personnel formed the nerves of this network. The women and girls were sold off in ‘auctions’, reminiscent of slave trade.

Similarly, there have been reports that educated women (doctors) from Azerbaijan and Uzbekistan are lured in to offers of lucrative jobs in Pakistan. Their documents are confiscated, and they are coerced into prostitution.²⁴ Some more recent reports suggest that these Central Asian women are smuggled and trafficked further to Gulf and beyond as human cargo. The prostitution networks in various countries are connected. According to another account, these girls are initially sold in brothels in Pakistan for 1,000-2,000 USD, depending on age and other factors. Similarly, Central Asian girls posing as wives of Chinese men are trafficked into Pakistan and onwards to Gulf and other destinations by the organized criminal enterprises.²⁵

There is also Afghan connection to human smuggling, mainly related to victims driven by economic ambitions. Iran has erected a wall on its border with Afghanistan in Nimroz province. Therefore the Afghan 'human cargo' reaches Dak, a remote place in Chagai district in Pakistani Balochistan. It is from there that the Naukundi route is traversed to the border and Iran. There is evidence to suggest that a seasonal bazaar springs up in Dak, where a bottle of water from nearby wells costs PKR 100 and a meal costs PKR 800.²⁶

Human Trafficking and Human Smuggling

Trafficking is an exploitation-based offense against a person and does not necessarily require movement across borders or any type of transportation.

... **Smuggling** is transportation-based and involves movement. **Trafficking** is exploitation-based. The key **distinction between human smuggling and trafficking** is freedom of choice.

3. Domestic human trafficking in Pakistan: groups vulnerable to sexual exploitation and bonded labour

There are multiple forms of domestic human trafficking but in Pakistan sexual exploitation and bonded labour are more common. The highest number of trafficking victims belongs to different vulnerable groups including women, girls, young boys and children. They are trafficked and exploited in following illegal ways, which are orchestrated by crime syndicates, and (in case of bonded labour) by legitimate businesses.

Sexual exploitation-prostitution (women, children and young boys)

Bonded labour (especially brick kilns and mining)

These types of trafficking are driven by poverty and a natural desire to escape it. Human trafficking is extensive in scale and scope and happens most of the time unnoticed all across Pakistan. The pattern is rural to urban. Pakistan is one of the fastest urbanizing countries in South Asia; the rate stands at 36.4 percent,²⁷ which is a growing trend. Urbanization is an engine of growth as it generates a demand for services and goods. When this demand generation interacts with rural poverty (which ranges from 38-49 percent across Pakistan),²⁸ it creates an irresistible combination of

push and pull factors. The choice to go to an urban area to earn livelihood becomes the most rational choice especially for the young. This opportunity factor is ‘appreciated’ by the criminal networks and they create traps of jobs for the young and the vulnerable. A high teledensity and easy access to the Internet has also exacerbated this criminal activity. Young and vulnerable people are often lured into jobs through Internet and cell phones.

Trafficking of women and children for sexual exploitation: The primary area of concern in domestic human trafficking is related to women and children, who are trafficked for the purpose of sexual exploitation. This vulnerable group also includes adolescent boys, who are mostly runaway children. One of the primary factors triggering the ‘runaway’ leaning in young boys and girls has been sexual abuse at schools. A study in 2003 highlighted this trend in which 30 percent of parents with children who had run away reported sexual abuse at schools.²⁹ A study by Sahil in 1998, conducted on a sample of boys working on bus stands, revealed that small business owners operating on bus stands committed child abuse in exchange of providing food and boarding.³⁰ The Sustainable Development Policy Institute (SDPI) conducted a similar study in 2004 with support of ILO, which revealed that in case of girl children the center for trafficking was Swat in Khyber Pakhtunkhwa province. The young girls were married off and trafficked by the criminal networks and later sold into prostitution. The average age of girls was found to be 11 years. Another study identified four broad categories of prostitutes: dancing girls, society (“call”) girls, students or nurses earning additional income through prostitution, and full-time prostitutes in brothels. In a small survey of 40 full-time prostitutes (ten from each province), it emerged that most of them were between 20-35 years of age and had been sold and married off to their pimps by their families. This was particularly common in northern parts of the country such as Swat, Chitral and Parachinar, from where girls would end up in brothels in other regions. In the category of dancing girls, as the traditional community in the red light district is known, further hierarchical sub-categories were identified. It is possible that adolescent girls predominantly occupy one of these sub-categories, although age breakdowns are not always available. In another study of 100 commercial sex workers in Lahore, 47 of them were in the age group of 15-25.³¹ Therefore, the young are the most vulnerable victims of trafficking for sexual abuse in Pakistan.

Bonded labour: Bonded labour is a globally recognized form of human trafficking and modern slavery, which is not confined to a particular age or gender group. It is largely practiced across two sectors in Pakistan, i.e. brick kilns and mining. There are almost 20,000 brick kilns in Pakistan, and over 4.5 million persons work in this growing industry. On average, a person gets PKR 960 for producing 1,000 bricks, which is less than one rupee per brick.³² The workers usually get half of this promised amount and the rest remains with the owner as payable in future. This amount is less than the official wage rate fixed by the government and not enough to sustain a household. This creates a debt trap and the workers are forced to work in lieu of the money owed to the owner, which was never paid to them in the first place. Pakistan is rated 8th out of 167 countries on global slavery index.³³ The majority of these brick kiln workers are from minority communities especially Christians. The debt trap becomes inter-generational and the children start working in these brick kilns as soon as they are able to walk.³⁴

Another area replete with bonded labour is the mining sector. Pakistan has a relatively small mining sector, which still operates manually. The sector's contribution to GDP in 2018 was PKR 344,832 million.³⁵ The sector also has the problem of bonded labour and child labour. It employs labourers on per ton excavation basis. The wages are provided in advance and are called '*peshgi*'. According to an ILO commissioned assessment of the mining sector, per ton excavation rate ranges from the higher benchmark of PKR 400-500 to the lower benchmark of PKR 100-120.³⁶ The advance payment system and very low wages create the debt trap and persons are forced to work incurring debt and becoming modern slaves.

4. Pakistan's legal framework to address human smuggling and trafficking, and related challenges

Pakistan signed the UN Convention against Transnational Organized Crime in 2000. The Palermo protocol was also ratified by Pakistan in 2010.³⁷ Pakistan is thus bound to legislate under the UN convention and the Palermo protocol. Until 2018, the Prevention and Control of Human Trafficking Ordinance 2002 was the legal instrument to curb human trafficking. The law did not make distinction between trafficking and smuggling and criminalized the victims. However Pakistan has recently promulgated two new laws; Prevention of Trafficking in Persons Act 2018 and Prevention of Smuggling of Migrants Act 2018.³⁸ This is in response to treaty obligation as well as the placement of Pakistan on Tier 2 status by the US State Department. It took Pakistan 16 years to legislate and replace an ordinance on human trafficking. This also reflects the persistent lack of policy focus on this critical area of organized crime.

The difference between human trafficking and human smuggling has been recognized legally in the two new laws cited earlier. These are federal laws and the implementation agency is Federal Investigation Agency (FIA). According to a review by UNODC, these laws not only safeguard the rights of victims of human trafficking and smuggled migrants, but also empower the law enforcement agencies of Pakistan to effectively prosecute the organized gangs perpetuating and benefitting from these crimes.³⁹

There has been a slew of legislation in recent years guaranteeing legal protections to children and augmenting the powers of the state to punish perpetrators, including the ICT Child Protection Act 2018 and Criminal Law (Second Amendment) Act 2016, which amended various sections of the Pakistan Penal Code to legislate for the criminalization of exposure of seduction to a child (Section 292A), child pornography (Section 292B), the offence of cruelty to a child (Section 328B) and offence of sexual abuse with child (Section 377A). Zainab Alert Act 2020 is the most recent promulgation, which is named thus after the victim of the Kasur tragedy. Ironically, the law came in to effect on the date when the crime happened. The law intends to create an institutional response system that will create a system of 'alerts' in case of child abduction/missing. The Act establishes an

agency, Zainab Alert, Response and Recovery Agency (ZARA) of missing and abducted children as well as a helpline on the pattern of AMBER Alert system of United States.⁴⁰

Prostitution is not recognized legally in Pakistan for both females and males. Homosexuality is criminalized under section 377 of Pakistan Penal Code. Buying and selling of a person is also a criminal offence under sections 371 A and B. Adultery is the only offence retained from Zina Ordinance after its repeal. However, there is no offence specific to prostitution. This non-recognition of prostitution as an offence is a legal denial, which criminalizes the victim. Although sale and purchase is prohibited under the law yet there is no legal recognition of the status of victim. Therefore, adult victims become offenders. This is major legal gap around the issue of human trafficking, which ends up in sexual exploitation.

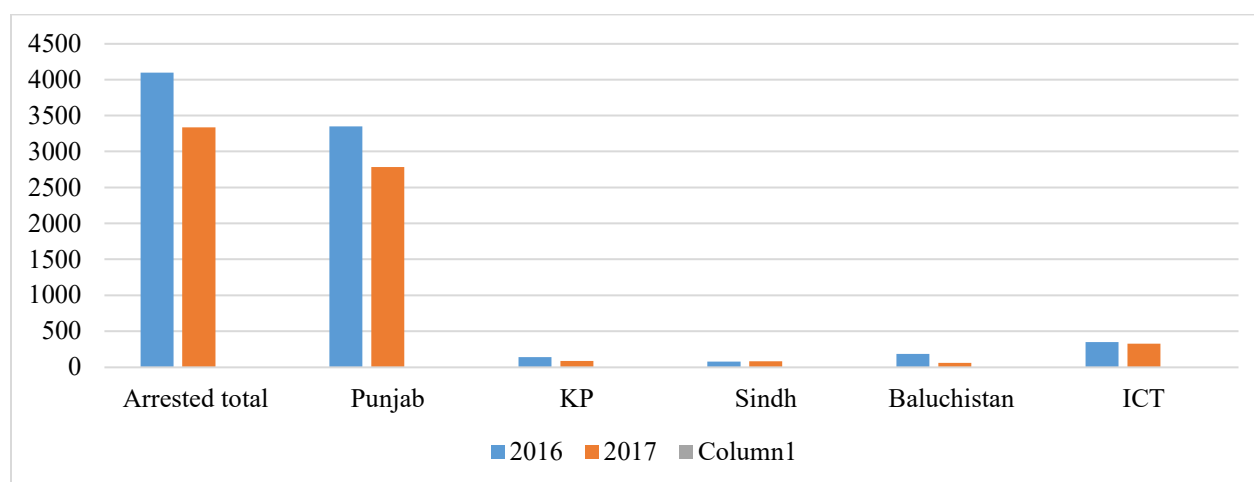
Bonded labour is also prohibited in Pakistan under the constitutional provision prohibiting slavery. Pakistan legislated and abolished bonded labour in 1992. However, it has become a provincial subject after the 18th Constitutional Amendment. Since labour was on the concurrent list, Punjab adopted the federal law under Punjab Bonded Labour (Abolition) Act in 1992. Other provinces are yet to react on this issue.

A major law enforcement challenge, nonetheless, is that the legal regime of law enforcement on human smuggling and human trafficking is fractured. This legal regime creates a jurisdictional confusion hence it hampers effective and efficient implementation.

Table 2: Legal regime of law enforcement on human smuggling & trafficking

Law	Federal/Provincial	Responsible LEA
Prevention of Trafficking in Persons Act 2018	Federal	FIA
Prevention of Smuggling in Persons Act 2018	Federal	FIA
Zainab Alert Act	Federal	Not decided
Pakistan Bonded labour abolition Act 1992	Federal	Not clear
PPC Sections	Federal and provincial	Provincial Police Departments
Punjab Bonded Labour (Abolition) Act 1992	Provincial	Social Welfare Department and Police

Despite this, the arrests of criminals involved in human smuggling and trafficking has been significant. The Chart 1 presents the two-year data of case registration and arrests made by FIA.

Chart 1: [Registered] cases and arrests made by FIA (2016-17)⁴¹

The incidence of human smuggling and human trafficking does not match the law enforcement. Therefore, there are serious legal and implementation gaps in addressing the problem of human smuggling and human trafficking. This data represents the status before the new laws were promulgated. The data of current cases registered under the two new laws is unavailable.

5. Policy recommendations

The legal extraction of human smuggling from trafficking has completely changed the texture of legal and law enforcement regimes. However, the new laws on human smuggling and trafficking are recent and yet have to gain currency outside the FIA. While there are still problems in the child protection laws, the absurd legal denial of prostitution also poses a significant challenge. The legal and law enforcement disconnect also has wider sociological implications. Social denial and/or tolerance of homosexuality persistent in some areas of Pakistan spill over into legislative and law enforcement domains. Therefore, crafting a set of recommendation is a challenging task.

In order to unravel the complexity of this challenging task the recommendations provided in this section have been divided into groups. This reductionism is necessary to draw up practical solutions to a complex policy problem spanning across institutions and sectors.

Legislative and legal measures: As cited earlier, the legal bifurcation of human trafficking and smuggling is a step in the right direction. However, it was taken due to mounting international pressure and to get off Tier 2. The issue needs to be contextualized. Human smuggling entails international dimensions, therefore FIA, a federal agency, retains the mandate, and there is no ambiguity. However, human trafficking is largely a domestic issue, and mostly falls in the jurisdiction of provinces (and other federating units) and the provincial law enforcement apparatuses. For one, bonded labour and child sex abuse pertain to provincial sphere. However, on the whole, there is a mix of federal and provincial laws in place but which law enforcement agency will do what is the

question. The elephant in the room is the issue of prostitution (both male and female). The legal denial and non-recognition of the victim creates victimization and even criminalization of the victim, and provides practical amnesty to the organized criminal networks because the victims are arrested first and charged under various PPC offences. This legal denial is reinforced by the social denial that such things exist in 'Islamic society'.

It is, therefore, proposed that FIA may organize a policy debate with all stakeholders from provincial governments, jurists, media, civil society, and religious scholars to address the existing anomalies and confusions in the legal regime. This needs special policy attention, which may lead to a comprehensive and practical legal regime.

[In] The catchment area: In case of human smuggling, the catchment area is well known; indeed it has been known for decades. Following measures are proposed in this regard:

The FIA, with support of UNODC, has launched an awareness campaign in the districts that form the catchment area for smuggling. However, there are question marks on the sustainability of such campaigns, which are project-driven and have a certain timeline. For better and sustainable results, the FIA may create awareness units in their respective circles in the catchment area districts. Community communication expertise may be hired from the market and an aggressive campaign may be launched in the 3 to 4 districts of central Punjab. This may involve cell phone messaging, and social media campaigns (with graphics and photos of victims ending up in travails). This will also be useful because the vulnerable population of younger generation is more social media savvy. Reducing the demand must be the focus.

The FIA can also start special investigation units in the circles, which may be manned by specially trained experts. Donor support may be sought for capacity building of such units. These units may also include special intelligence units for preempting the human smuggling and deterring the smugglers.

A case study urging the policy focus

"Muhammad Inayat, a retired Rangers cop, refuses to mourn his son Ismail until his body is recovered. The 32-year-old, along with his wife Azmat Bibi, five-year-old son Saad and infant daughter Fatima, was among 90 people who drowned when a boat carrying illegal migrants capsized in the Mediterranean Sea off the Libyan coast on Feb 2. The 16 dead Pakistanis included 12 from Gujrat and Mandi Bahauddin districts in Punjab. Ismail's quest was rooted in typical circumstances. Over the years, he and his three brothers had seen their father's landholding dwindle from three acres to less than one, shared amongst the four of them. The entire extended family lived in a three-room house in the Raju Bhand village, Kharian tehsil, Gujrat. Seeking a better life outside Pakistan seemed an attractive option. So, eight years ago, Ismail made his way to Libya via Dubai on a legal visa, selling his portion of land to pay for being smuggled out. About a year and a half back, he managed to get his wife and son across; their daughter was born in Libya. The young family's attempt to enter Italy, however, ended in tragedy." (Source: M. Akbar Notezai and Waseem Ashraf Butt, "Human smuggling: a thriving racket," *Dawn*, April 24, 2018.)

Human trafficking and bonded labour: It is proposed that a special coordination unit (SCU) be set up in the FIA for real time intelligence and data sharing with provincial police departments. Human trafficking often is an inter-provincial crime as suggested by research evidence. Therefore, the federation retains jurisdiction. In US if a crime is interstate, FBI's jurisdiction is evoked. Similarly, legal cover may be given to this [proposed] inter-provincial jurisdiction for FIA to investigate human trafficking crimes. Pakistan's legal system and social narrative do not recognize serial sexual crimes. This is also a denial. There is overwhelming research evidence that child offenders are also repeat offenders. There is also overwhelming evidence that child sexual abuse is a psychological crime. It needs specialist approach and specialist countering capacity. The FBI of the US has a Behavioral Analysis Unit (BAU), which investigates special crimes like serial killers and child sex abuse crimes. The FIA may develop a similar unit with specialist investigation capacity. The issue of 'prostitution' and adult sexual abuse needs further debate and social discourse. As discussed earlier, the legal quagmire needs to be resolved first. FIA can facilitate the process by organizing continued policy debate around this issue.

The case of bonded labour is purely a provincial subject. The FIA, being the key agency for international reporting against international conventions, can coordinate with provincial departments (such as of social welfare and police) to develop a database on aspects of child labour.

Notes

¹ Anti Slavery, "What is human trafficking?," https://www.antislavery.org/slavery-today/human-trafficking/?gclid=Cj0KCQjwyPbzBRDsARIsAFh15JY7AibUrLVCcvzUs4y43lw8VwHWm1vDFxpw7ExdV59J_KM1yrcwVpMaAv-5EALw_wcB

² Human Smuggling and Trafficking Center, U.S. Department of State, "Fact sheet: Distinctions between human smuggling and human trafficking," April 2006, <https://2009-2017.state.gov/documents/organization/90541.pdf>

³ World Bank, *A migrant's journey for better opportunities: The case of Pakistan* (Washington, D.C.: World Bank Group, 2018). The report can be downloaded here: <http://documents.worldbank.org/curated/en/540841530861637430/pdf/Pakistan-International-Mobility-Draft-06.pdf>

⁴ Ibid.

⁵ CEIC data, "Pakistan Labour Force Participation Rate," <https://www.ceicdata.com/en/indicator/pakistan/labour-force-participation-rate>

⁶ United States Department of State, "2018 Trafficking in Persons Report - Pakistan," June 28, 2018, <https://www.refworld.org/docid/5b3e0ab0a.html>

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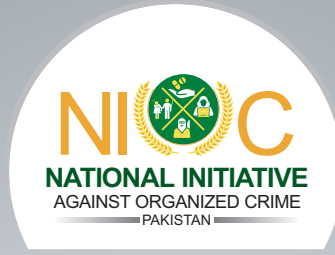
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About NIOC

National Initiative against Organized Crime (NIOC) is the first-ever initiative in Pakistan, which was launched in November 2019 in collaboration with the Global Initiative's Resilience Fund. It is led by a group of committed professionals and experts with law enforcement, media and other public service backgrounds. Through developing an empirical evidence-base and conducting hand-on consultations, NIOC aims to build community resilience and influence public policy to combat organized crime including terror financing, drug trafficking, human trafficking and cybercrime. With a complex governance structure having multiple layers of stakeholders, the criminal justice system and law enforcement apparatus require better coordination and capacity building. NIOC tries to identify the gaps and suggest improvements in the system.



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