



**VIRTUAL ROUND TABLE ON THE STRATEGY TO COMBAT  
SEX TRAFFICKING IN KEDOUGOU  
ORGANIZED BY THE CNLTP AND APRIES**

**August 12, 2021**

**-----MEMORANDUM-----**

**Present Roundtable Panelists, in Order of Speaking:**

Dr. Mody Ndiaye, Permanent Secretary of the National Unit to Combat Trafficking in Persons (C.N.L.T.P.)

Mr. Kofi Gwira, Deputy Political Chief at the US Embassy Dakar, US Department of State

Mr. Mark Forstrom, Deputy Senior Coordinator at the Office to Monitor and Combat Trafficking in Persons, US Department of State

Mr. Mame Ngor Diouf, Magistrate, Secretary General of the Ministry of Women, Family, Gender and Child Protection

Dr. David Okech, Director of the Center on Human Trafficking Research & Outreach (CenHTRO) and the African Programming and Research Initiative to End Slavery (APRIES)

Dr. Fatou Ndiaye Déme, Director of Family and Vulnerable Groups at the Ministry of Women, Family, Gender and Child Protection

Professor Sara Ndiaye, Gaston Berger University in Saint-Louis, Member of the Study and Research Group on Societies and Gender

Mr. Moustapha Kâ, Magistrate, Expert in Financial Crimes, Secretary General of the Dakar Judicial Training Center

Mr. Théophile Turpin, Public Prosecutor at the High Court of Kédougou

Mr. Ibrahima Gueye, Secretary General of the Ministry of Mines and Geology

Ms. Safiétou Diop, President of the Coalition of Civil Society Organizations on Reproductive Health and of the Réseau Siggil Jigeen

Mr. Alassane Ndiaye, Magistrate and Deputy Director of the Directorate of Criminal Affairs and Amnesty (D.A.C.G.) at the Ministry of Justice



## EXECUTIVE SUMMARY

A *transnational approach* is essential for prevention, protection and prosecution efforts against sex trafficking in Kédougou, as it is a cross-border crime with victims trafficked from and across multiple countries in the ECOWAS region. In addition, there is a need to *systematically implement existing strategies and policies* in Senegal for the protection of women and children in the fight against sex trafficking. *Increased interagency collaboration and information sharing* were also highlighted. This report outlines the key commitments, main lessons from the roundtable, and recommendations for the five axes of Prevention, Protection, Prosecution, Research & Partnerships, and Capacity-Building & Sustainability.

### I- COMMITMENTS AND ROLES OF ACTORS

- The Government of Senegal reiterated its commitment to supporting and providing concrete responses to the fight against sex trafficking of girls and young women in the Kédougou gold mining region.

The Ministry of Justice, the Ministry of Women, Family, Gender & Child Protection, and the Ministry of Mines and Geology, confirmed their role in establishing a framework to facilitate the fight against sex trafficking in Senegal. Presenting their respective policies, programs and projects linked to sex trafficking concerns, they demonstrated that each of them had a responsibility in preventing the problem, in protecting victims, and/or prosecuting perpetrators. These roles are essentially oriented towards providing strategic direction, an adequate institutional framework, taking actions, and launching and monitoring initiatives that help eliminate the causes, risks and consequences of sex trafficking.

- The US Department of State Office to Monitor and Combat Trafficking in Persons (TIP Office) reaffirmed its support for this fight, and outlined that efforts to provide protective services, strengthen law enforcement and increase prevention are key elements of measurably reducing sex trafficking in Kédougou. The TIP Office encouraged the establishment of partnerships and a process to use research and evidence to guide programming, in a context where the COVID-19 pandemic has created more marginalized communities.

The US Embassy in Dakar communicated that they would pursue their work to help improve Senegal anti-trafficking efforts. Through their support of projects and programs to improve the Trafficking in Persons situation in Senegal, coordinating anti-TIP activities, and establishing frameworks for reflection and action, the US Embassy would pursue its dynamic partnership with APRIES to fight sex trafficking.

- Gaston Berger University of Saint-Louis committed to promoting better understanding of the phenomenon through information sharing and conducting research projects and studies on human trafficking.



- *Reseau Siggil Jigeen*, a network of civil society organizations working to improve women's situation in Senegal, committed to supporting the Government as well as community stakeholders in the identification, care and protection of victims. Additionally, they will support prevention efforts through awareness-raising, training, promotion of the family, and feminine leadership.
- The fulfillment of these different roles requires greater collaboration and synergy between the actors.

## II- KEY LESSONS

The roundtable highlighted three main issues that should be considered by anti-trafficking actors:

### ✓ **A transnational challenge requires a transnational framework**

The main challenge in the fight against sex trafficking is its transnational character, involving several countries in the ECOWAS region and possibly beyond. In Kédougou, sex trafficking takes place within the context of transnational organized crime and economic migration, thus compounding its complexity. This challenge requires the development and implementation of effective policies in terms of security, coordination and legislation across borders. Capacity building in special investigative techniques for transnational crime is also crucial. Furthermore, the prevention, protection and prosecution initiatives must integrate a cross-border dimension.

### ✓ **There is a need for operationalization of current strategies, policies and programs**

Senegal has a number of policies, strategies and instruments (see Annex 1) that all contribute to better protection of girls against violence, including sexual exploitation. The main difficulty lies in timely and effective policy enforcement.

### ✓ **Prosecution plans are undermined by lack of judicial cooperation between involved countries**

Strengthening the system for identifying and punishing perpetrators is crucial in the strategy to combat sexual exploitation. However, this action is hampered by the absence of effective cooperation among judicial actors of the countries involved.

## III- RECOMMENDATIONS

### **AXIS 1: PREVENTION OF SEX TRAFFICKING**

- Adopt an approach that takes into account the transnational nature of sexual exploitation through the involvement of ECOWAS in the fight against sex trafficking.
- Take the transnational dimension into account in the implementation of prevention activities by:



- Collaborating with civil society organizations of the countries involved, to make girls aware of the risks of sexual exploitation to which they are exposed in Senegal, and promote their access to information, justice and basic social services;
- Establishing an ECOWAS-wide alert process: The Ministry of Women has created a national toll-free number for the alert and the provision of telephone assistance to abused children. A toll-free number covering the countries of origin of sex trafficking victims/survivors could be set up in a similar manner by the Ministry of Women, Family, Gender and Child Protection in partnership with ECOWAS.

## **AXIS 2: PROTECTION AND CARE OF VICTIMS**

- Increase the reception and support capacities for victims in Kédougou and Saraya: create reception structures for victims/survivors who require health and psychological support and/or follow-up, and support the work of the *Bajenu Gox* who house the victims, where applicable.
- Advocate for the effective application of relevant laws and international standards for the protection of women and girls from sex trafficking.
- Build community capacity through training, sensitization and monitoring efforts to improve the identification, referral and protection of foreign women victims from their traffickers.
- Map companies present in gold mining areas and ensure the effectiveness of their corporate social responsibility to support girls living in gold mining sites.
- Intensify and enforce regulations in the gold sector on respect for women's rights (such as access to employment, social security etc.).

## **AXIS 3: PROSECUTION OF OFFENDERS AND PERPETRATORS**

- Create a framework for dialogue and concertation between the judicial actors of the countries involved, which will facilitate cooperation in criminal matters in the fight against transnational sex trafficking. In addition, this would allow for a more complete dismantling of trafficking networks.
- Entrench sex trafficking at the heart of the penal codes of the various regional jurisdictions (focus actions on cases of sex trafficking).
- Strengthen the capacities and skills through creating and training investigative units to deal with this offense at the national and regional (ECOWAS) level.
- In order to meet the demands of Art. 15 of the 2005 Law to Combat Trafficking in Persons and Related Practices and the Protection of Victims, provide additional support to residential centers to accommodate survivors throughout the judicial process.
- Provide a solution to the difficulties linked to the reintegration of victims. After their traffickers have been caught and prosecuted, many survivors of trafficking continue in sex work in order to find income sources to satisfy their basic needs. Survivors of sex trafficking may not be able to immediately return to their country or community of origin. Therefore, greater involvement is necessary by the consular authorities of survivors' countries of origin and by the administrative authorities of Senegal, who must coordinate survivors' repatriation.



- Increase penalties towards traffickers who settle in villages of bordering countries, where they maintain their networks in Senegal and continue trafficking operations.

#### **AXIS 4: RESEARCH AND PARTNERSHIPS**

- Document sex trafficking through case studies, and conduct comparative studies.
- Deepen understanding and characterization of the following areas:
  - The socio-economic vulnerabilities of women and girls, including analysis of systems of dependence and discrimination.
  - Social representations of sexual exploitation: the perceptions and patterns, justifications and stereotypes around sexuality.
  - The resources of women and girls: individual and collective resilience, social support/support groups and spirit of solidarity, exit from sex trafficking.
- Develop enduring research, policy and programming-focused partnerships and promote the coordination of interventions to fight sex trafficking.
- Follow up on recommendations.

#### **AXIS 5: CAPACITY BUILDING AND SUSTAINABILITY**

- Regularly train investigation units on anti-TIP issues and strategies.
- Strengthen the capacities of government, local actors and communities, in detecting, alerting, listening to, reporting and referring victims.
- Train security and judicial personnel on the rights of women and girls.



## ANNEX 1

### LIST OF INSTRUMENTS AND POLICIES RELEVANT TO THE FIGHT AGAINST SEX TRAFFICKING

#### ❖ AT NATIONAL LEVEL

##### ➤ **The Ministry of Justice**

- [Law N° 2005-06 of May 10, 2005 Relating to the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims \(2005\)](#)
- National Action Plan to Combat Trafficking in Persons (2021-2023)

##### ➤ **The Ministry of Women, Family, Gender and Child Protection**

- The National Strategy for Child Protection (2013)
- Law N° 2020-05 of January 10, 2020 to Criminalize Rape and Pedophilia (2020)
- The National Agenda for the Girl (including a priority to eradicate violence against girls, particularly sex trafficking) (2020)
- [The Project to support the National Strategy for Gender Equity and Equality \(PASNEEG\) \(2016-2026\)](#)
- The National Action Plan for the Eradication of Gender-Based Violence and the Promotion of Human Rights (2017-2021)
- The project to set up a National Reception Center for women and girls who are victims of sexual abuse (and its regional branches)

##### ➤ **Ministry of Mines and Geology**

- Creation of a Gender Unit by the Ministry of Mines and Geology to improve the situation of girls and women living in mining areas
- Creation of a fund to finance women's empowerment projects in the framework of communal development plans
- Creation of a department in charge of small-scale mining (EMAPE), to facilitate the management, structuring and organization of the traditional gold panning sub-sector
- Establishment of the Project for the Supervision and Promotion of Artisanal Mining, which initiated the procedures for granting gold miners' cards, conducting a census of miners and collecting relevant information on workers and people present on mining sites
- Implementation of the Integrated Mineral Resources Development Project, a national strategy for local capacity building to promote the employment of girls by mining companies.



## ❖ AT REGIONAL LEVEL

- [African Charter on the Rights and Welfare of the Child \(1990\)](#)
- [ECOWAS Convention on Mutual Assistance in Criminal Matters \(1992\)](#)
- [ECOWAS Convention on Extradition \(1994\) and Protocol \(2005\)](#)
- [The United Nations Convention against Transnational Organized Crime](#), together with the [Protocol against the Smuggling of Migrants by Land, Sea and Air](#) and the [Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children](#), signed in Palermo, Italy, in December 2000 and ratified on 19 September 2003 pursuant to Act No. 2003-17 of 18 July 2003
- [Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography \(2002\)](#)
- [The ECOWAS Declaration on the Fight against Trafficking in Persons \(2001\)](#)
- [ECOWAS Initial Plan of Action Against Trafficking in Persons \(2002-2003\)](#)
- ECOWAS Plan of Action to Combat Trafficking in Persons, especially Women and Children (2002-2003)
- [Protocol to The African Charter on Human and Peoples' Rights on The Rights of Women in Africa \(Maputo Protocol of 2003\)](#)
- [The African Union Ouagadougou Action Plan to Combat Trafficking in Human Beings, especially Women and Children \(2006\)](#)
- Joint ECCAS/ECOWAS Regional Plan of Action to Combat Trafficking in Persons, especially Women and Children (2006-2009)
- ECOWAS Plan of Action against Trafficking in Persons (2008-2011)
- [ECOWAS Regional Action Plan for the Elimination of Child Labor \(2013\)](#)
- ECOWAS Strategic Framework for Strengthening National Child Protection Systems to Prevent and Respond to Violence, Abuse and Exploitation against Children in West Africa (2017)
- ECOWAS Child Policy and Strategic Action Plan (2019-2030)
- [ECOWAS Disaster Risk Reduction Gender Strategy and Action Plan \(2020-2030\)](#)
- ECOWAS Policy on Protection and Assistance to Victims of Human Trafficking.



## ANNEX 2

### IDENTIFYING ROLES AND PARTNERSHIP OPPORTUNITIES WITH KEY STAKEHOLDERS, FOLLOWING THE ROUNDTABLE ORGANIZED ON AUGUST 12, 2021

INSTITUTIONS	ROLES AND POTENTIAL AREAS OF PARTNERSHIP	FRAMEWORKS, STRATEGIES, PROGRAMS AND/OR INITIATIVES RELATED TO THE FIGHT AGAINST SEX TRAFFICKING
<b>MINISTRY OF JUSTICE</b>	<ul style="list-style-type: none"> <li>- Creation of a mechanism to improve collaboration between judicial actors of the countries involved in Kédougou sex trafficking concerns</li> <li>- Care and protection of victims</li> <li>- Training of judicial personnel</li> <li>- Strengthening prosecutions</li> </ul>	<ul style="list-style-type: none"> <li>- Program named "Supervised education and judicial protection of minors"</li> <li>- Kédougou jurisdictions</li> </ul>
<b>MINISTRY OF WOMEN, FAMILY, GENDER AND CHILD PROTECTION</b>	<ul style="list-style-type: none"> <li>- Information sharing</li> <li>- Implementation of information, education and communication activities</li> <li>- Victims' care: The Ministry has adopted national and regional operational procedures for the care of victims of gender-based violence (GBV), which include a package of essential services for the care of victims. The Ministry has also developed a guide for the management of GBV victims</li> <li>- Establishment of a National Center for Holistic Care for victims of gender-based violence</li> <li>- Research: The Ministry is planning to carry out a National Study on Gender-Based Violence and Action on the determinants of gender-based violence</li> <li>- Training of different actors on prevention and the care of victims.</li> </ul>	<ul style="list-style-type: none"> <li>- The National Strategy for Child Protection</li> <li>- The National Agenda for the Girl (including a priority on the eradication of violence against girls, particularly sex trafficking)</li> <li>- The National Action Plan for the eradication of gender-based violence</li> <li>- The Project to support the National Strategy for Gender Equity and Equality (PASNEEG)</li> <li>- Projects related to reducing the vulnerability of women and girls.</li> </ul>





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<b>MINISTRY OF MINES AND GEOLOGY</b>	<ul style="list-style-type: none"> <li>- Early detection of migrants: Agents of the mining department who can act in partnership with the border police to identify those who arrive at the mining sites</li> <li>- Establishment of a monitoring system to ensure traceability, granting bracelets to people who arrive</li> <li>- Strengthening the supervision of youth, girls and women living in mining sites</li> <li>- Strengthening communication/awareness in local languages (community radio)</li> <li>- Orientation of young women and girls to reception centers</li> <li>- Schooling of young indigenous girls</li> <li>- Development of technical and vocational training courses partnering with the Ministry of Technical and Vocational Training</li> <li>- Research.</li> </ul>	<ul style="list-style-type: none"> <li>- The Gender Unit</li> <li>- Fund to finance women's activities in the framework of the communal development plans</li> <li>- Effective creation of a department in charge of small-scale mining (EMAPE), to facilitate the management, structuration and organization of the mining sub-sector</li> <li>- Project for the supervision and promotion of artisanal mines (formalization of the granting of gold miners' cards, census of miners, date of installation etc...)</li> <li>- Integrated project for the development of mineral resources</li> <li>- National strategy for the development of local capacity (allow mining companies that place orders, i.e. catering, to prioritize local production, employ and train young girls, transfer technology to enable them to adopt good practices, replace foreign labor with local labor, etc.).</li> </ul>



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<b>GASTON BERGER UNIVERSITY</b>	<ul style="list-style-type: none"> <li>- Documentation of sex trafficking through case studies</li> <li>- Carrying out comparative studies</li> <li>- Realization of studies on themes such as the socio-economic vulnerabilities of women and girls, with the analysis of systems of dependence and discrimination</li> <li>- Social representations of sexual exploitation: motives, justifications and stereotypes around sexuality</li> <li>- The resources of women and girls: individual and collective resilience, social support/support group and spirit of solidarity, exit from sex trafficking.</li> </ul>	<ul style="list-style-type: none"> <li>- Gender and Societies Study and Research Group (GESTES)</li> </ul>
<b>RESEAU SIGGIL JIGEEN</b>	<ul style="list-style-type: none"> <li>- Support for the identification, care and protection of victims; support for prevention efforts through awareness raising, training, promotion of the family and women's leadership.</li> </ul>	