

THE RETA SYSTEM AND HUMAN TRAFFICKING

The history of a Registry,
the registry of a history.

A longitudinal vision
of the experience.

Ricardo Valdés Cavassa



Versión traducida al inglés

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Capital Humano y Social Alternativo

Ricardo Valdés Cavassa

PRESENTATION

This publication aims to shed light on the experience of the development of the RETA System from a distinct angle from traditional reporting.

At this time, we would like to convey a more experiential perspective. Tracing each stage of the project as if each were a conductor bringing us to the next, we collected the experiences of different actors who were involved with the implementation of the system; we have turned these experiences into a sort of unique historical narrative, but from several voices, while not setting aside the worries, pressures, and the difficulties that the various professionals faced and the achievements of those who participated in this process and to whom we have much to thank for.

The RETA System, as you can see in reading this publication, was more than one project but rather a convergence of different ideals and different struggles against human trafficking.

As every event that occurs in a given time and space, history is but the sum of other stories comprised of a limitless number of participants, who whether by their actions or their omissions, mobilize other actions through which history is built. Eventually, the weight of the actors and their actions will make relative what ultimately matters and this is how people live and relate to the ideal world that they build every day.

In this ideal world, trafficking has no place for its inhumanity and brutality. However in the real world, some people promote or tolerate it and that is the reality we want to change.

This particular systematization of the experience that began in 2005 and concluded in 2011 provides, through a timeline of specific data on the progress and achievements of the different experiences in the process of implementing the RETA System. The comments presented at the end plot for us, in some way, the pending agenda for the coming years.

In the section entitled "The RETA System in statistics" one can appreciate the magnitude of the effort made by the team that was responsible for implementing the system, as well as how the specialized police and police stations responded to the process and the struggle against human trafficking nationwide. Two info-graphics detail two notorious cases that were published in national media and also show how the RETA system also contributed to raising awareness and prevention in the population.

The technical characteristics of the RETA system, the effort to increase awareness of human trafficking and the system throughout the country, the established laws relating to this crime, together with the obligation that the State has to apply the New Criminal Procedural Code in all of Peru after 2013 implies that the Prosecutor's Office will be responsible for conducting the criminal investigation of all crimes, which includes human trafficking; therefore, they will have to also assume responsibility for the RETA System short term at the national level.

Finally, we would also like to extend a special thanks and appreciation to the various cooperating entities for allowing us to conclude, we believe that successfully, the process of implementing the police RETA System nationwide.

Andrea Querol L.
Executive Director
CHS Alternativo

1.- THE RETA PROJECT

1.1 The road leading up to it.-

From the moment that Peru subscribed to the Protocol of Palermo¹ in the year 2000 until the moment in which the United States' State Department first visited the country at the beginning of 2004, little was done to design a strategy to fight against human trafficking.

Apart from the acceptance in 2001 of the Palermo Protocol by the Peruvian Congress, the Peruvian government did not have much to show in relation to meeting its international commitments to fight against human trafficking and human smuggling.

That same year in 2001, the Department of State of the United States created a special office to monitor the actions against trafficking in persons (GTIP) at the international level and to coordinate U.S. foreign policy in this regard. Among its responsibilities was the preparation of an annual report to Congress to report on the global situation regarding human trafficking. Additionally this report ranks countries from the international community according to one of three levels given the efforts that they have taken to combat the crime.

To be classified at level three means that the state has poorly confronted and dealt with the crime. This level implies in turn a series of restrictions in the State's relationship with the United States, or with some international financial institutions, which could affect, for example, trade relations with that country.

In this context, during 2003 G/TIP started collecting information on the situation of trafficking in Peru. A newspaper report on the plight of children in situations of sexual exploitation and labor in Puno focused international attention on Peru.

¹ Protocol to prevent, repress and sanction human trafficking, especially women and children that complements the Convention of the United Nations against Transnational Organized Crime.

In 2003 the Peruvian Government was also in the process of negotiating a Free Trade Agreement with the United States and a level three classification could complicate the negotiations.

In late 2003, the Ministry of Foreign Affairs took the initiative to convey this concern to various sectors of the President's Cabinet. In the case of the Ministry of Interior, the Permanent Secretary of the National Human Rights Commission and the Vice Minister of the Interior took responsibility to deal with the concern,² by establishing a work plan for the Sector that would allow the Peruvian State, at the time of G/TIP's visit, to demonstrate at least a degree of knowledge and awareness of the problem and willingness to deal with the crime.

The same occurred with other government sectors such as Ministry of Foreign Affairs, the Ministry for Women and Social Development and the Public Ministry.

The common denominator that prevailed during the first meetings of coordination was the great knowledge gap that existed about human trafficking, our international commitments, and the conceptual treatment of the crime, its characteristics and its development in the country.

In retrospect significant changes have occurred in this regard.

The first actions that occurred in 2004 were directed at prosecuting the crime. For this, a new Anti-Trafficking Department and Special Investigations Unit was created within the Division on Kidnapping within the Directorate of Criminal Investigation of Peruvian National Police.

In reality a small group of police officers from within the Division against Kidnapping were moved to this new unit as their workload was very low. This group, and in particular, its two principal officials ultimately played a crucial role in the design of the RETA system as we will show below.³

² Secretary: Carlos Romero Rivera; Viceminister: Ricardo Valdés Cavassa.

³ Major PNP Jorge Gonzales Quispe and Capitan PNP Rubén Lescano

During the month of January the Division also sent intelligence agents to the Puno region to investigate in the allegations in the newspaper report about the situation of children in situations of trafficking. The officers approached the area called "La Rinconada" at more than five thousand feet in altitude.

In *La Rinconada* dozens of bars operated (and sadly still are in operation), in which they offered the sexual services of minors; additionally many situations of child labor exploitation occurred in small tunnels in the mine.

With this intelligence we proceeded to plan a first police operation which began on February 7, 2004 by the Juliaca Police Unit. A first group led by Police Chief Juliaca left first. Once this group left, a second team under the command of the Police Chief of the Puno Region⁴ and the direct supervision of the Vice Minister of the Interior, left, as they acquired intelligence that it was preferable to have a back-up plan.

The first group didn't arrive. Curiously, even though they were familiar with the zone, they "got lost" during the trip.

The second group, with personnel from the Ministry and the Chief of the Region, achieved the operative. A copy of the audiovisual footage taken during the operative was submitted to Mr. Anthony Eterno, Head of the U.S. State Department Mission responsible for ranking Peru.

Even without a special law against Human Trafficking in Peru, the sixteen individuals detained during the operative were charged and convicted of procuring. Exactly 39 adolescents were removed from the scene where they had been exploited. Five of them were found pregnant.

With the creation of the Department of Investigation against Human Trafficking and the operative in La Rinconada, the Permanent Multi-Sector Work Group Against Human Trafficking (GTMPTP) was also created on February 19, 2004.⁵

⁴ The then Coronel Raúl Becerra who would become the General Director of the National Police during 2010 and 2011

⁵ Supreme Decree N° 002-2004-IN

The functions assigned⁶ to this Work Group are still valid today; the GTMPTP is perhaps one of the few Multi-Sector Work groups that have remained active and achieved sustainability, despite the changes of Ministers and Vice Ministers of three constitutional governments.

During its early years the Working Group set about coordinating the states' actions and giving specific roles and responsibilities to the Executive branch, Justice System and civil society.

There were four strategies that were prioritized to prosecute the crime and coordinate actions: a) The creation of a normative framework to that would modify Peruvian law, as agreed upon in the Palermo Protocol; b) The development of technology and communication tools that would help track and address complaints; c) the implementation of a national plan with objectives, goals, actions, responsibilities and, above all, with adequate government budgets at the central, regional and local levels; and d) coordination with other national or international programs.⁷ The RETA System, whose process is the main subject of this document, was intimately connected with the second strategy described and mandated by the Supreme Decree that created the Working Group, which reads, "To coordinate and promote the creation of a statistical system for the management of information about human trafficking in the country, either as a place of origin, transit or destination."

The actions taken during the first quarter of 2004, by the Ministry of Interior and other government sectors, ultimately led to Peru being ranked in an intermediate position between Level 2 and Level 3; a situation "sui generis" that was listed "under observation or surveillance".

⁶ Article 3.- Roles

The Permanent Multi-Sector Work Group against Human Trafficking will have the following functions:

- a) To coordinate the actions of diverse public and private entities committed in the fight against human trafficking, including the implementation of joint activities;
- b) Coordinate and promote the establishment of a statistical system to gather and systematize information about human trafficking in the country;
- c) Promote the adoption of prevention and protection means for victims and witnesses;
- d) Obtain open dialogue between regional and international organizations in order to make national efforts against human trafficking more effective, as well as secure the participation of the country in multi-national or international work groups to prevent, monitor or control human trafficking;
- e) Propose legislative measures to effectively repress human trafficking; and,
- f) Support the implementation of educational campaigns and dissemination as a prevention means.

⁷ Capital Humano y Social Alternativo (2007). The Institutionalism against Human Trafficking in Peru. Lima: Editor.

It was a situation that prevented Peru from receiving sanctions and allowed the country to continue negotiations on the Free Trade Agreement, even though the warning was made clearly enough and the State had taken due note of it.

From this short history of the road leading up to the creation of the RETA System we can glean several nuggets of analysis of the behaviors and actions that have been reproduced over the course of implementation of the RETA System as well as a glimpse into the public policies destined to prevent and prosecute the crime of human trafficking.

They lived in a democratic political situation, but at the heart of the institutional culture and bureaucracy of the police was a police that did not finish adapting to the “National Police Force”⁸ and that was accustomed to ideals of corruption and domination weighing the institution down.

Still, there was a climate of changes in the Interior Ministry, a group of public officials who anxiously monitored what was occurring and ensured that there was continuity; and with the Minister's support, as well as with a professional team that from the civil society was devoted to improving things.⁹

For circumstances not explained here, this reform process failed and some of the officials who participated in this process were added to the team already working at CHS Alternativo, providing their expertise of the police sector in the field of human rights and in the fields of public security and strategic communication.

⁸ Ley No. 24949.- Crea la Policía Nacional del Perú. 1988

⁹ Basombrío, Carlos and Costa, Gino (2003) Civilian Leadership in the Ministry of the Interior. [Online]: http://www.unifr.ch/ddp1/derechopenal/obrasportales/op_20080612_25.pdf (Date of access September xx, 2011).

1.2. Capital Humano y Social Alternativo (CHS Alternativo).-

Our organization, which was created in 2001, had been supporting a Foundation that worked with missing persons. The Foundation had created a system that allowed for the diffusion of images of the missing persons and provided a space for the general public to make reports online about the possible whereabouts of the individuals. Further along, the service was extended, through an email box, so that individuals could make anonymous reports about possible cases of child pornography or cases of sexual or labor exploitation.

The System quickly gained momentum at the international level and now is used in fourteen countries in Latin America. During the year 2004, however, the founders of the system decided to dissolve the Foundation and CHS Alternativo, quickly became the “adopters” of the administration of the System in Peru.

During the previous year, in 2003, 11,875 cases of missing persons had been identified, of which 56% corresponded to minors (6,589), with the problem being most urgent in the case of girls (65% of the missing children were female: 4,268 girls).

The volume of missing persons in Peru, as a social and not political phenomenon, was significant enough to rally congressmen around a project for a Unique National Missing Persons Database, which was finally signed into law in 2003.¹⁰

At the same time the Web page “Missing Peruvians” was gaining success, and for this reason the State assigned it a temporary official character until the Peruvian State could construct its own system.¹¹

¹⁰ Law 28022 Law that created the National Registry of Information of Missing Persons.

¹¹ Ibid.

In 2007, the official stamp of approval was renewed on the webpage www.peruanosdesaparecidos.org and at the current time it is administered by the Secretary of Human Rights of the Ministry of the Interior. The entity responsible for inputting the information at the police level is the Division for Investigation of Missing Persons' Cases of the Directorate of Criminal Investigation and the Support of Justice (DIRINICRI).

CHS Alternativo joined the efforts that aimed to take actions to prevent this phenomenon, further understanding that unfortunately the disappearance of persons often is linked with Human Trafficking.

Before this situation, CHS Alternativo received an invitation from the Office of NAS in Peru to develop a System similar to the System that aims to help in the search of missing persons, but in this case one specifically for reporting human trafficking cases.

It was argued that it was a priority to have a system of registry and information that would allow for the transfer of facts that would help make visible the magnitude and characteristics of this problem that until this moment had gone unnoticed..

In this sense, a first Project was presented to NAS with the objective of implementing a System of registry and information, interconnected between the Territorial Directorates of the National Police, and that would allow for information sharing nationally.

2.- THE PROCESS OF IMPLEMENTATION

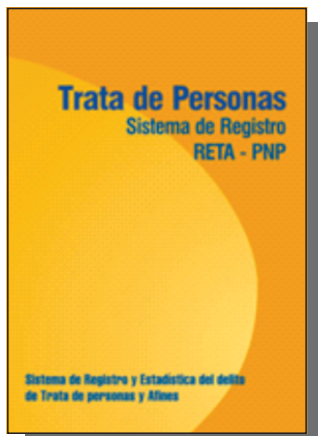
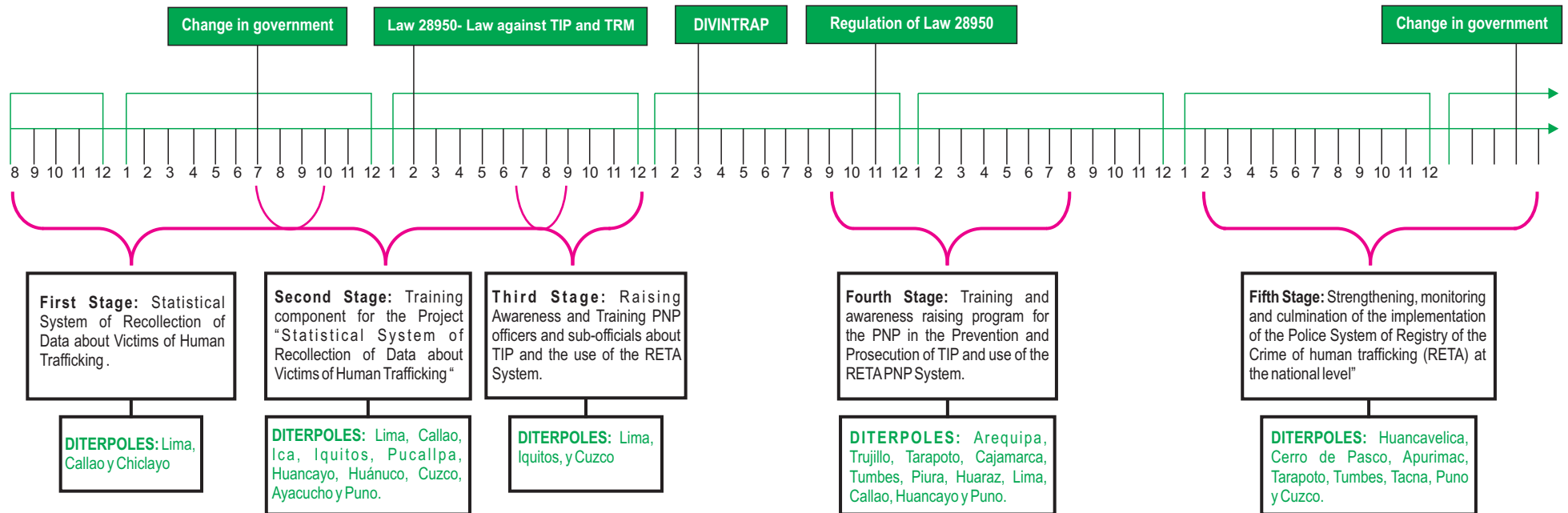
In October 2005 the RETA Project formally began. The previous months had been spent in the design of the proposal, recruitment and selection of the consulting firm that would be responsible for the programming and technical piece of the System, coordination with the Vice-Minister of the Interior and with police chiefs to ensure the necessary authorizations.

The Multi-Sector Work Group provided its Support given that the System assisted it in complying with the second role that was established in the Supreme Decree that gave the Group its origin.

Throughout the process of the first phase during 2005 and 2006, diverse needs arose, such as the need to work together with the Ministry of the Interior and the PNP for the implementation of the System, training of the PNP officials, awareness-raising with high commanders of the PNP and the Ministry of the Interior, and to carry-out prevention measures and incidence in order to modify national legislation to the Palermo Protocol.

With the goal being to attend to these necessities, and others that had been arising, CHS Alternativo made contact with other organizations that were interested in supporting the process of implementation of the RETA PNP System. In this manner four phases of implementation occurred in addition to the original project, as can be appreciated in chart 1, that altogether reflect the process of implementation of the RETA PNP System and the places where it was implemented. In 2011, the goal was met to arrive in all Territorial Directorates of the National Police (DIRTEPOLES) at the national level.

Chart 1.-Timeline: Stages of the RETA project



2.1 First stage: “*Statistical System of Collection of Data about Victims of Human Trafficking*”

This stage formally began on October 24, 2005 and ended on October 31, 2006. The principal activity without doubt was the creation of the System of Registry and Statistics on Human Trafficking and Related Crimes, better known as the RETA System.

As can be gathered from the name of the Project, the original idea was to create a system for recording data on victims of trafficking. In some ways it was influenced by the system on missing persons to help gather all the information necessary to try to locate the missing person.

This stage had three main components: Implementation of a system to record allegations of human trafficking for the National Police, PNP Personnel Training and Institutional Coordination. The details of this stage can be seen in Table 2; however, at this point we will concentrate on the implementation, especially on the discussions that occurred when defining the design of the RETA System and the actions that would be implemented to establish the RETA System in Peru.

Interagency coordination was also, like other components, a transversal component of the strategy. The following will describe these interactions where they were of fundamental importance during a decision-making process. Otherwise its usefulness has already been reflected in previous reports and is self-evident.

At the time when the project began, Human Trafficking as defined in the Peruvian Penal Code was confined to the crime of sexual exploitation, as with the Law 28251 of 2004, Human Trafficking is criminalized as a crime against sexual freedom. It shared a legal space with the offenses of aiding prostitution, pandering, pimping and child sex tourism (Chapter 10 of the Criminal Code).

For this reason the first version of the design of RETA included the other crimes against sexual freedom and grouped them into the concept of "Related crimes".

Until 2007, the definition of Trafficking in Persons did not include labor exploitation and organ trafficking. However, the Penal Code criminalized in other articles, sexual exploitation, labor exploitation, trafficking in organs and the induction of begging, which eventually was incorporated into the definition of Trafficking in Persons by Law 28950.

Still, as part of the many discussion sessions it was decided to include within RETA, the crimes that were included in the Palermo Protocol based on the understanding that sooner or later the Peruvian Penal Code would be modified.

The modifications of the system corresponding to the law 28950 in 2007 occurred in the second stage.

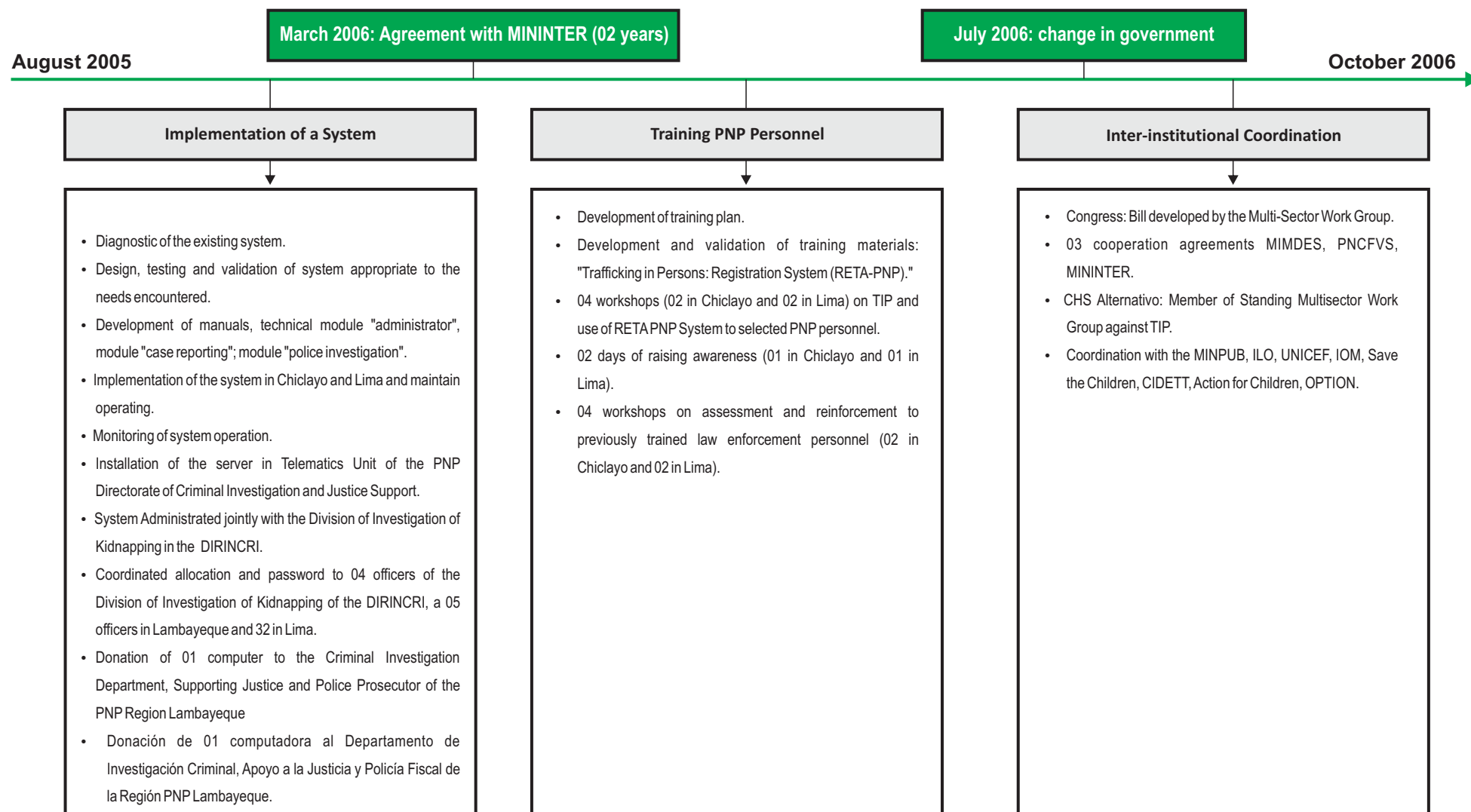
2.1.1 The Team -

CHS Alternativo's professional team, the "solid core" which was responsible for carrying out the project, had come from previously working for the Ministry of Interior and had expertise in the subject, in the dynamics and culture of the police, in the management of their codes and language, and finally with multiple established relationships in the sector, which were some of the key success factors of this stage.

This team thoroughly debated the adjustments that should be made to the original idea. They studied the police system, the hierarchical structure, the process following a complaint, the formats required of police officers, formal and cultural restrictions, limited access to connectivity, the functions of a police station, specialized police unit roles, the role of the supporting units, among a limitless number of other variables that eventually were systematized and became the baseline of the project.

With this knowledge, discussions continued based on several interviews that were conducted with systems and remote consultation experts to determine the right "vehicle" for information to "travel".

Table 2 .- First Stage: Statistical System for Data Collection on Victims of Trafficking



This led to another technical discussion in relation to the most appropriate technological platform on which the RETA system should run. The police had a preference for client-server systems on which they had complete domain.

On the other hand, the official missing persons database ran on open-source software, lowering project costs and future costs for maintenance of the system. It was another important point for the project's success, as the difficulties encountered in maintaining the telephone line and internet when we installed the server in the office of Telematics in the DIRINCRI proved us right.

At the time of choosing free software, the team did not find it hard to imagine that the licenses would not be paid by the Police on time.

Two officers joined the working group from the Department of Investigation of Trafficking in Persons. Both officers, police experts, and two of the few specialists on the topic of human trafficking, were added almost full-time to our professional team; they did so out of self-motivation and because the institution allowed them to.

They not only brought experience in the investigation of crime, but they had already investigated some human trafficking cases, even internationally; their experience of the limitations and difficulties, in addition to the other necessary elements, played a crucial role in the system's design.

The team also eventually incorporated into several special meetings a group of professionals and computer systems specialists from a young company that was selected to develop the software. They also became part of the team to provide their feedback in order to make more efficient use of time; as they witnessed the proposals and discussions they could better reflect on what would be needed to incorporate into the program.

2.1.2 The System

The details of how the software works today, its design, the fields it includes, the information it offers, among other things, can be found in the various publications listed on the website of CHS Alternativo. However, we can say that the characteristics of the system are very positive: it is scalable (the number of operations can be entered simultaneously); it is manageable (updated continuously); it uses free software (Linux, the service has no cost); control and

security are centralized (the information is stored on a central server) and its structure allows integration with other software. It uses a MYSQL database and PHP programming language.

2.1.3 Modules

Three independent modules were developed: the module for reporting, the research module and the administration module.

- a) The **Reporting Module** was the first thing that was developed. In an ideal world all police stations or police posts could attend to the reports made by citizens; and all police officers that were authorized to enter information into the system could do so from any computer. In turn, during real-time the specialized police force of the Regional Directorate of Police (DIRTEPOL) and the DIRINCRI's specialized police force would be informed of the existence of a possible case of human trafficking.

From the point of view of the computer technicians, simultaneous registry was not a problem; the main issue, was defining who and at what rank should have permission to view the registered data and cases or intervene in the system. The format of the template was not difficult to achieve because there was agreement that it should be as simple and user friendly as possible, using a methodology with multiple options.

What worried them most was the quality of the information that was to be entered into the system, because by participating in the meetings, the technicians became aware of the viewpoints of both the police and civilians in relation to the following limitations by those staff members who would be responsible for the public's care and the use of this module: a) poor knowledge of the crime, b) insufficient experience in the management of the computer hardware and software, c) neglect of public complaints, and d) a tendency to want to modify the information (possible corruption).

Given these issues, the consensus was that these issues could only be dealt with through education and training, calling to the vocation of service, training and political will by the authorities to facilitate the installation and system development and training of the police. However, it was decided that the system design should also aim to mitigate these limitations.

Thus, we chose a single page layout (which facilitates the use of the tool) to register a complaint, that on one side contained the most relevant information (place, precinct, complainant, victim, potential traffickers, behaviors, media, purposes, responsible person), and the other side had multiple options that the police only had to check. Also, when passing the cursor over the facts or crimes reported, information appeared with regard to the Peruvian Penal Code that would aid the police officer to check only those that fit the complaint that was received. This aspect helped to mitigate the potential gaps in knowledge of the crime.

Additionally, we worked on an algorithm that performs the combinations to determine whether the complaint is consistent with a possible case of human trafficking and the type of exploitation. When faced with a potential trafficking case, an alert goes off in the police unit selected for this purpose. The idea was that the system will help the police officer, even if he or she records the event in a careless manner, to notify his or her superiors of a potential criminal situation. In order to avoid modifications to the report, after sending the signal, the system does not tolerate changes. Only the Administrator can make changes, but these modifications are still recorded in the System's auditing section.

Another topic that arose in discussions with regard to the Reporting Module was the value-added services that having a reporting module would add to the police unit that registered the complaint. This point could be summarized as follows: "The police would not admit the complaint because it would mean more work. It means that by accepting it, you must start the preliminary investigation and report on all actions taken. That's more work. On the other hand, they will continue to have to register the case in the Official Written Police registry of reports, while there is no official directive that mandates the contrary. Why would use the system then?"

The responses to the comment and the question that referred to "police duty" or "normative mandate" were discarded by the naive or idealist group. Reality required a more practical answer; an answer that would make the police takes advantage and makes use of the RETA System. That is why the Reporting Module has a second section containing the formats that must be completed in all police preliminary investigations upon receipt of the

complaint. To facilitate access to all police stations, even the most remote, carbon-copies of the complaint forms were made available and a distribution plan was created to deliver them to all police stations from the Permanent Secretariat of Human Rights.

In summary, the forms were automated for almost all preliminary investigations to ease the paperwork load for the police officers, in addition to the solicitation forms for forensic evidence or search warrants, which were previously prepared manually. Now, the System automatically submits them.

Other benefits were added to this module including the justice system's organization, a history of complaints, queries and directories that have been used very little in practice.

This same pragmatism also defined the need for specific regulation of the use of the systems that regulate police activity and establish penalties for not complying with them. This directive finally materialized in 2007.

Throughout the years during which the System was being implemented several important changes were made to the Reporting Module. The most important change was made when the Law 28950, "Law against Human Trafficking and Migrant Smuggling," was passed which led to the criminalization of this act. However, the additional adjustments always were made from the requirements of the police during the use of the System and were aimed at facilitating the use of the System.

- b) **The Investigation Module** was a later step. At its beginning, the project did not include this module. In a way we can say that it was a result of the contribution of the police presence in the working group, because they insisted on the need to create a culture of police investigation based on facts, online information, a historical archive and the combination of factors along geographical space and time. No doubt a complete and advanced thought for the police especially given a new issue such as was Human Trafficking. This is how the Research Module was created for the specialized police in Lima and the DIRTEPOLS.

This meant that the team would devote more time to the development of the fields that should be covered.

As in the Reporting Module, for the creation of this module many meetings were held, and given its specialized nature, these conversations were much more complex.

In summary, the system should reflect the activity of police investigation and the final product that is produced: the affidavit or police report. The possibility was also discussed that this information could be "transmitted" to the Public Ministry given that, sooner or later, a new Criminal Procedure Code would be created in the country.

In this regard, as shown in the User Manual for the Research Module, the complexity of the program was multiplied. The fields were developed for each of the end results of the crime, specifying in each case the relevant possibilities.

In this same manner, fields were created for "alleged trafficker", "Whistleblower", "Place or Facility", "Routes: recruitment, transfer and destination," among other variables, allowing each to manage historical fields. The details to be recorded included license plates, fingerprints, photographs, methods of collection and a number of other relevant variables that were included in this module

Politically speaking, the police officers involved in the working group had the right with their approach.

If the possibility of alerts of possible trafficking cases positively called the attention of the higher authorities, the ability to automate all data relevant to a human trafficking or related crimes case captivated the General Operations of Criminal Investigation of the Police and provided the ability to provide continuity to the police officers in the working group and to develop pilot tests of the system. Finally, after several weeks of discussion, testing and adjustments, the work was completed.

This module was very well used in the first months of implementation of the RETA System. The officers in charge of criminal investigation were concerned with filling out each of the fields required in the Research Module. After all, they were responsible for the creation of this important element of the system.

This allowed for the discovery of relationships between criminal organizations that operated nationally, about which little was known. Similarly, information about other cases could also be reported at the national level, even though the case was ignored at the place where the report was made.

RETA currently has a research module that is capable of crossing variables in cases in every territory of the country. The statistics available depend on what the module can provide, because there is no way to get relevant information, for example on the routes used by traffickers, if the police do not enter the qualitative information required by this module.

This module was a huge investment of time and money that was very attractive to the Peruvian government and was used at the beginning but now under-utilized.

The reasons were given by the police themselves during training or monitoring and include:

- a) lack of time;
- b) the difficulty of internet connectivity in police regions;
- c) the lack of policemen in the DIRTEPOLS;
- d) the lack of penalty for a breach of the Police Directive;
- e) administrative inertia; f) corruption, for example – they wait to have the full investigation to determine whether there is guilt or not, to then fix or enter the case to the RETA System, knowing that there is no way to change the information.

The system is ready to interact with other institutions such as the Public Ministry and the Ministry of Labor; technically it is possible to connect to other systems. This depends on the political will of state actors.

- c) **The Administration Module** is used by the Trafficking Division of the Directorate on Criminal Investigation and Justice Support of the PNP, as the executive and technical unit with national jurisdiction. Its comprised of the following sub-modules: (1) Maintenance, which allows the assignment, modification and deletion of users and passwords to access the police personnel RETA system and the various tables that contain the modules "Record of reports" and "police investigation"; and (2) Audit, which allows for monitoring the use of the RETA System by police staff police with assigned usernames and passwords.

This module is as important as the others as it allows for the management of the system in terms of checking or modifying the information, keeping track of DIRTEPOL users, creating new variables for research, issuing statistical reports based on a novel combination of variables, generating audit reports, among other operations. That is, those with the administrator's password have greater control over the system.

But contrary to what one might think, it is a module which the police specialists with access to the System refer to very infrequently. From the standpoint of the computer support team that CHS Alternativo has provided to give to the police, there is no interest in providing greater independent control of the system. The technicians of the company, now the police "manage the system automatically". They are not involved enough, as the police administrators are also police investigators and focus more attention on this work than in the possibilities offered by the System's Administration.

In that sense we can reflect on the role that they should play, according to the laws, the Permanent Secretariat of the Commission on Human Rights, Ministry of Interior and the various bodies of Human Rights of the Police, because five years after the System installation, there are still aspects that CHS Alternativo should have resolved.

2.2.3 Training and Coordination.-

At parallel, CHS Alternativo designed the orange training module for teachers, and the system's user module.

Once finished with the design and creation of the RETA System, the team resumed its activities in each of the bodies from which they came. Those that were funded by CHS Alternativo's Project concentrated on the need for training process in the police units that had been selected. The technical team returned to their business functions and maintained an interactive relationship with CHS Alternativo to continue to monitor the data entry as a trial method in a parallel system.

The officers returned to their normal investigative roles in the Division against Kidnapping and managed some of the cases that were important in those days.

It was now clear that methodological guidelines should be established to convey the concepts of human trafficking to the entire police institution. The team worked on methodological guidelines, training sessions in the Reporting Module and Investigation Module. For each one, times and specific exercises were established as well as appropriate materials.

With the System complete and the materials designed and programmed, we concentrated on a process of “marketing” the System, and especially, the implications of the crime of trafficking.

As tested in 2004 with high-level government officials from other ministries, the National Police at the level of generals or colonels in high office, they were completely unaware of the scope and modalities of this crime. The relationships that had been maintained or formed at that time were of vital importance for the acceptance of the implementation of the pilot project in Chiclayo and Lima.

However, for the purpose of knowing how this process was assimilated by the National Police, we will use the second and third stage focused on advocacy and training on the system to discuss the experiences and perspectives of the police.

2.2 .- Second and Third Stage: "Components Training for the Project of Statistical Data Collection System for Victims of Trafficking" and "Awareness and Training for Members of the PNP on the issue of human trafficking and the use of RETA System"

While the first stage was strongly marked by ongoing technical development, coordination and evidence in Lima and Chiclayo, it was clear that if we did not firmly establish the System and mechanisms in other territorial divisions, the RETA project was in danger of abandonment.

It was essential that the RETA team take on several different actions simultaneously:

- a) Implement the system in other DIRTEPOLS
- b) Train as many police officials as possible;
- c) Mobilize an advocacy process to provide context and perspective on the RETA System while fighting against human trafficking;
- d) Sensitize senior police officers, and officials of the executive and legislative branches as well as the public;
- e) Initiate a process of media coverage; and f) Perform necessary inter-institutional coordination to gain the support of the international community and nongovernmental organizations.

This part of the process began in July 2006 and "ended" in September 2007. In fact, the only thing that ended then was the funding from USAID, but this coincided with activities funded by UNICEF since July 2007. In January 2008, the activities began that were part of the third stage.

The decision to present both periods at once is due to the methodological sequence that was shared in both stages, as in practice it was decided that the RETA System would be installed in the largest possible number of police units, as a way of training police officers on the implications of the crime and the different variables that are combined to exploit a human being which was already classified as a specific offense under the Penal Code.

While a large number of activities were developed, a summary of which can be seen in Tables 3 and 4 respectively, the project also includes activities in other areas.

Both stages provided a rich experience in their implementation and the political environment that gave substance to the activities. During these stages, the main mechanisms were adopted to combat trafficking in persons, giving rise to several topics during 2007 that were considered to strengthen the work against trafficking, including the National Plan.

2.2.1 Political Will

We cannot forget that the political backdrop during which this all occurred was in movement. Elections had occurred and the APRA candidate Alan Garcia had won. He surprised the Ministry of Interior by selecting as its head a former Minister of the former regime, a medical doctor who knew little about the area but declared his willingness to care for all aspects of national security. Coincidentally, women also occupied the roles as the heads of the Ministries of Justice, Labor, Commerce and Tourism and Women and Social Development.¹² All these sectors were of particular importance in the fight against human trafficking. The Permanent Secretariat fell into the hands of a well-known and experienced social communicator who quickly understood the implications of trafficking.

The political will was quickly revealed. The Multi-Sector Work Group was convened and began the process of adapting our standards to the Palermo Protocol through a bill that was presented and supported by the Commission for Women. The Group also proceeded to request meetings with other power groups, such as the Commission for Justice within the legislative branch, to achieve their support for this bill.

The same bill was introduced, at the request of the Minister of Interior, to the Ministers of the above institutions. At that meeting, an agreement was reached to support the bill once this was presented by the Ministry of the Interior in the Cabinet Meeting. As part of that meeting the statistics from the RETA System were presented and the advances that Peru had made with regard to this topic. In general, the Ministers proclaimed their support for the bill.

¹² Minister of the Interior: Pilar Mazzetti, Minister of Justice: María Zavala Valladares, Minister of Labor and Employment Promotion: Susana Pinilla Cisneros, Minister of International Commerce and Tourism: Mercedes Aráoz Fernández; and Minister for Women and Social Development: Virginia Borra Toledo de Jiménez.

Seen from the perspective of the moment, both the principal human trafficking victims and the principal traffickers were women. This was in no doubt a challenge for the social investigation which the Ministers understood very well.

The bill was unanimously accepted before Congress and was finally passed into Law 28950 in January 2007.

But that was not the only favorable regulatory movement to prevent or combat trafficking.

There were also a number of ministerial resolutions to formalize the use of the RETA System nationally, as well as the Website Missing Peruvians, as a tool in the search for missing persons, as well as an inbox for reports. The information collected by this means has been handed over to the specialized police. The overall results have been reviewed by the police, in some cases, successfully.

In February 2007, the official -2007 Directive 04-IN was published in the MININTER Journal, through a Ministerial Resolution 129-2007 IN which dictated what was needed for the implementation of the RETA system. In practice very few police officers understood the scope of this Directive. What we have seen over time is that in general we must insist on the dissemination of the legal instrument.

Theoretically, the Directive was a fundamental tool. Its creation was the subject of several meetings and many other command-level meetings of the Directorate of Criminal Investigation (DIRINCRI).

Several of these meetings took place within the DIRINCRI, as a way of demonstrating their adherence to the problem and its solution by the Director General. The PNP expressed its willingness to tackle the crime. This expression is contained in the standards they themselves approved. This is not a subjective assessment. The provisions appear as a real way to account for the political will of the sector.

THE RETA SYSTEM AND HUMAN TRAFFICKING

December 2006: Institutionalization of the RETA System Chart 3- Second Stage: Training Component of the Project: Statistical System for the Collection of Facts about Human Trafficking Victims.

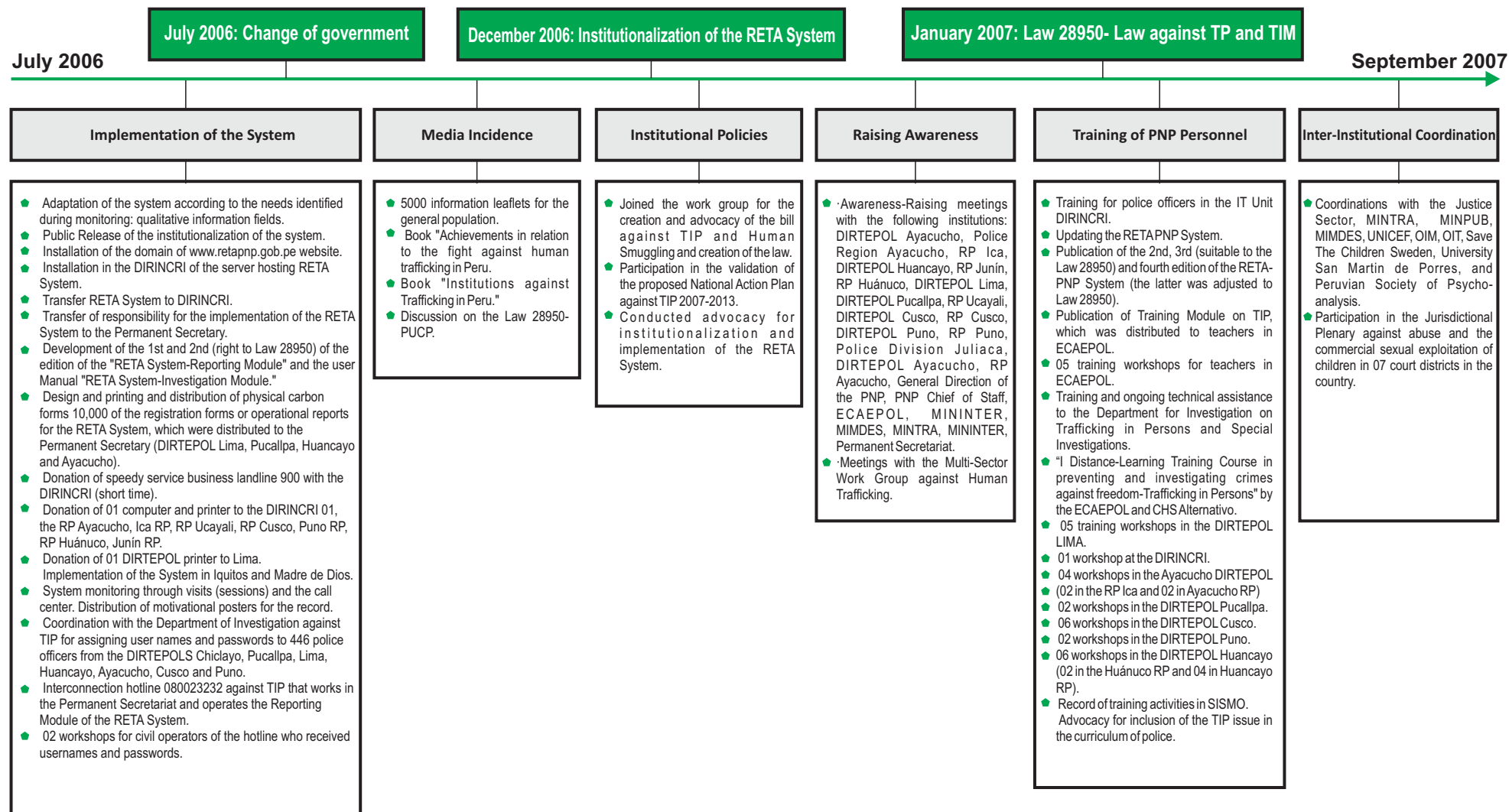


Chart 4.-Third Stage: Raising Awareness and Training Members of the PNP in the topic of TIP and Use of the RETA System

July 2007

January 2008

Implementation of the System	Monitoring of the use of the RETA System	Training to PNP Personnel	Inter-Institutional Coordination
<ul style="list-style-type: none"> Reprint of 3rd edition of the User's Guide: Reporting Module of the RETA System. Distribution of carbonless physical forms to the Permanent Secretariat, RP Loreto and Madre de Dios. Coordination with the Department of Investigation against TIP for assigning passwords to users and police officers of the RP Loreto and Madre de Dios. RETA System Adjustments: <ul style="list-style-type: none"> The Department of Investigation against TIP may log cases investigated by other agencies that do not yet have users. Hotline operators can record communications. Virtual forms are made consistent with Law 28950. It is possible to register the initial investigations made by police agencies and the responses that they receive. The System is adjusted to match Law 28950: 2nd version of the RETA system. 	<ul style="list-style-type: none"> Verification of the process of system data entry jointly by CHS Alternativo, the Permanent Secretariat and the PNP Special Investigations Department. Monitoring telephone hotline through the call center. Field visits to specialized units and police stations in the RP Loreto and Madre de Dios. Appointment of a Police Officer of the Permanent Secretariat responsible for the progressive implementation and monitoring of the RETA System. Appointment of a Police Officer from the Department of Information and Analysis and the Investigative Division on Kidnapping of the DIRINCRI who would be responsible for analyzing the recorded information. Conducted the following reinforcement workshops: <ul style="list-style-type: none"> 01 workshop at the DIRINCRI. 06 DIRTEPOL workshops in Lima. 02 workshops in the RP Loreto. 04 workshops in the RP Cusco. 01 workshop in the RP Madre de Dios. 	<ul style="list-style-type: none"> Publication of the 4th edition of the RETA-PNP-System. 02 workshops in the DIRINCRI. 01 DIRTEPOL workshop in Lima. 02 workshops in the DIRTEPOL Iquitos. 01 workshop at the RP Madre de Dios. Record of training activities in SISMO. 	<ul style="list-style-type: none"> Coordination with MIMDES, MINTRA the judiciary, UNICEF, among others. Judicial Academy: Presentation of the books: "Trafficking in Persons in Peru: Standards, Cases and Definitions" and "Institutions against Trafficking in Peru."

Therefore, from these periods we can observe the following as manifestations of the political will of the State:

- The Law 28950, Against Human Trafficking and Smuggling of Migrants.
- The Police Directive on the mandatory use of the RETA System
- Ministerial Resolution formalizing the RETA system, the registration page for missing persons and the police directive.

These political manifestations against Human Trafficking reflected the special position that the Minister of the Interior took while she remained in office. After the Minister left, the support for anti-trafficking policies continued in the MININTER, particularly in the Permanent Secretariat of Human Rights, who spearheaded the coordination of the Multi-Sector Work Group.

At that time the RETA activities continued to meet program goals.

2.2.2 The Implementation

The project team divided their time between activities at the level of advocacy and institutional coordination with matters relating to training and implementation of the System. The experience in Lima and Chiclayo had allowed the team to create enhancements based on precisions they had observed from the system, which in turn were supplemented by the suggestions and requirements that we were reaching with the police officers attending the training. Thus qualitative information was added to the system, especially the Investigation Module.

One aspect with which, however, police units fought constantly was with regard to the facilitation of equipment and internet connectivity. The difficulty in accessing computers prevented them the opportunity to practice and therefore familiarize themselves further with the RETA management and data processing procedures and investigation. The times when the training took place in internet booths (when there was availability), it was observed through exit exams that the trained officers had a better understanding.

While most of the steps contemplated the delivery of basic computer equipment for the registry of the information in each of the Police Regions or DIRTEPOLS, it was impossible to replace the state in its responsibility to equip the police stations.

It was common to find a headquarters or police stations visited, where the existing equipment was privately owned by staff working there. For example: in 2010 while conducting monitoring visits to the Police Region Chachapoyas, capital of the Amazonas region, the only computer owned by the National Police was the one that had been received as a donation by the project. The other visible computers were personally owned by the police officers. The building, badly damaged by a recent earthquake, seemed like a sort of computer museum; you could find 486 computers with floppy drives and laptops that had been unprofessionally repaired. Internet connectivity was paid for by the staff as the police command had no resources for this purpose.

A solution to this issue was implemented as a way to make up for the lack of computer equipment, through the distribution of carbon copies of the RETA reporting form. In principle, without equipment or connectivity commissioners could have easily completed this paperwork and sent this to the police station where he would have had a computer and connectivity available (see Table 3 Implementation of the System). According to current standards, it falls to the Permanent Secretariat of Human Rights to monitor and distribute these forms nationwide.

During these stages and in compliance with our commitment to the Ministry of Interior, the RETA System was transferred to the National Police and was under the care of the Telematics Unit of the Directorate of Criminal Investigation and Justice Support (DIRINCRI), such as ordered by the Minister of Interior in December 2006 when he declared RETA to be the official system for recording cases of trafficking and related crimes.

This decision was not welcomed by the then head of the Department of Information Technology of the National Police, who thought that he did not having control over the system, and thus lost power. The general in charge of the DIRINCRI managed to keep power and control over the system given that they also had the technical resources to support the System. However, the current technical staff of the DIRINCRI requires more training to be able to better control and maintain the system. The technicians, who once received the training, have been changed without having trained their successors.

A peculiarity of the RETA is its flexibility to designate functions and levels of access and consultation. In that sense, during this period permits were

established to enter in the data directly from the Ministry of the Interior when a report was made to the 0800-23232 telephone hotline. This task was originally assigned to the operator of the hotline so that police could directly enter the complaint received. Subsequently, as the hotline was housed in the Permanent Secretariat of Human Rights (also responsible for monitoring the System) an official was assigned at a higher level who would then have access to queries at the national level and who could then analyze the statistics necessary required for decision making

2.2.3 Awareness and Training

From the first stage we knew that training in the use of the system and on the scope of the crime was essential in this part of the implementation process. We also knew that this had to be approved by senior officers in each of the Regional Directorates; as such awareness was also very important, so that they will demonstrate interest in this new state policy and understand the criminal dimension of the crime.

All high chiefs reacted cordially and allowed us to call at least two members of the police, who stayed for not more than 8 hours away from their Territory duties and Criminal investigative work to attend to training. However, about half of the chiefs continued to think of trafficking as "white slavery" and had doubts that his subordinates could understand the system; they maintained a neutral position with regard to the process of implementing the RETA System.

By contrast, the other half did seem to be more informed on the crime and the new law and pledged their support, but first made sure that we were aware of the limitations of connectivity and equipment in their area.

The personnel who attended both the basic training and the specialized always demonstrated professional interest and often showed a great knowledge of the problem, especially in the zones where situations of exploitation had occurred.

These police officers, mostly sub-officials, managed confidential information as we commented to them that we did not understand the few

interventions that were produced. They usually explained to us with condescension and in a low voice telling us "just understand, this is how the system works" without going into too much detail.

"System" or not, we also found the enthusiasm of some officers and sub officers. A significant event occurred in 2007 in a district of the jurisdiction of Juliaca. A small group of people from the police station (more than 1200 police stations nationally at the time) recorded on their own over 30% of all cases reported nationwide.

They showed us that a group of motivated and knowledgeable individuals, even with logistical constraints, can do wonders.

Some additional elements were also achieved during these stages. To mention only two: the creation of the Monitoring System (SISMO) and the first Distance-Learning Education Courses In the Police School of Training and Specialization (ECAEPOL).

With regard to SISMO, this support tool was developed to keep track of all the police officers who participated in the training, in order to record data from the training process, maintain contact with them and provide them with an e-mail update on trafficking in persons.

Unfortunately, the volatility of rotation within the national police is high; they are often moved to different areas and often change their addresses. Still, even on two occasions we have provided the list and the software to the Human Resources Division of the police, so that they can cross their information with us and determine the percentage of officers who remain in the same location.

With regard to the first specialization course, we will explain how the idea originated by the police's demand for further analysis of the issue and further specialization that would stay in the records of the police formation and training. This achievement was serendipitously accomplished at the same time that the Director of Education and Doctrine of the PNP made the decision to incorporate the issue of trafficking in persons in all police training schools with the thematic content that was proposed by CHS Alternativo.

2.3 .- Fourth Stage: Training and Awareness Program to the PNP in the Prevention and Prosecution of Trafficking and RETA system utilization.

This phase began in September 2008, eight months after the third phase of the implementation process of RETA. As a result of this gap in the project, part of the team in CHS Alternativo who had managed the initial design and process since 2005, had left the NGO or assumed other responsibilities.

However, staff from our other projects in the organization and some who came from the original group continued to support the National Police by providing specialized training on the System's management and technical support to the Office of the Deputy Minister and the Permanent Secretariat of the Ministry of Human Rights of the Interior.

It is precisely at such a meeting where the Deputy Minister, a police general in retirement,¹⁵ in an effort to keep the country's rating at level 2 which it had recovered in 2007 with Law 28950 and to give a clear signal of commitment in the fight against this crime and given the increase in complaints by the media on the proliferation of trafficking cases, created the Division of Investigation of Trafficking in Persons (DIVINTRAP), with capacity to handle its own budget and increase its staff.

This new division was managed by a colonel¹⁶ and assigned more staff in addition to those that had come from the department. Unfortunately, as this division was created in March 2008, the deadline for requesting a budget had already passed and as a result the unit was underfunded. Some resources were redistributed to the DIRINCRI; the unit was sourced in a vacant and unfurnished office of the main building of the DIRINCRI; with items borrowed from other units, they began working at the national level with 11 members.

¹⁵ General PNP (r) Danilo Guevara Zegarra

¹⁶ Coronel PNP Henry Carbajal Gárate

The training of those who first assumed responsibilities against human trafficking was held by the "veteran" officers who had participated in the design and implementation of the RETA System, active members of CHS Alternativo and even former members of CHS Alternativo who continued to support the initiative and new unit out of sheer conviction and commitment to the cause.

2.3.1 The Registry of cases and operational capacity (an increase in DIRTEPOLs) .-

The productivity of the police in terms of the registry of cases suffered a significant decline during the time that CHS Alternativo did not monitor its use. Throughout the year 2008 there were 118 report registries. Some corresponded to previous years, but were only then registered into the RETA System in 2008 thanks to the actions of monitoring that took place. A total of 41% of the cases that were recorded that year were made □□ during January 2008 as part of the closing actions of the professional team.

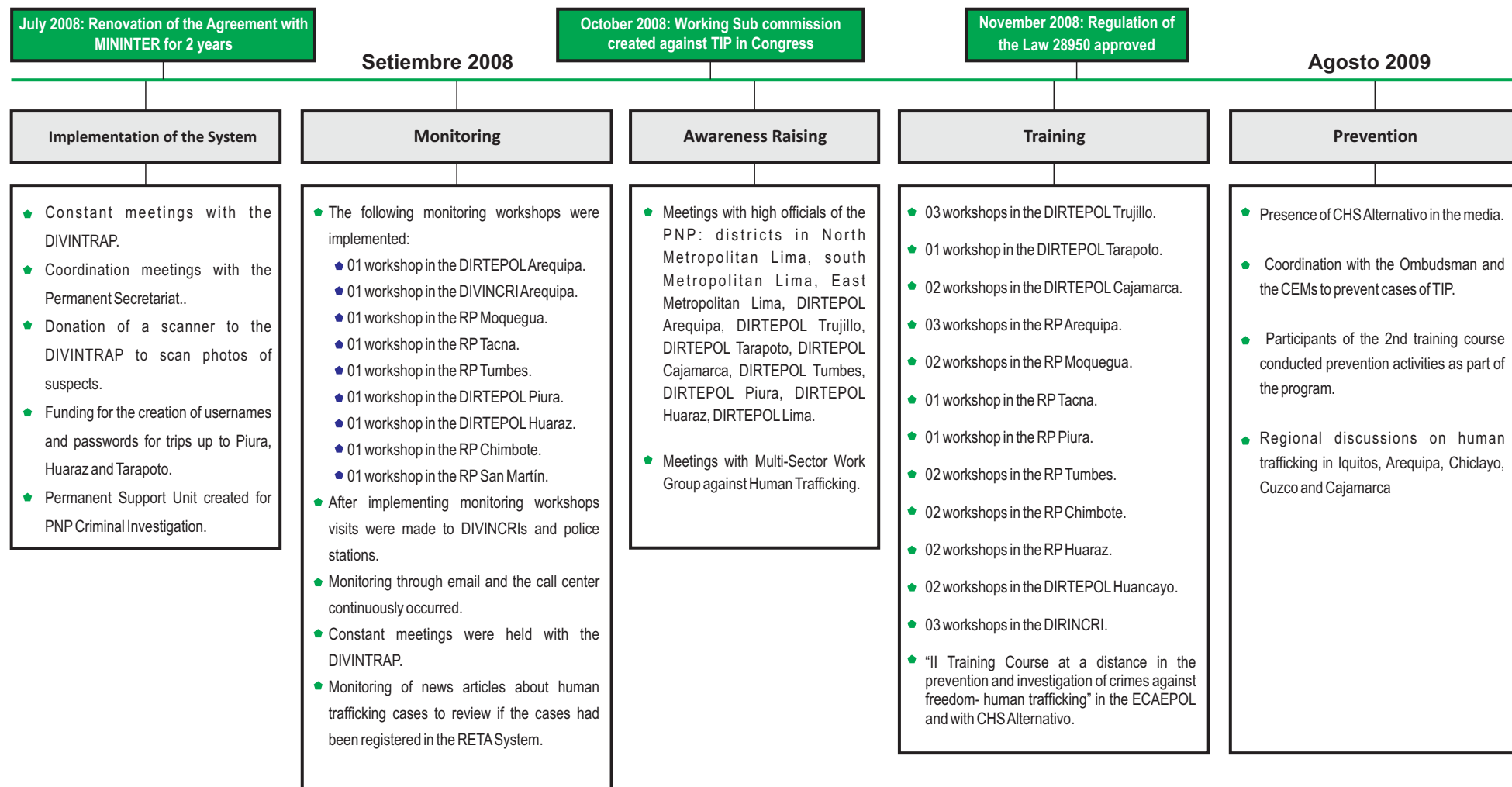
During February and August, ex. during a period of seven months, only 30 complaints were recorded, equivalent to 26% of those recorded in 2008. When the project was resumed in September, and registration was resumed, in just 4 months the number was exceeded by incorporating 39 new cases, which amounted to 33% of annual productivity.

This fact led us to rethink the strategy of support that we were providing and the implementation of the system, because in practice, the DIVINTRAP was not meeting the expectations of its creation. In that sense, one of the primary tasks of CHS Alternativo's team was to resume the training of the staff and closely monitor the DIVINTRAP

On the other hand, as a result of certain provisions and institutional decisions and policies, the Regional Directorates increased in number in 2005, early in the process of implementation, shifting from 14 to 22 DIRTEPOLs. As a result the structure of consultation and authorizations contained in the Administration Module must be continually modified to update it according to the new structure of the National Police.

For this reason we should also return to some regions to raise awareness among the high commanders of the National Police (each DIRTEPOL was ran by a General, who in turn had created a chief of state, following the structure dictated by and that mirrored the General Management of the Police) to ensure the recording of information through appropriate training.

Chart 5.- Fourth Stage: Training and Awareness-Raising Program of the PNP in the Prevention and Prosecution of TIP and Utilization of the RETA System



Hence in the box corresponding to this stage (see Table 5), the training and monitoring activities can be observed.

2.3.2 The Sub Committee to Combat Trafficking and Regulation of Law 28950 .-

One of the previous actions of political importance at the beginning of the fourth stage was generated by Mirada Ciudadana.

This Citizen Watch group, as part of its advocacy work, was in communication with the Justice Commission of Congress and a group of congressmen to assess the formation of a Sub Committee against Trafficking in Persons.

The idea was accepted by Congresswoman Rosario Sasieta, who proceeded to analyze the possibilities of forming a sub-committee and outline a work plan that would give meaning to the initiative.

Two objectives were agreed upon during the initial meetings.

First, to insist, with the oversight capacity of Congress, in passing the Regulation of Law 28950, having the law already been passed a year and a half before and the executive branch had not yet agreed on the distribution of responsibilities to tackle crime and especially to provide care and protection to victims.

The second objective, was to push from Congress, the importance of the registry of human trafficking cases at the national level in the RETA System by the Ministry of the Interior, given that the registry had declined markedly since CHS Alternativo had slowed its monitoring actions. Additionally, the sub-committee would insist on the use of the Investigation Module, since each case that was not entered into this module would be a deterrent in the long-term process of data analysis and operational decision-making.

The Ministry of the Interior, who had the responsibility for leading in drafting and adopting the regulation of Law 28950, was in the hands of a new Minister, who was renowned for her solid policy and decisions.. However, the institution was immersed in a difficult situation because of the death of police officers and natives after trying to end a protest in a region far from Lima known as Bagua. This conflict took place over the course of months and was on the political calendar without being addressed. This episode is known in Peru as the "Baguazo".

This social and political moment was so critical that the Cabinet Ministers were modified and changed several times, including obviously the Minister of the Interior.

When these events occur, the new Premier must come to Congress to present his or her plan for governing and get approval. This meeting is held with the plenary of the appointed Congress.

The President of the Sub-Committee to Combat Trafficking in Persons, also a Congressman, spoke harshly and called attention to the more than 18 months that Peru was without the Regulation against Trafficking in Persons. Moments later he was offered in the coming days the signature of the Supreme Decree that authorized the Regulation of Law 28950.

This history is relevant because it allows us to show the importance of the opportunity of the moment, with the leadership that existed and political will. Otherwise, the regulation would not have been approved at that time.

The Sub Committee coordinated other actions that resulted in an assessment of the different sectors of the State of their obligations and how they were fulfilling them, such as the Balances of the Law 28950, the Public Hearings to discuss the characteristics of sexual exploitation, trafficking and its relation to regular and irregular migration, among others. But this information corresponds to another story.

2.3.3 Workshops and Monitoring.-

During this period CHS Alternativo made much progress in the dissemination of the information about RETA and Human Trafficking. We were faced with the possibility of covering the largest number of Police Regions which we took on full force. We took advantage of the renewed effort that the DIVINTRAP demonstrated after their adaptation to changes in leadership and personnel.

Police operations took place in nearly half the country during this time. Eleven Police Regions were included in the System of training and monitoring; and the personnel responsible for the monitoring had to work fervently to inform the team about the advances in the country.

At the end of this stage the only DIRTEPOLS that were left to address were the following: Pasco, Huancavelica and Abancay and the Amazonas Region which belonged to the San Martin DIRTEPOL (also involved in the Baguazo).

2.4 .- Stage Five: Strengthening, Monitoring and Ending the Implementation of the Police System of Registry of the Crime of Trafficking in Persons (RETA PNP) at the National Level

2.4.1 .- The last stage-

As is known, during this late stage, among the many other activities that the organization was responsible for (which are detailed in Chart 6) one of these activities included reinforcing the operative capacity of the DIVINTRAP and culminating the implementation of the RETA System nationally. The quantitative results of this effort can be observed in the display of graphs and charts which are presented below.

During this stage we set a rigorous timeline to address the project requirements. One of our main goals was aimed at strengthening the learning mechanisms of the National Police, including the DIVINTRAP, which had integrated new police officers creating a total team of fifty officers.

Unfortunately, the phenomenon of the police rotation and changes in positions that were so frequent in the Police Institution in general, also impacted

the DIVINTRAP. In less than four years that the DIVINTRAP had been formed, it had already had six coronel chiefs and two internal commanders.

In early 2010 almost the entire staff was replaced and a total of 30 new officers needed to be trained. Currently, there are three police officers that manage the RETA System, but their dominance of the tool is still relative.

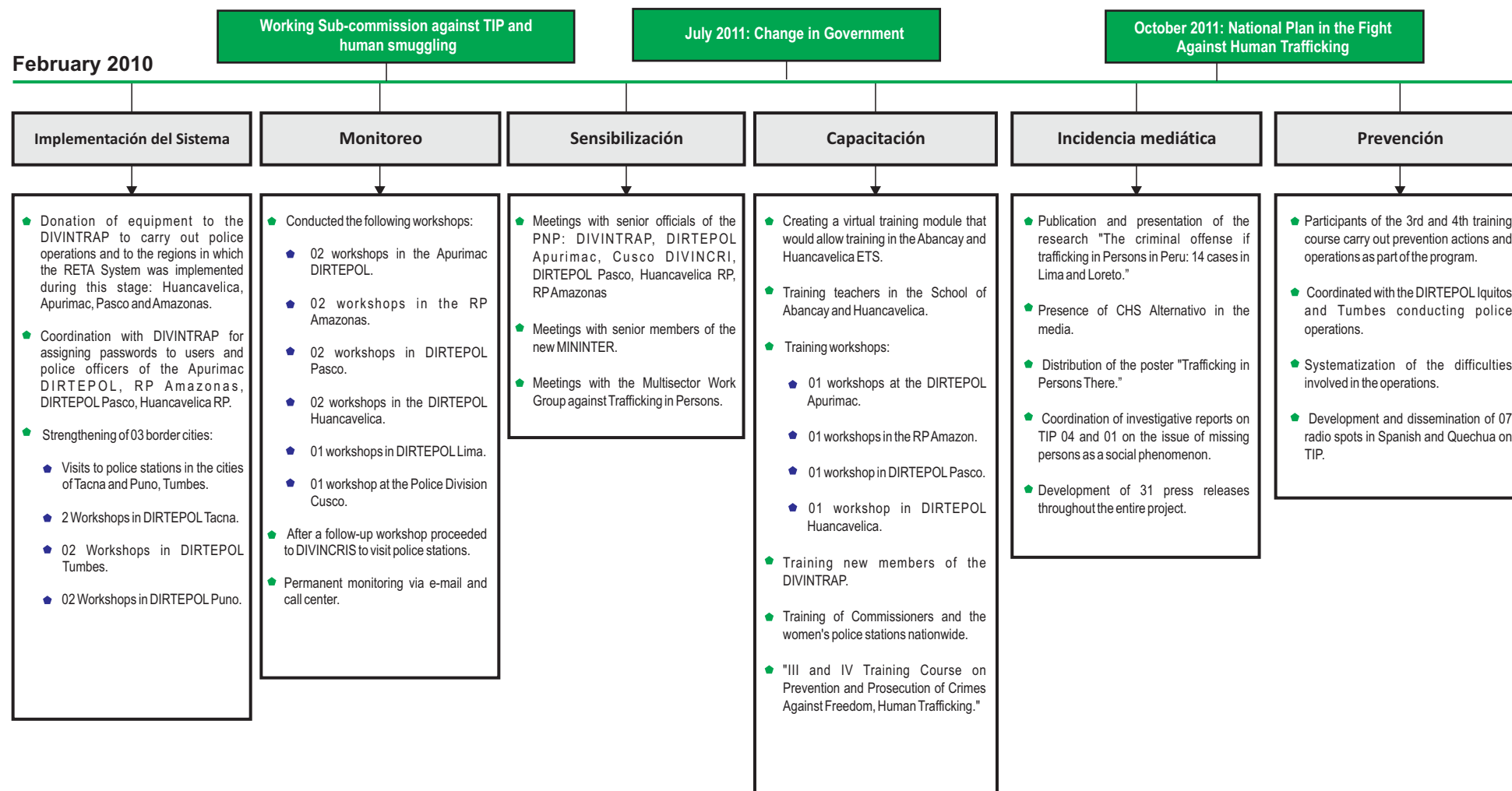
However, during this last stage the DIVINTRAP was very active. In just ten months of 2011, the number of reports into the RETA System and the number of operatives tripled the number in the previous year. The impact can also be seen in the number of victims rescued. In the same period 678 victims were rescued whereas only 273 were rescued in 2010.

Although the overall numbers have grown (largely due to the activities of the DIVINTRAP) they hide the limitations that exist in the rest of the country. Regions with multiple trafficking situations reported by the media, through the RETA reflect an operational activity and no criminal investigation. For example, La Libertad, Lambayeque, Ancash, Ayacucho, Ica, Pasco, Huánuco and Callao, has zero cases in 2011 and some of them no reported cases for years.

As part of the work of monitoring, CHS Alternativo sent several communications to the highest authorities indicating the deficiencies in the police operations. However, we were concerned that the provisions of the Ministerial Resolution that institutionalized the RETA System, as well as the directive for its entry and processing of investigations and police operation, were not being respected properly. As a principal the functional failure of a norm carries responsibility and sanctions for public officials to the extent that some authority is concerned about it.

What answers were received for this situation? We have received various explanations. The first is that people trained to handle the RETA System have been moved to different areas leaving no one to operate the system. Second, no connectivity exists or connectivity is very slow so that it is practically impossible to record an entire case. The third is lack of time if indeed they have carried out another operation against human trafficking the daily dynamics have not allowed them to enter information into the system. The fourth is that there is a lack of personnel. The fifth is that there are no teams. The sixth is unfamiliarity with the crime of Trafficking in Persons and the seventh is that human trafficking cases simply did not occur in the jurisdiction.

Chart 6: - Fifth Stage: Strengthening, monitoring and completing the implementation of the Police System of Registry of the Crime of TIP (RETA PNP) Nationally



It is up to the chain of command and police chiefs to find the solution to various problems reported and the Permanent Secretariat of Human Rights to monitor the effectiveness of the prosecution of crime and entry of the information into the RETA System.

There are personnel that are trained and specialized to deal with the issue of Human Trafficking. During this period we have successfully developed two courses of specialization, in addition to the other two that had previously been implemented during the previous stages of implementation of the RETA System.

The combination of classroom sessions with participants from other regions, virtual work sessions, group discussions, practical preventive actions and police operations that were carried out (the intelligence work, monitoring, capture, protection of victims and entry of information to the RETA System) allowed for a better educational training program that had a greater impact on the operability of the police.

We must remember that as part of previous coordination efforts and the Department of Education and approved doctrine that the problem of human trafficking is now included in the curriculum of the Police Technical Schools for Sub-Officials and Police Training Units.

2.4.2 The National Action Plan against Human Trafficking

When it seemed that it would be another year in which Peru would go without a national plan to implement public policies against trafficking in persons, which includes monitoring and implementation of the RETA System nationally, it was finally approved in October 2011, *The National Action Plan against Trafficking in Persons*.

In a publication written by CHS Alternativo in 2007,¹⁷ the following had been written: "In mid-2005, the formulation of this National Plan began. This effort, however, was only re-launched in mid-2006. For this purpose a subgroup was created and charged with drafting the original text which included input

¹⁷ Capital Humano y Social Alternativo (2007), The Institutionalization against Human Trafficking in Peru.. Lima: Editor. p.55.a la trata de personas en el Perú. Lima: Editor. p.55.

from all members and observers of the Working Group. Then, in July 2007 the plan was subjected to extensive discussion and validation with government officials and NGO representatives. To date, the project which has been improved and has reached consensus is awaiting government approval.

The project specifically includes actions regarding the prosecution of crime and criminals, as well as prevention, care and protection. It also expresses the need to decentralize the implementation of actions and thus provides for the establishment of regional and local partners who will coordinate with and / or report to the working group permanently.

There is, however, a crucial issue that still remains: the expressed identification of the component on trafficking in the budgets of various government agencies at the central, regional or local level. “

When in 2005, discussions began about having a plan, it was because it was considered a viable and fast way to organize anti-trafficking activities while managing implementation of the Law (which was necessary to adapt and modify the criminal penalties). In reality, within the Multi-Sector Work Group it was not expected that the political decision of the Ministers with take effect so soon.

Once the act was obtained, the Plan became second nature, as the Group was most concerned about getting the Regulation approved. In principle, it should have been ready in a maximum of three months. However, it took 18 months and the main stumbling block was precisely the budget; in particular, the accommodations for and protection of victims. However, the regulation is very important because it specifies how the law will be carried out and also assigns specific roles and responsibilities for government institutions at the national, regional and local levels.

CHS Alternativo asked all sectors involved in the prevention, prosecution of crime or protection of victims, witnesses and experts and much remains to be done, particularly at the regional and local levels.¹⁹

¹⁹ CHS Alternativo edited the first and second balance of the implementation of the Law 28950 against Human Trafficking and its Regulation, in the years 2009 and 2010, respectively.

Finally, after obtaining the Regulation, the Work Group re-emphasized the need for a Plan which would establish goals and objectives, and that government sectors would include in the budget what was necessary to execute the actions.

Now that the Government's political will had been expressed through the adoption of the Action Plan, the commitment of each sector to the necessary budget items remains to be seen. Each sector must create space in their budgets which is necessary unless the Congress grants an additional amount for that purpose. In the absence of either there is a risk that the Plan will become unenforceable.

2.4.3. - A comprehensive vision

When starting the design of the RETA System we knew that what was being shaped was more than just a recording tool. It was a process of raising awareness about human trafficking, a process of training and building capacity and skills to tackle crime; and it was also a way to continue creating awareness in relation to bringing the various actors together to fight crime and protect the infringed rights of victims.

However, during the implementation process of the RETA System, we also developed and conveyed a more holistic view of the phenomenon, its scope as a public policy, its international dimension and the different perspectives from which the problem could be analyzed, either as an expression of organized crime, with a focus as a fundamental violation of human rights from a gender perspective, or as a problem of public security or public safety.

We also highlighted other areas or events where a given situation could become an issue of human trafficking such as irregular international migration or the disappearance of an individual. We were concerned, and we continue to be concerned, for the lack of research that exist to explain the behavior of traffickers and the demand for services under exploitative conditions. We know little about the economic dimension of the crime; and, although there are figures that put human trafficking as one of the most profitable criminal enterprises, the source of the figures and calculation factors are not entirely known.

We think there is much to convey about the human nature and prevalence throughout the history of slavery or similar situations of this. There is still much to analyze about the factors of vulnerability or risk factors for trafficking including the social, economic, familial and individual factors in order to propose alternatives that lead us to overcome these factors.

This somewhat integral view of the phenomenon of trafficking brought CHS Alternativo to work systemically with other projects of the organization. Thus the process of implementing the RETA System was strengthened by the opportunities for reflection and internal debate; and the contributions that were made to the process from the experiences recounted by the victims and their families in our care centers in Lima and Iquitos, or from the hearings and public debates organized by the Citizen Watch Group where were collected the opinions of justice officials, educators, parents and the general public regarding the manner in which human trafficking presented itself in their regions; we then transmitted this to the police during awareness sessions, training or monitoring.

We performed multiple inter- agency coordination; and the Ombudsman's Office and the Sub Committee Against Trafficking in Congress have been important allies in the process of implementation of the RETA System as well as in the state monitoring process. Both institutions also worked precisely in this effort to appreciate the role that the State should have in the prevention and prosecution of crime and the protection of those affected by trafficking in persons, and in evaluating and assessing the progress in the implementation of public policies that State officials are required to perform, not only for ethical reason but also because of the laws and norms.

After the Implementation of the RETA process, CHS Alternativo will continue to provide alternative support from the civil society in order to continue to fight against trafficking in an active and vigilant manner. We accompanied the process since 2005. Now it belongs to the Ministry of Interior and the National Police of Peru to take full responsible for the maintenance and proper use of the registry, as well as for development of the model and growth of the system.

3.- RETA .- THE FIGURES

THE IMPLEMENTATION OF THE RETA-PNP SYSTEM 2004-2011

STAGES IN THE PROCESS OF IMPLEMENTATION



1ª Etapa Julio-Octubre 2006
(Chidayo, Lima)

2ª Etapa Julio 2006 - Diciembre 2007
(Pucallpa, Lima, Callao, Huánuco, Huanuco, Ayacucho, Ica, Cusco, Puno, Juliaca)

3ª Etapa Julio - Diciembre 2007
(Iquitos, Madre de Dios, Lima, Cusco)

4ª Etapa Septiembre 2008 - Agosto 2009
(Tumbes, Piura, Cajamarca, San Martín, La Libertad, Ancash, Arequipa, Moquegua y Tacna.)

5ª Etapa Febrero 2010 - 2011
(Huancavelica, Pasco, Amazonas, Apurímac)

POLICE OFFICERS CONTACTED IN PERSON



560

High officials made aware



2120

Police officers trained



1102

Attendees at the monitoring workshops



40 % of the police officers contacted in person were then contacted through telephone monitoring



80 % of the police officers contacted in person were then contacted through email monitoring

POLICE STATIONS CONTACTED



736

Police Stations contacted

SPECIALIZATION COURSES



4 specialization courses



140 officials and sub-officials graduated from the courses

TECHNOLOGICAL EQUIPMENT



22

COMPUTERS



21

PRINTERS



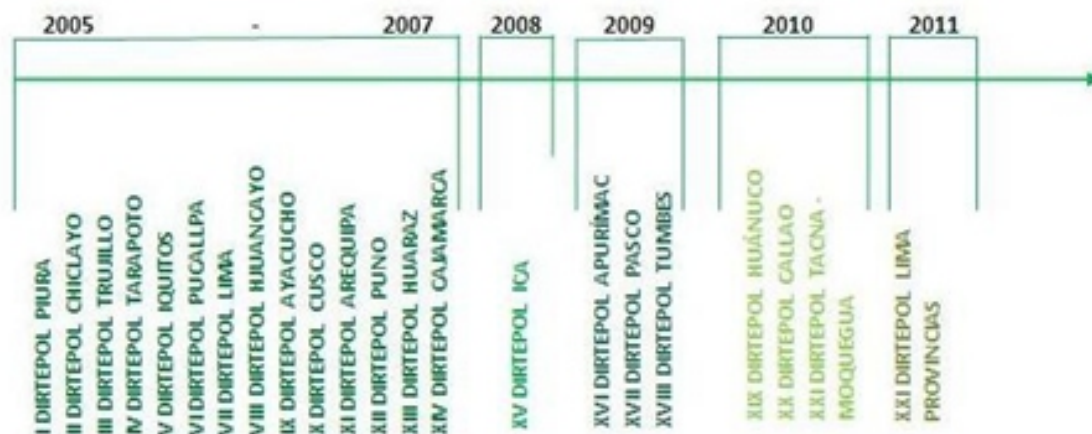
13

SCANNERS

The Project reached all Police Territorial Directorates and completely equipped the DIVINTRAP

THE VOLATILITY OF THE INSTITUTION 2004 -2011

REGIONS CONTACTED



At the start of the Project only **14** Police Territorial Directorates (DIRTEPOLES) existed. To date there are **22**.

AUTHORITIES CONTACTED



10

Ministries of the Interior



10

Vice Ministers of the Interior



9

General Directors of the PNP

POLICE REGIONS CONTACTED



60%

of the Police Officers Rotated

The majority stated that they are no longer assigned to units that work with issues related to the investigation of human trafficking.

CHANGES IN THE GOVERNMENT



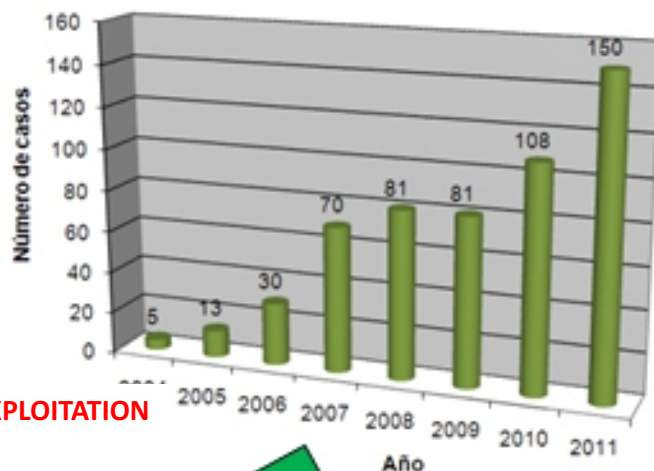
3 presidential elections

THE RETA SYSTEM IN STATISTICS 2004 -2011

CASES REGISTERED IN THE RETA- PNP SYSTEM

538

CASES



60 % SEXUAL EXPLOITATION



20 % LABOR EXPLOITATION



6 % BEGGARY



1 % SALE OF CHILDREN



20% HUMAN TRAFFICKING (no assigned purpose)

END RESULT OF TRAFFICKING CASE

CASES NOT REGISTERED IN THE RETA SYSTEM 2008-2011



334

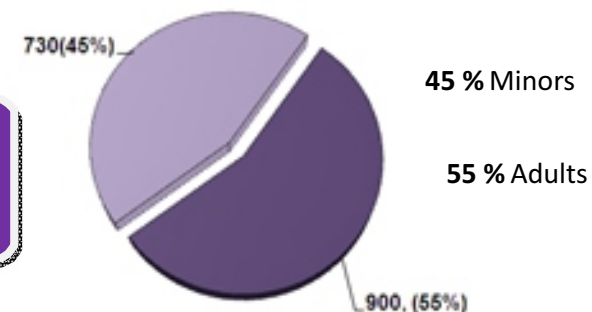
CASES IN
NATIONAL NEWS

Between 2008 and 2011 alone, 334 supposed trafficking cases were reported in national news sources that were not registered in the RETA System.

VICTIMS

1633

VICTIMS



SEX OF THE VICTIMS



1519 of the victims were **women**, of which **44%** were minors

ACCUSED TRAFFICKERS



465

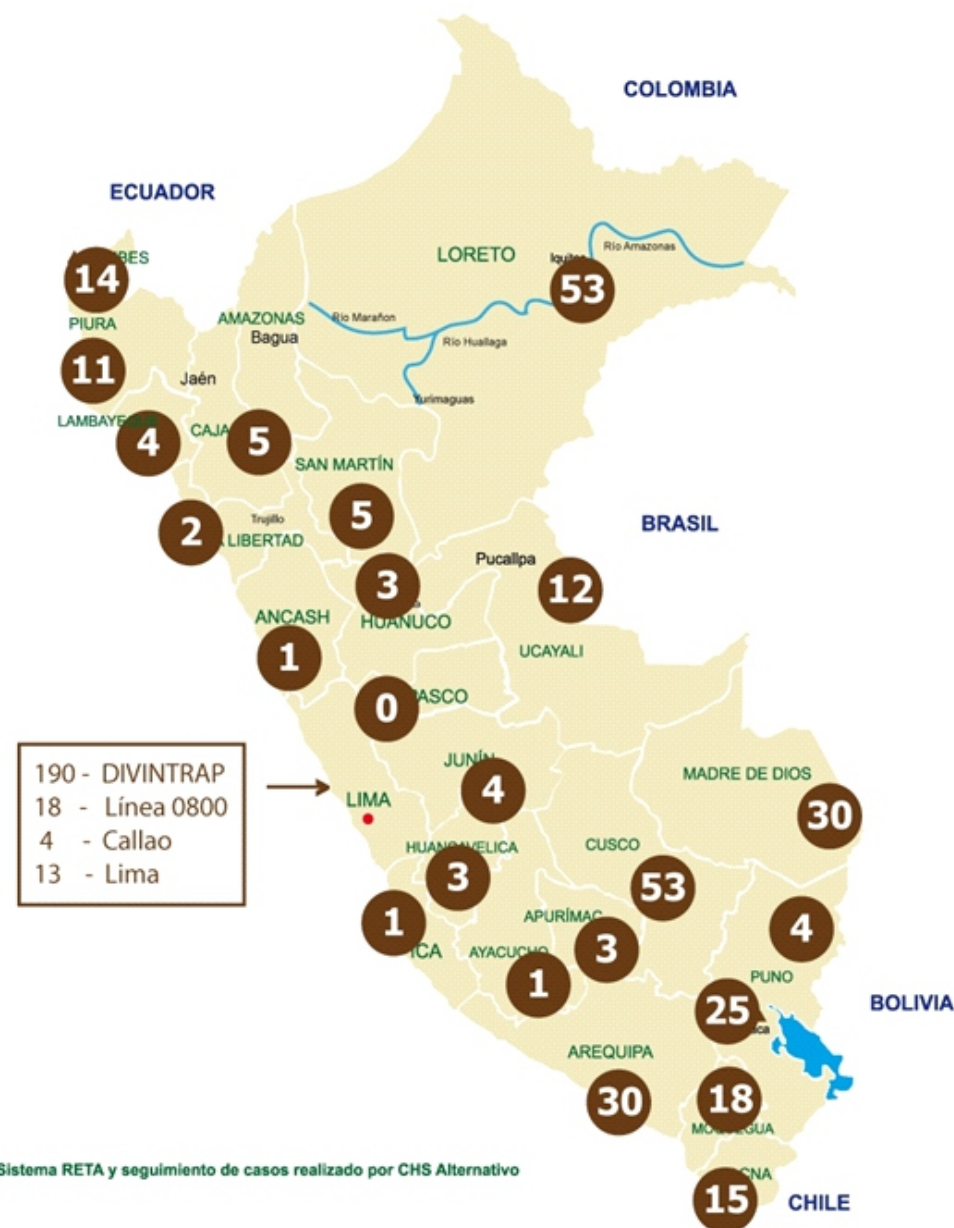
Men



423

Mujeres

CASES REGISTERED BY REGION 2004 -2011



CASES REGISTERED BY REGION AND YEARS 2004 -2011

Year	Línea 0800	DIRINCRI		Police entity																							Total # of cases
			I DIR	II DIR	III DIR	IV DIR	V DIR	VI DIR	VII DIR	VIII DIRTEPOL		IX DIR	X DIRTEPOL		XI DIR	XII DIR	XIII DIR	XIV DIR	XV DIR	XVI DIR	XVII DIR	XVIII DIR	XIX DIR	XX DIR	XIX DIRTEPOL		
			Piura	Chiclayo	La Libertad	Tarapoto	Iquitos	Pucallpa	Lima	Huancavelica	Junín	Ayacucho	Madre de Dios	Cusco	Arequipa	Puno	Huaraz	Cajamarca	Ica	Apurímac	Pasco	Tumbes	Huánuco	Callao	Moquegua	Tacna	
2004	0	2	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	1	0	5
2005	0	4	1	1	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	2	1	13
2006	0	7	1	3	0	0	1	1	1	0	1	0	0	2	6	0	0	0	0	0	0	0	0	0	6	1	30
2007	2	6	0	0	2	1	3	5	4	0	2	1	1	6	8	22	0	1	0	0	0	0	3	0	3	0	70
2008	5	16	4	0	0	0	8	0	0	0	0	0	21	12	3	4	1	1	0	0	0	0	0	3	3	1	81
2009	3	31	0	0	0	2	16	0	0	0	0	0	5	11	4	0	0	1	1	0	0	3	0	1	1	2	81
2010	2	35	0	0	0	0	12	3	6	3	0	0	0	21	7	1	0	1	0	2	0	6	0	0	1	7	108
2011	6	100	5	0	0	2	15	3	2	0	1	0	1	1	2	1	0	1	0	1	0	5	0	0	1	3	150
Total	18	201	11	4	2	5	55	12	13	3	4	1	31	53	30	29	1	5	1	3	0	14	3	4	18	15	538

STATISTICAL SUMMARY – RETA-PNP SYSTEM 2004 -2011

Year	INVESTIGATED PERSONS						VICTIMS						Total # of victims
	Identified			In identification			Adults			Children/ Teenagers			
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	
2004	7	9	16	5	1	6	0	2	2	0	5	5	7
2005	9	15	24	0	0	0	0	8	8	0	18	18	26
2006	21	24	45	4	5	9	0	30	30	0	44	44	74
2007	63	61	124	4	6	10	2	63	65	3	95	98	163
2008	41	92	133	2	2	4	8	56	64	4	145	149	213
2009	76	62	138	1	0	0	2	79	81	25	108	133	214
2010	78	72	150	1	1	2	5	141	146	23	104	127	273
2011	186	97	283	0	0	0	26	503	529	13	151	164	693
Total	481	432	913	16	15	30	43	882	925	68	670	738	1663

Year	Purpose of Trafficking*					
	Sexual Exploitation	Labor Exploitation	Sale of Children	Beggary	Organ Trafficking	Human Trafficking
2004	4	0	0	0	0	0
2005	13	0	0	0	0	0
2006	30	0	0	0	0	0
2007	64	5	1	0	0	0
2008	61	10	4	1	0	9
2009	51	24	1	1	0	12
2010	60	22	1	6	0	44
2011	114	73	0	32	0	23
Total	397	134	7	40	0	88



Year	Total RETA Cases	Total media cases not registered
2008	81	71
2009	81	70
2010	108	80
2011	150	113
Total	420	334

4. - CRIMINAL NEWS: A few examples of the diffusion of news about Human Trafficking in National Media Sources.

VÍCTIMAS DE TRATANTE DE MENORES TEMEN REPRESALIAS

EL CASO DE LA NEGRA BERTHA

En octubre del 2009, el Poder Judicial decidió absolver en primera instancia a Paulina Grajeda Salazar -alias "Negra Bertha"-, denunciada por explotar sexualmente en sus nightclubs de Cusco a menores edad que captaba en provincias con falsas ofertas laborales. Hoy, N.L.L.S. -captada en Iquitos para ser explotada en Cusco-, es una de las menores que teme por su vida y la de su familia tras el controvertido fallo judicial de la magistrada del 45° Juzgado Penal, María Carrasco Matuda, que exculpó a la negra Bertha del delito de Trata de personas por el que era procesada.

Red de tratantes



Extraño proceso

P.Grajeda Salazar
(a) "Negra Bertha" (43)
DNI 23919533

- Detenida por la PNP como presunta cabecilla de organización dedicada a la Trata de personas.
- Propietaria de nightclubs: Triple X, Casanova y Decameron.
- Según información de MIRADA CIUDADANA, los establecimientos siguen operando.

La exhaustiva investigación de más de un año de la División contra la Trata de Personas de la PNP fue crucial para esclarecer el caso de la negra Bertha y proceder a su detención.

CAPTACIÓN

- Jefferson Bill Baca Mera
DNI: 43247049, Iquitos
- "Norma"
- Paulina Grajeda Salazar

TRAMITACIÓN DE DOCUMENTOS

- Rister Pérez Izuiza
- Marx Panduro Villacorta
- José Donayre Cahuaza
- Jefferson Baca Mera
- Paulina Grajeda Salazar
- "Norma"

TRASLADO

- Olga Ríos Vargas
- Tania Pinedo Murrieta
- Jefferson Baca Mera
- Paulina Grajeda Salazar
- Sherilit Ortiz Sandoval:
Ex víctima de la organización.
Incorporada a la misma.
Actualmente sentenciada por el delito de Trata de personas.

RETENCIÓN Y EXPLOTACIÓN

- Amalia Grajeda Salazar (40)
DNI: 06435085, Cusco
Hermana de "Negra Bertha".
Co procesada por Trata de Personas (con agravantes).
Responsable de la retención y explotación de las menores, según la tesis policial.
- Martín Augusto Anto Callañaupa
DNI: 23836637, Cusco
Co procesado por Trata de Personas (con agravantes).
Presunto responsable de la administración de los locales de Grajeda Salazar.
Responsable de la retención y explotación de las menores, según la tesis policial.

Los viajes de los hermanos de "Bertha"

- Edgar Rómulo Grajeda Salazar:
15 meses entre Italia y España, 4 meses en Holanda y 1 mes en Argentina. (entre 2004 y 2009)
- Fernando Grajeda Salazar:
1 mes en Italia, 4 meses en España y 3 meses en Venezuela. (entre 2004 y 2009)
- Amalia Grajeda Salazar:
Varias entradas y salidas a Chile y Bolivia. (entre 1996 - 2002)



"Negra Bertha" trasladada a NLLS (17) de Iquitos hacia Lima vía la aerolínea Star Up, con la falsa oferta laboral de bailarina y modelo en el Cusco.

27.09.2007



Tras alojarse en un hotel de La Victoria, J. Baca, J. Mozombite y S. Ortiz llevan a NLLS al Cusco. "Negra Bertha" se queda en Lima.

Junio 2008



CHS Alternativo crea MIRADA CIUDADANA y hace seguimiento permanente del caso desde entonces.

Septiembre 2008



El expediente regresa al 30.10.2009 Ministerio Público con una solicitud fiscal de 13 años de pena privativa de la libertad y el pago de S/.5.000 de reparación civil.

La Defensoría del Pueblo revisa el expediente, expresa su preocupación por la absolución y hace seguimiento del caso.

01.12.2009



25.09.2007



Obligan a NLLS a bailar desnuda y a beber licor con los clientes en los clubes nocturnos "Decameron" y "Casanova".

(2007)



La DIVINTRAP detiene a Paulina Grajeda, acusada como cabecilla de una organización criminal dedicada a la Trata de personas en Iquitos, Cusco y Lima.

Julio 2008



Cambian la medida de detención preventiva de la "negra Bertha" por la de comparecencia restringida.

Mayo 2009



La jueza del 45° Juzgado Penal, María Carrasco Matuda, absuelve a Paulina Grajeda.







El Ministerio Público apela el fallo, que actualmente se encuentra en la 9na Fiscalía Superior Penal de Lima, a cargo de la magistrada Miriam Zully Riveros Castellares.

Fuente: Mirada Ciudadana, CHS Alternativo, Sistema RETA (PNP), Poder Judicial, Registro Nacional de Identificación y Estado Civil (RENIEC), Superintendencia Nacional de Administración Tributaria (SUNAT)
Elaboración: CHS Alternativo

TRATA DE PERSONAS Y MINERÍA ILEGAL EN MADRE DE DIOS

Madre de Dios no sólo se ha convertido en el paraíso de la minería ilegal generando varios millones de dólares anuales, evadiendo impuestos, destruyendo el medio ambiente y violando los derechos laborales de miles de mineros. Con los años, esta actividad ilegal ha propiciado, sobre todo, una calamitosa situación de Trata de Personas, con fines de explotación laboral y sexual, que roba la vida de cientos de seres humanos en un marco de caos y corrupción que hoy el Estado busca detener con la creación de una zona de exclusión minera.

Trata con fines de explotación sexual

-  **3 de cada 5** mujeres explotadas en Madre de Dios son menores de edad.
-  **15 - 17 años** tienen las menores de edad explotadas en los campamentos.
-  **80 bares, cantinas o clubes nocturnos** explotan mujeres en la zona.
-  De las **9 víctimas** rescatadas de Trata en el Perú el 2010, **4** fueron rescatadas en Madre de Dios.

300 mil obreros trabajan en las minas ilegales. **US\$ 1000 millones** genera actividad aurífera.

CAPTACIÓN

Falsas ofertas de trabajo colocadas en avisos de periódicos de Pucallpa y Cusco.




TRASLADO

Vía aérea y vía terrestre vía bus y camión cisterna hacia Madre de Dios.

Fuente: CHS Alternativo



Trata con fines de explotación laboral

-  **90%** de las víctimas son hombres de zonas altoandinas.
 -  La mayoría de víctimas son de Arequipa, Cusco y Apurímac.
 -  **20%** de menores tienen **12-14 años**.
- Fuente: IDEI - OIM

"Esto se llama servidumbre social y acarrea prostitución, trata de personas y hasta la esclavización de los niños".

Pdte. Alan García sobre situación de minería ilegal Madre de Dios, El Comercio, 05.04.2010



Ruta de Trata de personas desde y hacia Madre de Dios

Fuente: Sistema RETA PNP



Fuente: CHS Alternativo, MIRADA CIUDADANA, Sistema RETA - PNP, Instituto de Estudios Internacionales (IDEI - PUCP, Organización Internacional para las Migraciones (OIM) / Elaboración: CHS Alternativo.

5. - Final Observations

Peru has grown significantly between 2005 and 2011 with regard to the fight against trafficking. Possibly the most important advances occurred in the field of police persecution of crime, regulatory aspects, as well as those related to the generation of public policies designed to establish responsibilities and obligations for state agencies and officials.

However, considering a medium-term perspective, we think there are many aspects that need to be improved in order to mitigate the presence of human trafficking in Peru. The experience gained in the process of implementing the RETA System, in relation to other state organizations, civil society and international organizations, has allowed us to comment on some aspects of reality that we have observed and which we believe is relevant to improve the fight against human trafficking in all fields where this is possible.

5.1 Window of Opportunity

The prosecution does not need to create a new system for the investigation of this crime; with a few changes in the levels of access and the "tree of command", the Prosecutor may conduct all investigations nationwide on trafficking and enforce the "Investigation Module" which is hardly used by the National Police despite the fact that in this module lies the strength of the system.

Additionally, there would be even greater advantages by unifying the statistics on trafficking, which would help in the proper investigation of the crime and thus provide accurate, real-time national data.

No doubt the prosecution will find some reason to resist this process and "bypass" the system, but these roadblocks will not be more complex than those that are already occurring in the process of implementing the new Procedural Code and the police investigation.

5.2 Update and Control Technology

One of the main obstacles in order for the RETA System to be more efficient in addressing human trafficking, and in general for the prosecution of any crime, is the technological backwardness of the national police. It is at least frustrating for police officers (especially in the interior regions of Peru) to not yet have a sufficient number of computers, printers, vehicles, equipment and connectivity that will permit the minimal facilities for the investigation that whatever national police should have.

In that sense, the prosecution has shown greater and better access to technology support, so that it could complement the specialized police investigation of the DIVINTRAP as well as Police Regional Directorates of the country.

If the system is reinforced with equipment and connectivity under the leadership of the Attorney General, this in turn would bring, among other advantages, a better mechanism of control over the quality of data entered into the record, and at the same time the input of the data would be better managed. For example, it would prevent cases being entered as trafficking, pimping and related crimes thereby registering as victims of trafficking, adult sex workers who work under conditions of freedom. Another example would be the timely entry of data, which would prevent future manipulations of the case, as it would be recorded in the System and unsusceptible to ill-intentioned "changes of opinion".

5.3 Police Culture

We could say that there is both a good and bad police culture. Both coexist in the police institution and many of its officers. Defining and describing the culture would lead to an entirely new publication; it is very extensive and is comprised of many different aspects of the dynamics of the police. However, we should mention some aspects that have to be worked on in the future and specifically related to the handling of the crime of human trafficking. They are the compliance of the directives; information management; the sense of opportunities in the media; and rights of victims.

The procedures and responsibilities for the input and management of RETA information are established in the Directive "Procedures, Recording, Query and Reporting of Data for the System of Statistics and Registry of the crime of Trafficking in Persons and Related" IN 004-2007 approved by Ministerial Resolution 129-007 iN-01 that very few officers and sub □□ officers are aware of. As a result nobody follows the law and instead, they act according to certain police practices that are not the most appropriate in order to address trafficking in persons.

As in any organization, access to information and its management associated with the power and ability to make decisions. In this sense, the police often do not share data, information or knowledge of a situation involving the crime of human trafficking, in order to, for example, to make a successful arrest for which afterward they will be recognized. This small example has different angles with different consequences. To point out a minor example, police officers at the time of a change of duties, does not train his or her partner in the management of the System; nor does he or she give the officer a new access code. This eventually weakens the fight against the crime by restricting the ability of the trained police officer to be a multiplier effect.

Other police officers, in an effort to call attention to their efforts, involve the press shortly after an intervention. We have found this procedure to be the case on several occasions. This would not be negative if the police safeguarded the rights of victims (as well as criminal suspects, innocent until proven otherwise). But this is not the case; the police expose them to the media without authorization and without safeguarding their identity. Additionally, we have also found that both victims and alleged perpetrators are interrogated in the same environment due to logistical difficulties or professional negligence.

5.4 The weight of the Surveillance and Monitoring

The processes of monitoring and vigilance serve to inform on how actions are advanced or face set-backs in certain aspects that we wish to evaluate.

With regard to Human Trafficking the weight of an eventual sanction was what propelled the series of government meetings that occurred to

coordinate, in an efficient manner, the start of actions against human trafficking and the formulation of concrete activities to deal with the crime.

In the years following the 2004 report, Peru was always classified and described in the annual reports. At this time, we are at level two. The last annual report was highly critical and among other recommendations, this proposed an improved use of the system of registry of human trafficking cases in Peru.

But just as external monitoring is important, so is internal monitoring. In this sense, CHS Alternativo through the project "Mirada Ciudadana" has constructed a database which includes the actions that various sectors of the state have taken to comply with the provisions of Peruvian law. The support of the Ombudsman's Office and the Sub-commission against Trafficking in Persons in Congress helped to improve the responsiveness of state authorities.

Now, the role to monitoring State actions and that of the police, and in particular the RETA System, belongs to the Permanent Secretariat for Human Rights in the Ministry of Interior. That means that in the near future this agency should be required to learn how to manage and statistics and operatives against human trafficking in the national police.

5.5. The political will of the State and its officials

Definitively when the State proposes an action, and its public officials rally behind it, the proposals are carried out. The creation of the Permanent Multi-Sector Work Group described above, is a clear example of the expression of the political will of the State and its officials.

However, there is a great limitation: this will slowly lose force over time across different levels of the government.

These limitations are further emphasized by the great political volatility of positions of trust, such as the constant rotation of public officials at a high level.

5.6. An integral vision of the problem and of the solution

Beyond the operative that was put in practice and of the creation of a new police Department in 2004, the principal act that showed the Peruvian State was committed to integrally focus on the issue of human trafficking was the creation of the Multi-Sector Work Group.

From this Group, the Law 28950 was born, “Law against Human Trafficking and Human Smuggling” that was debated in Congress during 2006 and later approved in January 2007.

The Work Group also played a fundamental role in ensuring that the Law was regulated, after 21 months of advocacy and developing, sector by sector of the State, the responsibilities that each would have in the prevention and prosecution of the crime as well as the protection and assistance of victims.

The National Plan against Human Trafficking was debated for more than five years in the Multi-Sector Work Group. The lack of the political will to approve it was perhaps the Group's principal obstacle. This finally was approved in October 2011 and should be extended through 2016. However, this plan should be carefully monitored to ensure that the State complies with the stipulations established in the plan and such that it assigns the actions adequate funding within the annual budgets for their execution especially over the course of 2012.

5.7. The necessity of information and knowledge

The operative in the La Rinconada was made possible thanks to the previous intelligence work and information obtained in January 2004 by the intelligence agents.

Information has always played a fundamental role for one side and the other. On the negative side we have found that criminal groups pay for information to protect themselves, to not be captured.

On the side of the law, different informants are paid, who can indicate for example how and when they are bringing “young girls” to the different bars where they practice human trafficking.

But in order for the information to produce knowledge, analysis must be involved. For this reason, when discussions began about how to develop a system for reporting cases of trafficking the possibility to cross data and establish relationships that allow for lines of research and increased knowledge of the problem was prioritized.

For these reasons it is extremely important that the entities in charge of monitoring anti-trafficking actions are concerned with the compliance of the national police to national standards and ensure that the police input the information into the investigation module to increase the chances of combating trafficking in persons.

5.8. The corruption, laziness, inertia as expressions of the same problem.

The beginning of the publication discusses the operation of the Rinconada, which took place in 2004. We will use this example to further describe a practice that unfortunately is still prevalent in some police regions. At that time information was received of evidence of police corruption, which led to a mixed intervention strategy; the way that the Juliaca Police Chief in charge of the operation of the first group got lost, confirmed the suspicions.

The Colonel and Chief of the Puno Region (who would become the General Director of the Police during part of 2009 and 2010) opened an investigation of the Chief Commander of Juliaca, in charge of the First Group of the operation that ended with his removal of his post, movement to another and sanctions of the commander in question.

On the other hand information had also been collected about the tolerance that existed in the slums of La Rinconada with regard to the proliferation of bars and prostitution.

The police unit in that place was no exception and considered their existence as part of everyday life, spaces in which they could not intervene unless there another crime occurred there (such as theft, murder, etc..).

This combination of deficiencies and limitations still continues in different parts of the country, as we have seen throughout the process of implementing the RETA System.

APPENDIX

APPENDIX I - Team of the different stages of RETA Project**Directors**

Ricardo Valdés Cavassa
Andrea Querol Lipcovich

Coordinators

Carlos Romero
Luis Vásquez
Heidi Noriega
Claudio Bonatto

Project Assistants

Silvia Arispe
Janisse Gallo
Gonzalo Rivera
Vanessa Vaisman
Diego Ruiz Landeo
María Alejandra González
Melanie Cambiaso

Organization of course ECAEPOL

Carla Prado
Alicia Solari

Systems engineers

Gary Navarro
Ángel Espezúa
Luis Hernández
Adolfo Gazzo

Accounting area

Rafael Romero

