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NOTE

from : Presidency

to : Multidisciplinary Group on Organised Crime (MDG)

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Subject : Action Plan on Trafficking in Human Beings

1. At its meeting on 1-2 December 2005, the Council adopted the Action Plan on Trafficking in Human Beings (OJ C 311 of 9.12.2005, p. 1). The Action Plan includes key recommendations and actions.
2. To implement point 3(2)(b) of the abovementioned Action Plan, which requires the creation of "a network of media contacts on trafficking to publicise successes within and outside the EU", Member States were invited to provide the details of such contact point(s). A list of contact point(s) has been compiled and is set out in Annex I to this document.
3. Point 4(2)(a) requires Member States, in the context of the overall effort to reduce the demand for trafficked persons in destination countries, to report any current best practice on community engagement and community policing strategies adopted to deter trafficking that may occur informally within communities. The contributions of Member States on this point are set out in Annex II to this document.

4. Contributions on the relevant points from EUROPOL, EUROJUST and FRONTEX are set out in Annex III to this document.

 5. Other delegations that have not yet sent their contributions under points 2 and 3 of this document are invited to send the relevant information as soon as possible to the General Secretariat of the Council, for the attention of **DELETED**
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List of contact points under point 3(2)(b)

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**Member States' contributions to point 4(2)(a)
EU Action Plan on Trafficking in Human Beings:****Austria**

The importance of a multi ministerial and multi agency approach has been recognized and with decision of the council of ministers in November 2004 the “Task Force on Trafficking in Human Beings” was established. The main goal of the Task Force is to structure and intensify the concerted combat against trafficking in human beings within a clear timeline.

Permanent Members in the year 2006:

- Ministry for European and International Affairs
- Ministry of Health and Women
- Ministry of the Interior
- Ministry of Justice
- Ministry of Economics
- Ministry of Social Affairs, Generations and Consumerism
- “LEFÖ – IBF” NGO for victims of trafficking
- Municipality of Vienna
- “ADA” Austrian Development Agency
- “Ludwig Boltzmann Institute” for human rights
- OSCE

Prevention measures (listing in extracts):

- Raising awareness of persons at risk while requesting visa at the Austrian embassies; furthermore awareness training with regard to trafficking for the embassy personnel
- Raising awareness of the public, regarding the use of services of potential victims of THB; especially with regard to trafficking of women.
- Awareness training – seminars and workshops within the frame of THB for front line officers.

Victim protection measures (listing in extracts):

- Securing the granting of special residence permits to victims of THB
- Developing a concept of options for integration
- Developing a concept to establish a national contact point for victim identification
- Developing a concept to establish a national hotline for victims of THB
- Evaluation of the existing witness protection program with regard to the specific situation of THB victims.
- Securing medical care for victims of THB
- Evaluation of the existing victim protection facilities.

Victim compensation:

- Evaluation of the existing regulations

Prosecution (listing in extracts):

- Workshops and seminars for law enforcement officers.
- Selective border controls
- Support of the victims during the criminal proceedings
- Project creating a special competence of the public prosecution service Vienna.
- Formalized and standardized information gathering – professional processing and dissemination of the analysed intelligence

International cooperation (listing in extracts):

- Bilateral cooperation for the protection of relatives of victims with the countries of origin
- Austria is the leading nation of the “COSPOL” Project against THB initiated by the European Police Chiefs Task Force. The project, with 13 participating countries, focuses on criminal organisations and associations operating from Romania, with connections throughout Europe in THB for sexual exploitation of women and kids. The goal is to achieve operational results in terms of arrests of top level criminals and the dismantling of criminal organisations or networks. Operative actions are supposed to take place in the second half of 2007.

NGOs in Austria – Activities and cooperation:

It is a result of the practical experiences that the NGOs are performing an essential part in combating trafficking in persons. Psychological and medical care, support through the court procedure, providing accommodation for the victims are just a few measures of their field of activity. The association “LEFÖ” is, for the present, the only official recognized NGO for victims of THB in Austria. A 5-years contract with the Ministry of the Interior has been signed in January 2006. The cooperation has definitely proved itself in concrete investigations.

Belgium

The central service THB within the Belgian Federal Police has implemented the "partnership" part of community policing. The national action plans on THB, in accordance with the National Security Plan for the Federal and Local Police, contain provisions on partnership and working on solutions for specific problems with all relevant partners.

For example, the central service THB prepared a project on "child sex tourism" together with a multidisciplinary project group (the umbrella organisations of travel agents, the railways, tourism, schools, ECPAT, Child Focus, the armed forces, etc.). The aim of the project was to increase preparedness to report such crimes and to sensitise all sectors involved that can play a role in the prevention of child sex tourism.

Further, the police concluded cooperation agreements with target groups and partners, for example Plan Belgium, the armed forces and Child Focus.

Finally, the central service is preparing a cooperation model with the institutions responsible for national and international adoption of children.

Bulgaria

In the field of combating trafficking in human beings and victims' protection, Bulgaria is a resource country with established capacity.

Domestic legislation is in line with international instruments, fully operational administrative capacity is in place and the country is referred to as an example of good practice in the cooperation between governmental institutions, civil society, international and non-governmental organizations in the fight against human trafficking and victims' protection /Council of Europe Report on "Cooperation against trafficking in human beings – best practices", 2003/. On 7 March 2007 the National Assembly approved on first and second reading the Council of Europe Convention on Action against Trafficking in Human Beings.

The good level of co-operation between the law-enforcement authorities, institutions and public organizations in Bulgaria first became an established practice and was then formally regulated with the adoption of the Law on combating human trafficking in May 2003. The law was elaborated on the basis of the experience accumulated from the active co-operation in the field of prevention, protection and assistance to victims of trafficking. In addition to the legislation, there is a well developed non-governmental sector maintaining relations of trust and partnership with the law-enforcement authorities. Various initiatives and forms of interaction and co-operation have been implemented, which have proved their efficiency in the course of time. On 26 January 2005 the National Anti-Trafficking Commission with the Council of Ministers adopted a National program on combating human trafficking and victims' protection, which is in line with the key recommendations and actions of the EU Action Plan on trafficking in human beings.

On the international level Bulgaria pursues active bilateral and multilateral co-operation. Over 30 police co-operation agreements have been signed, which contain provisions on combating human trafficking with the EU Member States, neighboring states and other countries.

In view of its established capacity and its functioning legislative and institutional mechanism in the fight against human trafficking, in June 2006 the Ministry of the Interior of the Republic of Bulgaria was invited to participate as a junior partner in a Program of the International Centre for Migration Policy Development to support the development of transnational referral mechanism for trafficked persons in Southeastern Europe.

Within the framework of the project the experts from the Bulgarian Ministry of the Interior openly share their experience in tackling the phenomenon of human trafficking, raising public awareness, expanding the understanding and improving the quality and the scope of protection provided to the victims.

The First regional seminar under the Program will take place in Sofia in the period 23-26 April 2007. A draft transnational referral mechanism will be presented during the seminar and a set of measures will be discussed, to be taken at national level, for introducing the mechanism into the practice of the countries participating in the project.

Czech Republic

1) National Strategy of the Fight against Trafficking in Human beings (for the period 2005-2007).

The National Strategy was approved by the Government of the Czech Republic by resolution No 849 in 2005 to receive more support and cooperation from other institutions (Ministry of Labour, Justice, Health, Education, NGOs, etc.). In order to execute the National Strategy an Action Plan of Tasks (an annex to the Government resolution) was drawn up, directing its measures at the sphere of prevention and informing potential victims and at the sphere of sanctions, but primarily to improve the position of victims of trafficking.

The **model of support and protection for victims** was thus created. The Government resolution required the Minister of the Interior to update the National Strategy after two years and to **evaluate all measures taken in the past two years**.

In connection with the change in the legislative definition of human trafficking other forms of exploitation, apart from sexual, came into focus. In the Czech Republic the relatively most common form is trafficking in **human beings for the purpose of forced labour, and to a much lesser extent human trafficking for the purpose of domestic labour (service), forced marriage and forced begging or criminal activity**. The proposed measures are entirely in accordance with the Action Plan on Trafficking in Human Beings.

The Ministry of the Interior was appointed **to provide a role of national reporter of THB and therefore coordinates and evaluates all the activities resulting from the National Strategy at periodically repeated round tables** (members of relevant NGOs, different government departments, police services, etc.). For a larger spread of information about trafficking the Ministry of the Interior organises round tables in various regions of the Czech Republic. Regional problems were discussed and people themselves tried to find the best solution. A famous film, Lillia 4 ever, was projected at these sessions.

2) Legislative measures

Undoubtedly, the most significant change at national level has been the adoption of the new legislative regulation on trafficking in human beings, implemented by the amendment to the Penal Code, by Act 537/2004 Coll. With effect from October 2004 a new provision of Section 232(a) on trafficking in human beings has been included in the Penal Code and has broadened the definition of trafficking in accordance with the United Nations Convention Against Transnational Organised Crime and its supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially in Women and Children.

The other significant change with immediate effect for victims was an amendment to the Act on Residence of Foreigners, which reflects Council Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities. With effect from June 2006 it provides for long-term stay for the purpose of protection in the territory of the Czech Republic for the victims of trafficking or subjects of illegal immigration, including a one-month obligatory deliberation period. A foreigner who is granted the abovementioned permission to stay does not have to meet the conditions for the issue of a work permit for a foreigner. The significance of this amendment increases in view of its connection with financial support or assistance within the system of social and health security. There is also a special provision enabling legal stay to be granted to members of the family of victims of trafficking, not only to minors but also to other dependent persons and other members of his/her family.

3) Measures of law-enforcement agencies

The overwhelming majority of cases of human trafficking are investigated by the Human Trafficking Department of the Organised Crime Unit of the Criminal Police and Investigation Service Office of the Police of the Czech Republic (hereinafter —OCU). In spring 2006 the Trafficking Department was extended by the creation of a new division dedicated entirely to the investigation of forced labour cases. Most cases investigated, both for sexual exploitation and forced labour, have elements of organised crime with international participation, involving the need for international police cooperation. Active cooperation takes place with foreign police services, for example, in Germany, Austria, the Netherlands, France, the United Kingdom, Italy and the United States, frequently on the basis of direct personal contacts, and also at the level of Interpol and Europol.

Besides the support of the specialised OCU, another important task for the Police of the Czech Republic systematically involves other police departments in the intense work in relation to human trafficking, in particular with regard to identification of victims, establishing cooperation with them, and possibly negotiating further help, improving the operational exchange of information and involving other departments of the Criminal Police and Investigation Service Office of the Police of the Czech Republic in investigating cases of human trafficking which are not characteristic of organised crime.

The National Strategy also emphasises the importance of the law-enforcement authorities' training. In terms of the training of the members of the Police of the Czech Republic, the Ministry of the Interior completed in 2005 a reform of the police training curriculum: preliminary, ongoing (lifetime), specialisation and a special manual dedicated in particular to uniformed police.

The Czech Republic also takes part in the implementation of the ICMPD educational programme.

4) Research

To obtain a comprehensive description of the phenomenon of trafficking, many research projects were assigned by the Ministry of the Interior (e.g. Trafficking in Women from the viewpoint of the Czech Republic, CSPI, 2004, Pilot Research on Environment of Trafficking in Human Beings in the Czech Republic, IOM, 2005, Research on Human Trafficking, Particularly for the Purpose of Forced Labour, Intermundia, 2005).

5) Prevention

The activities aimed at prevention of human trafficking are carried on in compliance with the intentions specified in the National Strategy. They are mostly based on systematic activity of non-governmental organisations and measures introduced by the Ministry of the Interior, the Ministry of Education, Youth and Physical Training and partial measures by other departments. A number of other manuals and information material for the general public, teachers and medical doctors are published (also available on the web pages of relevant NGOs, Ministry of Education, Youth and Physical Training, Ministry of the Interior, etc.).

The Ministry of the Interior initiated the pilot project on prevention of human trafficking, focusing on clients of sexual services, in 2005. The information campaign was carried out in the South Moravian and West-Bohemian regions with the aim of asking Czech and foreign sexual service clients to cooperate with non-governmental organisations (or the police) in the search for victims of human trafficking using web pages, telephone lines and promotional material. Prevention in source countries is also provided for, especially to eliminate the scope for illegal job mediation activities. The Czech Republic will launch, e.g., the pilot project called Employment agency to eliminate the so-called client system.

6) Care for human trafficking victims

One of the most important aspects of the National Strategy was the creation and institutionalisation of systematic care for victims of human trafficking. A programme of support and protection for victims of trafficking was created in 2003 under the Ministry of the Interior. It provides victims with support and guarantees protection of their human rights and dignity, motivates the victims to testify and thus helps the bodies responsible for criminal proceedings to identify, prosecute, convict and punish the offenders. It also provides victims with a minimum 30 days reflection period, complex services provided by contracted NGOs, and legalisation of stay in the territory of the Czech Republic. In 2006, after four years of operation, the programme was evaluated by two independent bodies and new recommendations, addressing law-enforcement authorities in particular, were made.

7) Financial measures

For the execution of the measures proposed in the National Strategy, the necessary funds were set aside (CZK 1.35 million in 2006 and CZK 1.35 in 2007). Other financial sources are also widely used, especially from various European funds.

Cyprus

Combating THB and Illegal Immigration is a priority of the Government of Cyprus and especially the Police. A National Action Plan has been drawn up by a group of Government experts and its implementation has already been started.. The coordinator for the implementation of the Action Plan is, according to the Council of Ministers decision, the Ministry of the Interior.

Under the National Action Plan the responsibilities of the Police are focused on prevention and prosecution.

In order to combat THB, several practices have been put introduced, such as:

- Raids on nightclubs
- Inspection of cabarets

- Interviews with women working on cabaret artist visas, in the absence of their employers
- Undercover operations.

Apart from the above, public awareness is also very significant for the Cyprus Police. In order for the Police to inform the public of the real dimensions of the problem in Cyprus, members of the THB office have recently participated in live TV and Radio programmes and discussions. They have also been interviewed by well-known magazine reporters.

Furthermore, information leaflets have been printed in order to raise public awareness as well as public sensitivity. The leaflets focus on the human rights of the victims, on basic precautions under the law and also on the penalties. Moreover, the telephone numbers of the THB office as well as the Police hotline 1460 are included. The leaflets have not yet been distributed. A mass media conference will shortly be held by Police Headquarters to introduce them. After that, the community police department will start the distribution.

Denmark

In October 2006 the Danish National Police introduced a new strategy for a reinforced fight against persons profiting from prostitution. A document containing a description of the strategy in English is to be found in ANNEX d to ANNEX II.

Estonia

Estonia has experience in trafficking prevention since 2002. Awareness-raising has concentrated on the threats of trafficking, on how to study/work safely abroad, on how to prevent trafficking, and so on. Demand as one of the root causes of trafficking in human beings has been one of the topics discussed in Estonia since the beginning. As Estonian trafficking victims are mostly victims of sexual exploitation, we have dealt with the issue of users of prostitutes and how it creates a basis for trafficking. In every lecture and training session held in Estonia (organised by the Ministry of Social Affairs and NGOs), demand has been addressed. In addition, at the beginning of 2006, a collection of articles addressing the demand side was published and disseminated during the training sessions and lectures. By the end of 2006 the first study on Estonian sex buyers will be ready – so we will know better how to reduce demand.

The NGO Estonian Women's Studies and Resource Centre had a campaign in 2006 against sexual exploitation, and the awareness-raising and educational activities will continue in years to come in cooperation with governmental and non-governmental institutions.

In our view, education and adequate information about the reasons for and consequences of trafficking in human beings are the most important tools in fighting trafficking for sexual exploitation.

Finland

On the basis of the national plan of action of the Finnish Government against trafficking in human beings, every relevant ministry will draw up its own more detailed plan of action. For instance, the Finnish Ministry of the Interior has drawn up its own plan of action, which determines the actions to be taken in the field of the police, Border Guard and immigration administration. Estimates suggest that Finland is a transit and target country for several hundred victims of human trafficking.

In helping victims of human trafficking, the Finnish plan of action takes account of, as separate sectors, issues relating to investigative work in the field (that is, the work is carried out where clients live), emergency assistance, support for victims, legal assistance, integration and the issuing of residence permits. It is important that all authorities and third-sector actors taking part in these measures work in close cooperation. The aim is to further build up trust and networks between public authorities in Finland. The actions of the authorities are regulated by strict provisions on data protection and confidentiality. A question has already been raised in Finland as to whether these provisions should be amended to facilitate cooperation between authorities in combating human trafficking.

The Finnish cooperation model involving the police, customs and border guard authorities has turned out to be an extremely efficient way to prevent organised crime. We have a long tradition of such cooperation in Finland and it is based on legislation. In this cooperation it is essential that the police, customs and border guard authorities work together to develop criminal intelligence and crime prevention methods. The heads of the Police, Customs and the Border Guard meet regularly and make decisions on operating guidelines. This way we can ensure that the operations are based on common views about threats and measures to be implemented. Further, regional-level actors meet on a regular basis.

Well-functioning cooperation among Finland's law enforcement authorities serves as a good example of best practice in this field.

France

The Central Office for the treatment of Human Beings (OCRTEH) of France has distributed to all locally competent services in charge of the fight against trafficking, as a working document, the INTERPOL document "Manual for investigators" containing best practices in the fight against trafficking in human beings.

Germany

In Germany, crime prevention falls under the competence of the Police in the Länder of the German Federation. Successful police measures in the fight/prevention of trafficking in human beings are the efforts of the so-called explorers of the trafficking environment and contact officers as well as targeted controls in the relevant premises of this environment.

An important support role is played by the cooperation between law enforcement officers and NGOs at local and in particular regional level. This kind of cooperation is formalised and established at different levels. Besides cooperation concepts and agreements, there are regular exchanges of information, for example in the form of "round table" discussions.

An especially successful example to be mentioned is the manual of best practices and measures for awareness-raising in the preparatory stage and during the World Football Championship 2006. The attention that was focused on trafficking in women for sexual exploitation prior to this major event was successfully used to raise wide public awareness of this issue. Furthermore, the police officers in charge of Emergency Call 110 all underwent special training in this subject matter.

More details on measures taken can be found in Annexes a, b and c to this Annex.

Greece

A special legislative committee has been established (Decision of the Minister of Justice No 41398/17-04-2006, Official Gazette 493B/18-04-06) for the coordination at political level of proceedings for the enforcement of Law 3064/2002 and for the fight against trafficking in human beings (follow-up to the work of the informal special committee established on 05-05-2004 by Decision of the Minister of Justice nr. 60414).

The Secretaries-General of the following Ministries participate in this special committee: Justice, Finance, Foreign Affairs, National Education and Religion, Employment and Social Protection, Health and Social Solidarity and Public Order.

In November 2005, a Memorandum of Cooperation was signed by the members of this Committee, twelve (12) NGOs and the International Migration Organisation on the fight against trafficking in human beings and the rendering of assistance and protection to the victims. The Memorandum was signed by the following NGOs:

- ARSIS – Social Organisation for the support of the young Solidarity
- The Centre for the Rehabilitation of the victims of torture and other forms of maltreatment
- The Centre for research and support for the victims of maltreatment and social exclusion (EKYOKKA)
- The International Association of Police Officers
- The Centre for the fight for human rights
- The Greek Council for refugees
- KLIMAKA
- The European Network of Women
- The International Association for the Family CARE
- Research and Action Centre for Peace STOP NOW
- The Smile of the Child.

Hungary

Law enforcement activities and structure

A specialised unit in the framework of the National Bureau of Investigation of the Police deals with the detection and investigation of this and other related, serious crimes. The Police closely cooperate with the competent units of the Border Guard and exchange information with Interpol, Europol and the police authorities of a number of countries. The Hungarian Border Guard pay particular attention to the investigation of instrumental crimes in trafficking in human beings, such as smuggling of human beings and forgery of travel documents. The Parliament approved the amendment of the Act on Criminal Procedure on 13 February 2006, authorising the Border Guard to investigate trafficking in human beings.

Based on statistical data, 24 defendants were convicted for trafficking in persons in 2005 by the courts of Hungary. The Police identified 28 persons as victims of trafficking in human beings, of which 22 were women. The Police initiated criminal proceedings in 27 cases in 2005. Only in 6 cases were the victims between 14 and 18 years of age. There are no data available on child victims of trafficking.

The relatively low number of investigations conducted does not mean that the Hungarian Police fail to take action when cases of trafficking for the purpose of sexual exploitation come to their notice. In many cases the investigation is initiated under the definition of other associated serious offences such as physical and sexual abuse, deprivation of liberty, the facilitation of illegal immigration, aiding prostitution, pandering, living on earnings of prostitution, production and possession of forged documents, which are often an intrinsic part of human trafficking. As Hungary is mainly a transit country, it is hardly possible to identify and properly investigate the crime of trafficking in human beings at this stage since the exploitation phase has not yet begun. At the transit stage it is very difficult to obtain a conviction for committing, attempting to commit or conspiring to commit trafficking crime, or pimping, or many of the associated offences, without the cooperation and testimony of the victim because in the majority of cases the exploitation has not yet occurred. The victim is unlikely to know much about the criminal conspiracy or what is eventually intended for her. For this reason, logic dictates that the countries of destination offer the best potential for collecting quality evidence against the traffickers. In the framework of international police cooperation our competent units initiate procedure in every case reported by law enforcement authorities of destination countries.

In order to coordinate and enhance the combating of trafficking in persons in Hungary, the American-Hungarian Working Group to Combat Trafficking in Human Beings was established in the second half of 2004 and held its first meeting on 9 November 2004. The members of the Working Group established by the Ministry of Foreign Affairs are the Hungarian authorities concerned, the Embassy of the United States of America in Budapest, and the Regional Office of the International Organisation for Migration in Budapest (IOM).

The members of the American-Hungarian Working Group to Combat Trafficking in Human Beings signed a framework agreement on 30 September 2005 which provides a national unified protocol for helping the victims of trafficking in human beings, thus creating the referral system in Hungary. This referral system covers Hungarian citizens found by foreign authorities, and foreign citizens appearing in Hungary. The system relies to a great extent on consular assistance in facilitating the return of the victims, besides the important role of INTERPOL and the work of different NGOs helping the victims. The framework agreement entered into force on 1 November 2005.

Within the framework agreement the Ministry of Social Affairs and Labour has undertaken the task of filtering the alleged victims of TIP through the National Crisis Management and Information Helpline.

Training

The Hungarian Police has participated in the Comprehensive Law Enforcement Training Strategy on Human Trafficking developed under the umbrella of the Stability Pact Task Force on Trafficking in Human beings, by ICMPD and UNDP Romania.

Hungary is stepping up trafficking awareness and victim identification training for law-enforcement officials and includes it in the national law enforcement training academy curriculum.

In 2004 Hungarian law-enforcement specialists devised a special training module on trafficking in human beings. The training is targeted on specialised investigators who hold specific responsibility for dealing with human trafficking crime. The objective of this training programme is to develop the capacity and investigation skills of specialist officers to enhance the professionalism of the service offered to victims, and further to provide specialist guidance on victim treatment.

A professional workshop was organised jointly by the Ministry of Social Affairs and Labour (formerly: Ministry of Youth, Family, Social Affairs and Equal Opportunities) and the Swedish Embassy on 7 September 2005, with the purpose of providing information on the Swedish regulations and assistance practice. The participants in the workshop were the expert staff of the organisations responsible for trafficking in human beings. The workshop gave an overall picture of the Swedish model of combating trafficking in human beings, starting with a presentation of the legislative processes and effective legal regulations, and police and prosecutors' practices, up to the help provided to victims, including government and civil society cooperation.

In cooperation with the IOM the Ministry of Social Affairs and Labour organised 3 regional interdisciplinary training sessions for child-protection education health professionals and the police. The aim of the training was to provide the target group with general information on the phenomenon of TIP, the international and Hungarian legal framework and the specific ways and methods of recognising and helping the victims of TIP.

Prevention

Hungary places a significant emphasis on the prevention of trafficking in human beings. The information campaigns conducted together with the International Organisation for Migration (IOM) and several voluntary organisations were outstanding events among our preventive activities. In the course of these campaigns, Hungarian women at risk (young women living in institutes, Roma women, secondary school students and women subsisting on prostitution) were given information on the risks and consequences of trafficking in human beings, the methods of the offenders, and how to avoid becoming a victim.

As part of this campaign, certain representatives of migration organisations, the Border Guard and consulates participated in training, as they play an important role in recognising the circumstances related to trafficking in human beings. The secondary school education programme was accredited by the Ministry of Education and included in the curriculum.

With the reorganisation of the public administration system, the Ministry of Justice and Law Enforcement (MJLE) has taken over the relevant tasks carried out by the former Ministry of the Interior. It takes part in the joint IOM and Council of Europe project supported and financed by the EC in the framework of the EU Cards Programme; in the framework of the Regional Crime Prevention Academy the Ministry provides a platform for the training on THB for specialists in the region.

The MJLE, through the Office of Immigration and Naturalisation, supervises the shelter run by a civil organisation to provide protection for trafficked victims. The shelter is situated outside Budapest in a separate area within the territory of a refugee reception centre. A Cooperation Agreement between the civil organisation and all ministries concerned has been signed.

Following the initiative of the US Embassy in Budapest, the Ministry of Foreign Affairs invited church leaders to a counter-trafficking consultation under the auspices of the Ministry of Foreign Affairs in order to involve them in the government's efforts to eliminate this phenomenon. The church leaders were provided with copies of the Action-oriented Guide of the CatNet (Christian Action and Networking against Trafficking in Women) supported by the STOP II Programme of the European Commission. The IOM informed participants in the consultation of the new handbook of the Italian IOM on the role of religious organisations in combating trafficking in persons. The Secretary of the Protestant Church of Hungary promised to distribute the above publications to the directors of these schools, and special attention will be given to the matter of trafficking in persons.

In order to provide further information on how to identify and assist trafficking victims, the Ministry of Foreign Affairs distributed 50 copies of the IOM Handbook on Trafficking in Persons to Hungarian consulates in Europe and other relevant countries. As in previous years, IOM experts gave a presentation on trafficking in persons to future consuls in 2005.

In 2005 the Ministry of the Interior organised a conference dedicated to victim protection and especially to victims of trafficking in persons, and in the framework of the KRIMINALEXPO exhibition and fair organised an international counter-trafficking conference with the participation of an OSCE expert.

The former Ministry of the Interior drew up a law-enforcement action plan setting out the counter-trafficking tasks of the law-enforcement authorities, which has been in effect since June 2005.

The Ministry of Youth, Family, Social Affairs and Equal Opportunities (now Ministry of Social Affairs and Labour) has established a Crisis Management and Information Helpline to help victims of trafficking either by initiating action or providing them with appropriate information when immediate intervention is not required. The National Crisis Management and Information Helpline started operations on 1 April 2005 and is available 24 hours a day, 7 days a week, free of charge from all over the country. The target group of the Helpline are persons (primarily women and children) in crisis situations. Eight social workers, a lawyer and a psychologist work for the centre, all of whom have several years' experience in the field of social work and speak foreign languages. Before the centre started operations as a filter in the referral system, its staff were given training by IOM experts in order to provide them with the special information required.

Bill T/1300, currently under parliamentary consideration, includes a draft provision to provide victims of trafficking with a humanitarian residence permit if they collaborate with the authorities in the course of criminal proceedings (a period of 1 month for consideration will be granted to these persons in any event).

Ireland

No information received.

Italy

No information received.

Latvia

No information received.

Lithuania

To reduce demand within Lithuania:

1. strengthened legal basis:
 - stricter penalties for THB in the Criminal Code of the Republic of Lithuania – since 01/07/2005 (if the victim is a minor – up to 15 years' imprisonment, if an adult – up to 12 years' imprisonment), legal persons are put under responsibility as well;

- amendment to the Administrative Violations Code of the Republic of Lithuania – since 07/07/2005 the same administrative responsibility applies to the buyers of sexual services as to those who sell these services (a fine or administrative arrest for up to 30 days);
2. strengthened institutional basis:
 - counter-measures coordinated by all responsible partners (police, border guards, migration officers, NGOs, etc.) at national level with appropriate training;
 3. widely distributed information on the situation and on criminal and administrative cases in local and foreign mass media as a preventive measure;
 4. special police measures:
 - in hotels, especially in the capital area, to suppress the demand for sexual services from foreigners;
 - police raids in premises where demand/supply of sexual services can be expected; informants;
 - 24/7 telephone line for the community to share information with the specialised central police unit.

A few preventive measures have also been taken (some still pending to implement the THB Prevention and Control Programme for 2005-2008 approved by the Government of the Republic of Lithuania (continuation of the Programme from 2002-2004):

- research on the situation in the prostitution sector with recommendations for developing future work in the field;
- information campaign at national level "Purchase of a Woman is Inglorious";
- lessons in schools.

Luxembourg

The Luxembourg competent authorities are currently working at two levels: (1) adapting national legislation and (2) enhancing efficiency and cooperation at an operational level. An informal coordination scheme has started to develop over the past months and each authority is developing its own action plan within the general context of prevention, protection and prosecution.

Protection and prosecution are considered to be immediate priorities as experience is lacking in this matter. An infrastructure of protection is currently being examined in order to meet the specific needs of victims of trafficking. Moreover, enhanced cooperation between civil society and police units will contribute to more efficient investigations and prosecution.

Malta

No information received.

Netherlands

After the update of our Netherlands Action plan against Trafficking in Human Beings (February 2006), many new initiatives were taken at local level to address this important subject. Unfortunately no best/good practices can be mentioned at this stage because projects are ongoing.

Poland

This field has been included in priorities for Polish law enforcement since 2003, as a result of detecting an increase in human trafficking. Accordingly, "The National Programme for Combating and Preventing Trafficking in Human Beings" has been implemented in Poland since 2004 and a Team for Combating and Preventing Human Trafficking has been established within the Ministry of the Interior and Administration.

Lately, the Expert Group of the Ministry drew up the "Algorithm for proceedings of law-enforcement services in cases of trafficking in human beings". It has been introduced as a procedure in force, requiring high qualities and deep involvement of the police officers carrying out duties in combating human trafficking.

Also, in cooperation with the NGO "La Strada" Foundation, the "Programme for support and protection of victims of human trafficking" has been set up.

In September 2006, by decision of the General Commander in Chief of Police, the Central Team for Combating Human Trafficking was established (within General Police Headquarters), composed of police experts from different services and units. This team is cooperating closely with local services, coordinating and supporting their investigations, coordinating activities in the area of prevention, promotion and training, as well as cooperating with multiple institutions and organisations (NGOs) at national and international level.

Subsequently, special human trafficking teams have been established at local (regional) level, composed of specially trained police officers with good knowledge in this field.

In order to ensure constant development, further training is planned, comprising training courses and workshops, with the involvement of police schools and academies.

In addition to different operations, Poland takes part in the Expert Group on Trafficking of Women and Children of BALTCOM. The most important operations in this framework are: "Reval" – exchange of information on criminal groups involved in human trafficking in the Baltic Sea Region, and operation "Minors" – concerning illegal immigration of Chinese nationals, mostly minors, possibly victims of human trafficking.

Also, the Polish Police and Border Guard will participate in a new COSPOL project on trafficking in human beings (THB) and facilitated illegal immigration.

Operational experience:

An especially significant example of implementing the new methods of combating human trafficking is operation "Terra Promesa", conducted by the special task group of the Polish Police in close cooperation with Italian Law-Enforcement services. This operation is considered successful and efficient, as an organised criminal group was dismantled (more than 30 offenders have been arrested) and more than 100 victims have been released. This case is still continuing and the investigation is predicted to expand.

In this operation, multiple methods of European law-enforcement cooperation have been effectively used, such as issuing 15 European Arrest Warrants, with the involvement of EUROPOL and EUROJUST. Also, EUROJUST is to establish a special international team of experts on criminal analysis to evaluate the evidence gathered through this operation. It should be mentioned that Polish-Italian law-enforcement cooperation has been highly rated by EUROPOL and evaluated as "model".

A most important experience from this operation is the use of the "Mirror Investigation" procedure. It was established for this case by the Central Team for Combating Human Trafficking of the Polish Police in cooperation with Italian law-enforcement services.

The first and biggest advantage of this method is the possibility of rapidly establishing direct cooperation between law-enforcement services of two countries in cases where immediate action on the territories of both countries is necessary. This method is also useful when the establishment of Joint Investigation Teams could be difficult or would take too much time.

The "Mirror Investigation" method, at operational level, is based on EUROPOL and EUROJUST with use of the following elements:

- direct and immediate exchange of information through EUROPOL
- exchange of contact police officers joining the team in the partner country
- establishment of a joint analytical team: electronic exchange of information, immediate exchange of particular information gained through operational control, direct contact between teams and leaders
- coordination meetings in EUROJUST, establishment of cooperation platform to neutralise problems caused by differences in legal systems, common plans of action, drawn up by prosecutors from both countries together with representatives of national prosecutors' offices, decisions on issuing European Arrest Warrants, preparing further steps in prosecution and judicial cooperation
- simultaneous operation in both countries, finalising operational cooperation.

Similarly operation "Valencia-Cullera" was carried out in cooperation with Spanish law enforcement. Over just 30 hours from gaining initial, incomplete information about Polish nationals being held in Spain for slave labour, the operation succeeded, with the release of 17 victims and the arrest of the offenders: 6 in Spain and 2 in Poland.

Portugal

Best practices:

1 – Legislative changes:

(A) Penal Code: the draft reformed Penal Code makes it a crime to use the services of victims, as prescribed by the Council of Europe Convention:

This new category of crime, besides sending a clear signal condemning trafficking in human beings, as a complex phenomenon, should also have an impact on demand, which it is expected to help reduce, albeit indirectly. It should come into force in the first half of 2007.

(B) New Immigration Act:

Establishment of a recovery and reflection period for victims of trafficking, of from 30 to 60 days (for these purposes the person must be identified as a victim and there must be reasonable grounds for such identification). During this period, victims will have access to secure accommodation, medical and psychological support, legal assistance and, if they wish, assistance to return, so that they can do so safely.

Granting trafficking victims temporary residence permit, in some exceptional cases regardless of whether they cooperated in the criminal proceedings.

This new law should come into force in the first half of 2007.

Nationally, we would point to a multidisciplinary project involving the Ministry of the Interior (MAI), the Ministry of Justice (MJ), the CIDM (commission for women's equality), the APF (family planning association), the IOM and the ACIME (high commission for immigration and ethnic minorities), which is aimed at the adoption of a coordinated strategy and shared responsibilities in combating trafficking and in support and protection for victims.

This project has several aspects, namely:

- Raising awareness of the problem (an advertisement for media broadcast is to be launched shortly).
- Training – breaks down into two stages:
First, a trainer training programme was run and then various training actions were held, involving governmental and non-governmental organisations working in this field and actions for the security forces and services.

In addition, early 2007 should see the implementation of a system for monitoring the trafficking of women for the purpose of sexual exploitation, within the MAI (Security Coordination Office, the "GCS"); the Aliens and Frontiers Department has taken part in the meetings.

This system involves the adoption of a guide for registering trafficking situations (MAI security forces and services and MJ/Criminal Police) and the creation of an observatory (IT tool) on trafficking in persons, held centrally at the GCS, which receives the data sent to it from the register, then compares those data with other geographical, social/economic and cultural information so as to achieve a better overview of the phenomenon at national level.

A safe reception house for trafficking victims was recently set up, where victims will be assisted by a multidisciplinary team made up of a lawyer, a psychologist, three social mediators and interpreters (when necessary). This team will liaise with the investigation team in charge of the criminal investigation. While staying at the house the victim will also receive police protection.

Romania

- 1) During the Football World Cup from Germany 2006, within a joint project, the National Agency against Trafficking in Persons in partnership with the AIDRom organization (a NGO) initiated and developed a regional campaign for preventing the trafficking in human beings. This campaign aimed to diminish the status of Romania as origin and transit country for the victims of trafficking.

The campaign consisted in:

- the training of the officers from the border points;
- the distribution of the materials at the cross border points with arrival from and departure to Germany as well as at the Henri Coanda and Aurel Vlaicu airports. These materials, entitled "Do not pass on human beings" ("Cu fiintele umane nu se paseaza") inform the potential victims of trafficking in human beings on a few aspects of trafficking in human beings as well as of the telephone number they can call in special situations (08000111777). This number can be called in eight languages, including Romanian.
- there were also distributed 1500 pieces of informative-preventive materials at the cross border points and 800 at the airports.

The activities were monitored by the SOLWODI Organization, the main financier of the campaign.

After the last monitoring visit from 8 June 2006, the SOLWODI Organization decided to supplement the informative-preventive materials elaborated by AIDRom and the National Agency against Trafficking in Persons with 400 flyers and 50 posters.

- 2) On 3 June 2006, at the MTV Romania Awards 2006 in Cluj, the materials produced within the MTV EXIT (End Exploitation and Trafficking) international campaign (126 DVD MTV Exit, 1120 MTV Exit (ROM) brochures) and materials designed by the volunteers within the regional campaigns were distributed. This activity was attended by 50 volunteers (pupils aged between 15 and 18, from different counties: Argeş, Bacău, Bucureşti, Cluj, Dâmboviţa and Prahova) from the regional campaigns in the field of prevention of trafficking in human beings.

The Agency operated in partnership with the International Organization for Migration – Romania Mission, MTV Romania, and the following NGOs: ADPARE, CARITAS Bucharest, Ratiu Turda Foundation.

Also, on the 19-20 August, 2006, the National Agency against Trafficking in Persons in partnership with ADPARE, with the financial support of MTV Great Britain organised the EXIT prevention campaign in Costinesti youth resort, at the Black Sea. Within the campaign there were distributed 500 T-shirts with anti-trafficking message and almost 5000 leaflets supplied by MTV Great Britain, as well as 2000 flyers which promoted the Help-Line free number (0.800.800.678). There were 20 volunteers involved in this activity.

Slovakia

Currently Slovakia is working on the establishment of a new model of support for victims of trafficking in human beings.

The Minister of the Interior and the Chairman of the government Council of the Slovak Republic for the Prevention of Crime has established a Group of experts for the prevention and support of the victims of trafficking in human beings, which started to work on 2 May 2005. The expert group contains representatives of the Ministry of the Interior, the Ministry of Justice, General Prosecution, the Ministry of Foreign Affairs, the Ministry of Labour, Social Affairs and Family, the Ministry of Education, the Ministry of Finance, the Government Office, the Office of the Government Representative for Roma Communities, the IOM – International Organisation for Migration and representatives of non-governmental organisations. The expert group was established in order to create the national action plan for the fight against trafficking in human beings for the years 2006-2007 and will monitor and evaluate the fulfilment of the tasks and propose other measures in cooperation with the national coordinator.

On 11 January 2006 the Government of the Slovak Republic approved the national action plan for the fight against trafficking in human beings for the years 2006-2007 as the basic document for combating trafficking in human beings, with the following objectives:

- In the field of organisation and coordination, creation and control of the system, preventive measures and provision of assistance for victims of trafficking in human beings;
- In the field of data collection and research, to identify the most vulnerable population groups, find the main causes of trafficking in human beings, consequences and links to other areas of life, to obtain complete information on the phenomenon of trafficking in human beings and to develop effective and targeted measures against trafficking in human beings in the field of prevention and repression;

- In the field of prevention, awareness and education, to minimise the number of victims of trafficking in human beings as well as the opportunity to commit the crime, to improve public awareness of trafficking in human beings, which breaches the human rights and dignity of the trafficked persons, to support the negative approach of the public to prostitution as a high-risk sexual activity and a factor which increases the demand for trafficked persons, and to ensure access to the necessary information through education –which are related to solving various situations in life in the case of discrimination and violation of human rights;
- In the field of legislation, to create the legislative prerequisites for the effective protection of and assistance to victims of trafficking in human beings who are returned to the home country via the foreign authorities and for the victims – aliens staying in the Slovak Republic, to establish general standards for prevention, repression and assistance to victims since this requires a multi-disciplinary approach, to consider the creation of separate legislation on trafficking in human beings, to impede prostitution and proceeds thereof by means of a special law;
- In the field of assistance to victims and cooperation, to provide assistance to the victims of trafficking in human beings on a non-discriminatory basis, to develop cooperation with countries of destination, transit countries and countries of origin of the victims of trafficking in human beings, with the objective of preventing and combating trafficking in human beings.

Slovenia

Trafficking in human beings is in all senses a global social problem, requiring a multi-disciplinary approach. This is demonstrated by the fact that the task of combating this phenomenon is gaining ever-growing support, within the field of combating organised crime and in international organisations and institutions, which are increasingly involved in preventing this deviant phenomenon.

The Republic of Slovenia is fully aware of the complexity of the phenomenon of trafficking in human beings, which is increasingly becoming a major challenge at the global level. Because of its geo-strategic position, Slovenia is primarily a transit European country and in some cases also the final destination and country of origin. However, the existing facts call our attention to the presence of this phenomenon in our State and to the need to take proper measures.

Although human trafficking has been identified within the territory of Slovenia recently, one should always bear in mind the specificity of the country and its categorisation in terms of being either a country of origin, transit or destination. Slovenia is mostly a transit EU country, which means that victims of human trafficking can hardly be viewed as such during criminal investigations because they only pass through Slovenia and fail to meet one of the core criteria for human trafficking – exploitation. Exploitation begins after they reach their destination and are subjected to various forms of forced labour, prostitution or other forms of abuse. This is when victims are subjected to debt bondage towards traffickers. Slovenia has noticed that THB takes place for the purpose of sexual exploitation. Slovenia is fully aware of the complexity of human trafficking and has acceded to all relevant international treaties. In this regard, we are aware of the need for a comprehensive approach to prevention, detection and prosecution and assistance to victims.

The Government decision establishing the **Interministerial (National) working group on the fight against Trafficking in Human Beings (hereinafter IWG)** was issued in December 2003. NWG members are representatives of line ministries, governmental services, the Office of the State Prosecutor-General of the Republic of Slovenia and Slovenian NGOs. IWG was already active in 2001 as a body within the Ministry of Foreign Affairs (Stability Pact for SE Europe) and is led by a national coordinator appointed by the Government in 2002. NWG is tasked with harmonising governmental policies on combating and suppressing human trafficking, which both require continuity of work. Members and heads of NWG have been active from the outset, when the NWG's manner of operation, position within the system and institutional functions were still at an early stage of development. International organisations' policies and EU regulations have been taken into account, providing stimulation and assistance in this particular field.

National action plans set out the activities and measures in detail for the period between 2004 -2006 and the year 2007. The 2004 and 2006 action plan is now being concluded whereas a new one was already confirmed in July 2007 by the Government of the Republic of Slovenia. The activities and measures focus on preventive and protective operation by all bodies and organisations participating in NWG. The emphasis has been placed on

- a legislative framework;
- prevention, (public awareness, methodology of data collection, research, etc.);
- assistance to victims. NGOs play an important role in the implementation of assistance programmes to THB victims and raising awareness of this issue. We are fully aware that a constructive partnership between the Government and NGOs is a precondition for successfully combating THB. This is why the Ministry of the Interior attaches great significance to the implementation of projects set forth in the Action Plan, including those related to assistance to THB victims. The latter have been entrusted with empowered NGOs which have been selected and financed through public procurement;
- training and international cooperation between experts, public servants and volunteers engaged in suppressing organised crime.

By adopting action plans, the Government is demonstrating its commitment to the fight against human trafficking at all levels. An active NWG and a financial plan (roughly EUR 300 000 allocated in the period 2004-2006, and around EUR 100 000 to be allocated in 2007) will ensure implementation of the objectives set. NWG activities and measures are given a more extensive description in the annual reports approved by the Government every year (these reports are regularly transmitted to the State Department). Current activities and those that are planned in the field of legislation, prevention and assistance to and protection of victims are available on the website on the Government of the Republic of Slovenia.

The **Ministry of the Interior and the Police** play a key role in the fight against human trafficking.

- Coordination role of the Ministry demands initiatives to prepare the AP, strategies, guidance of NWG and preparation of annual report.
- Both the Ministry and the Police participate in the preparation of legislative texts relating to THB. The Witness Protection Act is worth mentioning, as are the amendments to the Aliens Act and the Penal Code, which criminalises THB in Article 387/a. Until May 2004 the grounds for prosecution of THB were Articles 185 and 186 of the Penal Code, i.e. slavery, other forms of THB and prostitution-related criminal offences.

- The project on identifying THB victims involves the Asylum Home, which works hand in hand with the NGO sector on the project on identifying THB victims among asylum seekers.

Investigation and prosecution of criminal offences relating to trafficking in human beings is a priority for the Slovenian Police. At the local level, such crimes are prosecuted by specifically trained police officers working jointly with State Prosecutor Offices. There are arrangements in place providing for joint training of criminal police officers and NGO staff. Further, we strive to raise awareness and make sure that relevant knowledge is transferred to other police officers, particularly border police officers.

State Prosecutor Offices in the Republic of Slovenia are specialised to some extent in THB. For instance, if THB crimes are committed by an organised crime association which has its own internal rules of operation similar to that of a business, is violent and involved in corruption to gain proceeds or social power, then the Team of State Prosecutors at the Office of the Prosecutor-General is tasked primarily with prosecuting the perpetrators of such crimes (Article 10, paragraph 2 of the State Prosecutor Act).

The amended **Aliens Act** (Official Gazette of the RS, no. 79/06) which came into force on 26.8.2006 incorporated *Council Directive 2004/81/EC of 29 April 2004 on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal migration, who cooperate with the competent authorities*.

The Aliens Act contains a new ground for issuing a temporary residence permit to aliens, i.e. third-country nationals who are victims of THB and are willing to collaborate with the judiciary. The victim is granted a residence permit which is extended for the duration of the criminal proceedings.

In the course of the reflection period within which the victim is given time to decide whether or not to stand as a witness in the criminal proceeding related to THB offences, i.e. before a temporary right to residence permit is granted, the victim is *ex officio* granted the right to remain in Slovenia for three months (with possible extension for another three months) upon his/her request. During this period a THB victim is entitled to basic health and social care. The same rights are granted to victims who were granted residence permits but do not have means of subsistence. During the criminal proceedings or after their completion, a THB victim may be granted temporary residence in Slovenia on other grounds if he/she meets the relevant criteria. The special rights granted to THB victims are intended also to facilitate the detection of perpetrators of THB crimes.

Victim and witness protection

The Slovene law enforcement and judiciary are also aware of the importance of witness participation in a criminal procedure. Witness protection is pivotal in cases involving THB, organised crime and other serious forms of crime when traffickers spare no effort to accomplish their objectives, for which they are willing to sacrifice their own freedom. The concept of a valuable witness protection programme, which will consider Slovenia's particularities and the organisational structure of its state administration, is based on the principle of minimum costs and maximum efficacy.

We agree that protection of victims and witnesses in trafficking cases must go beyond the provisions, which enable the protection of privacy and identity during criminal proceedings. The identity of the victims of trafficking in persons is protected during pre-trial and criminal proceedings in the event of cooperation with the investigating and prosecuting authorities and also during the period of provision of various forms of help by non-governmental organisations.

Spain

Spain has almost completed the implementation of a strategic programme on the fight against Trafficking in Women and Children for sexual purposes, with the aim of reducing this crime as well as reinforcing assistance and protection for victims.

The programme is horizontal in nature and its development involves several ministerial departments. It is focused on five major areas: prevention and sensitising; educational and training measures; assistance and protection of victims; legislative and procedural measures, and coordination and cooperation measures.

(a) **Prevention and sensitising** will involve the implementation of measures such as information campaigns. Under the programme the campaigns will be used to increase the need to pay attention to the communities at risk.

(b) **Education and training**.– These subjects stress the importance of proper collaboration with both the private sector – especially Internet providers – and educational personnel, with the aim of minimising the risk of children becoming victims of trafficking.

The programme also provides for the continuous updating of the specific training given to police officers for the investigation of this area. Special attention will be given to the investigation of crimes where the use of the Internet is involved.

(c) **Assistance and Protection**.– These measures are connected with the implementation of the National Law on witnesses and forensics; the programme envisages the drafting of a procedural protocol for Police and Prosecutors aiming at reducing the vulnerability of victims within judicial procedures by the adoption of measures to protect their identity.

(d) **Legislative and procedural measures**, in order to better systematise police procedures from the perspective of victims in a horizontal way: to promote their collaboration with police services; to structure visits to places of potential risk. Measures are also envisaged to enhance the training of police officers and the financial investigation of these organisations to facilitate preventive seizures.

(e) **Coordination and cooperation measures**.– The programme seeks to enhance coordination between different police services responsible in this field. To this end, the drafting of a protocol for the exchange of information is envisaged.

To implement the programme properly, staff are to be increased by 200 additional police officers dedicated to the investigation and prosecution of this crime. This increase will facilitate prevention activities, especially control measures at airports and seaports.

Sweden

National Action Programme for combating trafficking in human beings

The Swedish Government has started working on a National Action Programme for combating all forms of trafficking in human beings. The National Action Programme will be composed of two parts:

1. A National Action Plan for combating prostitution and trafficking in human beings for sexual purposes, especially women and children
2. A National Action Plan for combating trafficking in human beings for the purpose of forced labour, removal of organs and other forms of exploitation.

The National Action Plan for combating prostitution and trafficking in human beings for sexual purposes, especially women and children, will be presented to Parliament at the beginning of 2007.

A law that prohibits the purchasing of sexual services

Since January 1999 Sweden has had a law that prohibits the purchasing of sexual services (the penalty for this is a fine of up to six months in prison)¹. The law is an important instrument in the fight against prostitution and trafficking in human beings for sexual purposes in Sweden. It is crucial to reduce the demand for women and children for prostitution purposes. Purchase of sexual services must never be accepted. The law focuses on the buyer of sexual services rather than on the prostituted person and the offence covers all forms of sexual services, whether they are purchased on the street, in brothels, or in so-called massage institutes, etc. According to opinion polls, 80 % of the Swedish population supports the law.

By prohibiting the purchase of sexual services, prostitution, and its damaging effects, can be counteracted more effectively. The law shows Sweden's attitude towards prostitution. Prostitution is a form of exploitation of human beings and constitutes a significant social problem, which is harmful not only to the individual prostitute, but also to society at large. It would deter men and women from buying sex because of the risk of being subject to police action, etc.

The person who sells sexual services is not punished. In the majority of cases this person is a weaker partner who is exploited by another person, and therefore it is not reasonable to punish the seller. Another reason not to make it criminal to sell sexual services is that it is important to motivate the individual in prostitution to seek help to escape prostitution. They should not run the risk of punishment because they have been exploited. It is important to stress that this law should be seen as support for the work being done by social services. The government takes the view that criminalisation is supplementary to the efforts to combat prostitution and cannot be a substitute for broader social measures.

¹ Swedish Penal Code, Chapter 6, Section 11.

A person who, in cases other than those previously stated in this chapter, obtains a casual sexual relation in exchange for payment shall be sentenced for *the purchase of a sexual service* to a fine or imprisonment for at most six months

That which is stated in the first section also applies if the payment has been promised or made by someone else.

An attempt to purchase sexual services is also punishable.

Effects of the law

Since the law entered into force there has been a dramatic drop in the number of women in street prostitution, according to information provided by the police and social services. Criminalisation has also led to a decrease in the number of men who buy sexual services and in the number of women recruited into prostitution.

According to The National Criminal Investigation Department (NCID), which is the National Rapporteur for trafficking in human beings, there are clear indications that the law has had direct and positive effects on trafficking in women for prostitution purposes to Sweden. NCID has received clear indications from national police forces in other European countries that Sweden is no longer an attractive market for traffickers, since there is no "legal market" for prostitution. Traffickers and pimps calculate profits, marketing factors, customer interest, and risks of getting caught when they decide in which countries they will sell women into prostitution. When combating trafficking in human beings, it has proved successful to take measures against traffickers and pimps as well as buyers since all actors are involved in the exploitation. According to victim testimonies, pimps and traffickers prefer countries where the operating conditions are more attractive, where the buyers are not criminalised and where certain prostitution activities are either tolerated or legalised.

The Government's information work concerning prostitution and trafficking in human beings for sexual purposes

The Division for Gender Equality at the Swedish Ministry of Industry, Employment and Communications regularly organises seminars and study visits on Swedish policies and legislation concerning prostitution and trafficking in human beings for members of parliament, government representatives, public authorities, journalists, non-governmental organisations and students in Sweden and internationally. Written information such as fact sheets has also been produced.

Social Awareness

During 2003 and 2004, a special subsidy from the Division for Gender Equality enabled the Swedish Film Institute to provide high schools with screenings of the film "Lilja 4-ever". In May 2004, as part of this initiative, the Swedish Film Institute published an anthology inspired by the film, to be used as a guide for teachers and students. The book contains articles by researchers, journalists and young people about gender equality and about values and attitudes concerning women's and men's sexuality, men's violence against women and girls, pornography, prostitution and trafficking in human beings and how women and men are presented in the media. The film has been seen by approximately 35 000 students in 90 municipalities.

The Swedish Institute (SI) is a public agency entrusted with disseminating knowledge abroad about Sweden as well as organising exchanges with other countries in the spheres of culture, education, research and public life in general. The Swedish Film Institute was commissioned by the government to arrange screenings of the film in Europe. The screenings, together with seminars, were arranged in cooperation with Swedish embassies and consulates. These seminars have been organised in approximately 20 countries, including Germany, Spain, France, Slovakia and Russia.

European Joint Initiative against Prostitution and Trafficking in Human Beings:

During the years 2004–2006, a joint initiative was carried out in partnership with two international non-governmental organisations, the European Women's Lobby and Coalition Against Trafficking in Women. The project was jointly financed by the Swedish government and the US State Department. The aim was to increase awareness of and develop strategies to combat prostitution and trafficking in human beings for sexual purposes.

Specifically, the project aims to promote the Swedish model of combating prostitution and trafficking in human beings for sexual purposes by focusing on the law that prohibits the buying of sexual services as an alternative for countries within Europe, including new Member States and candidate countries as well as in selected CIS countries. The project activities include an information handbook, national poster campaigns and work to strengthen and amend legislation. For further details, please refer to the European Women's Lobby web-site: www.womenlobby.org.

Project against Prostitution and Trafficking in Women and Girls in the Barents Region

Sweden initiated a joint project to combat prostitution and trafficking in human beings in the Barents region together with Finland, Norway and Russia. The project was partially financed by the Nordic Council of Ministers. The overarching purpose of the project was to combat trafficking of women and girls for the purpose of prostitution from Murmansk and Archangelsk to the northern parts of Sweden, Finland and Norway. This project has developed measures to discourage Nordic men from buying and exploiting Russian women and girls for prostitution purposes, and measures that are intended to enhance the situation of women and girls in north-western Russia in order to strengthen their position in society.

The project also aimed to improve competence and cooperation between public authorities, non-governmental organisations and other key figures in the struggle against prostitution and trafficking in women and girls in the region.

The following joint activities were carried out:

CENTEK: an educational alternative for unemployed young Russian women in the Murmansk region

Within the framework of the project, CENTEK and the International Centre Women and Management at Murmansk University (ICWM) carried out an educational course, aimed at giving participating women the chance to develop a service and business-oriented approach, thereby improving their prospects of gaining work and an independent livelihood.

The women who completed the course received an international diploma as proof of their participation. In the course evaluation, the majority of women who had participated stated that they were extremely satisfied with the course, among other things because they considered themselves to have acquired the necessary skills to enter the labour market.

Gender equality, democracy, representation, gender and working life, as well as men's violence in close relationships and trafficking – a training sub-course for unemployed young women in Murmansk.

The cooperation project introduced a new component into the educational package which CENTEK and ICWM offered to young women at risk. The course participants were to be offered an opportunity to acquire basic knowledge on the subject of gender equality. This education section, which took place at the end of the educational project, was organised and carried out by the Northern Feminist University, Nordfold, Norway.

The ALLA Project: sheltered accommodation for vulnerable women in Murmansk

Financial support for sheltered accommodation, known as the ALLA Project, for especially vulnerable women. The emergency home is open to women who are or who have been in prostitution, but can also receive women subjected to other forms of men's violence. The women at the shelter receive help and support and get a point of contact for support and advice, which can provide an escape from a difficult life. This project is continuing within the framework of the EU-supported Finnish-Russian project "Challenges of Wellbeing".

Grenseløs verdighet: a conference on men's violence against women, the democratic process, and prostitution and trafficking in the Barents Region

The conference, arranged jointly by the NCRB-nettverket (Network for Crisis Centres in the Russian Barents Region and the Barents Region as a Whole), Norasenteret (crisis and incest centre in Finnmark County) and the Northern Feminist University, dealt with issues such as men's violence against women, trafficking for sexual purposes and democracy issues in The Barents Region. By inviting Russian participants, each of them engaged in different ways in work concerning men's violence against women and children, the participants had an opportunity to exchange experience and knowledge. Such exchanges also favour the joint effort in the region to counteract men's exploitation of women and girls for sexual purposes. The conference also provided an opportunity for the participating countries (Norway, Sweden, Finland, Russia, Greenland, the United Kingdom and Canada) to gain insight into today's situation in the different countries as regards prostitution and trafficking for sexual purposes.

United Kingdom

No information received.

Germany

**"Final Whistle (abpfiff) – Stop Forced Prostitution"
Campaign by the German Women's Council
against trafficking in human beings and forced prostitution
during the 2006 Football World Cup in Germany**

Newsletter "Starting Whistle" (ANPFIFF) No 2, February 2006

Thank you

for the initial orders for promotional material. These have been registered in our data file. In the coming weeks you still have time to continue building up your local alliances on the spot and to update your orders again, if necessary together with other groups. It is also still possible to place new orders. The deadline for all orders is 10 April (please see the relevant paragraph below for further deadlines and additional order dates.)

Frequently asked questions

Thank you also for the many calls and emails to find out more about the campaign and materials. Even if we are not always able for reasons of time to answer your questions quickly and fully, we are always very pleased to receive these expressions of interest. And here are a couple of replies to the most frequently often asked questions.

I would like to get involved on a local level – who are possible contacts? In particular the local specialist counselling services have to some extent already been working for many years on this subject and can provide a good overview of activities regarding trafficking in human beings and forced prostitution in your region.

The complete list for Germany can be obtained from the KOK (Coordination Group) (www.kok-potsdam.de or email to office@kokpotsdam.de).

In addition, there are many other groups which might know about existing local alliances or which are also interested in getting involved. Here is a non-exhaustive list of who to contact if you want to get involved or who you could motivate to join us: the regional women's councils in the 16 Federal States, the local health and social welfare offices, the municipal gender equality bodies, the local groups of Amnesty International, the youth groups of the political parties (Jusos, Junge Union, Grüne Jugend, etc.), the local football clubs, the star football players of the Bundesliga clubs and the fan clubs. It is also a good idea to contact the local groups of the Federal associations which are members of our network as well as the local groups of the member associations of the German Women's Council which are involved in the campaign in the internal working group (both lists can be found in Newsletter No 1, downloadable under www.frauenrat.de).

Our project managers are also collecting the information we receive on who is actively involved in the "Final Whistle" campaign and who would like to be. You can therefore let us know about the activities in your region, and we will be pleased to pass this on to people still looking for local alliances. This information will also be accessible soon on the Internet site of the German Women's Council.

Where and how can I use the whistles – do you have ideas for action on the spot? Depending on the type of action planned, the campaign materials can of course be used in quite different ways – according to whether you are planning indoor or outdoor events and whether you intend to present the material to the public or to distribute it.

ANPFIFF: The newsletter for the campaign "**abpfiff – Stop Forced Prostitution**" No 2, February 2006 page 2 of 3
Liable within the meaning of the Press Act: Henny Engels, Deutscher Frauenrat, Axel-Springer-Str. 54a,
D 10117 Berlin, tel.: +49 30 20 45 69-0, kontakt@frauenrat.de

The simplest way of supporting our campaign is to collect signatures beneath our political demands (over the next few days we will be sending out the fliers and lists of signatures via the mail distributor of the Newsletter). In addition, you can also organise press actions and stands or discuss with your political representatives on the spot (Members of the German Land, German Federal and European Parliaments).

Further ideas and proposed methods will also be available soon in the campaign brochure, which you will be able to download in the near future as a pdf file that you can print and duplicate yourself on the Internet site of the German Women's Council. Just keep checking: www.frauenrat.de over the next few weeks.

How much do the whistles actually cost? Just like other materials, whistles are provided free of charge by the German Women's Council. This was the arrangement in the project application we submitted to the Ministry and this was the arrangement that was also approved. In any case, only limited resources are involved and hence limited circulation – all materials are therefore distributed proportionately to the local alliances if the demand is greater than our circulation.

If, of course, in your local alliance you have the possibility of purchasing your own material yourself or of finding sponsors, it would increase the total circulation of the project material in the Republic and enhance the national impact of the campaign. In particular large Federal associations could consider whether they are in a position to produce their own material. In that case we would be pleased to pass on details of our wholesalers so that you can place orders with them on the most favourable terms.

News about our patronage

In the meantime we have been able to get the Mayor of Berlin, **Klaus Wowereit**, and the President of the German Football Association DFB, **Dr Theo Zwanziger**, i.e. two important public figures, as patrons for our campaign.

We are delighted about this support from the political and the sports worlds which makes clear the broad social responsibility for the problem!!

Other aspects of the current situation

The German Trade Union Confederation DGB has now also joined the network as a single organisation. This brings the network to a total of ten associations. These are: Amnesty International, the Confederation of German Criminal Investigation Police, the Federal Association of Sexual Services, the Federal Coordinating Group against Trafficking in Women and Violence against Women in the Migration Process (registered society), the German Women's Council, the German Trade Union Confederation, Men against Violence by Men, the Men's Service of the Evangelical Church in Europe, Medica Mondiale and the Ecumenical Forum of Christian Women in Europe (Germany Section registered society).

The political demands have now been definitively agreed in our nationwide network.

In formulating our demands we were greatly assisted by the preliminary work done by the Evangelical Women's Service in Germany, the Confederation of German Criminal Investigation Police and Amnesty International.

The logo for the campaign has also now been decided, but is still being kept secret. It will not be presented to the public until the press conference of the German Women's Council on the eve of International Women's Day. Until then we will be working on all documents with placeholders; the logo can then be downloaded from the Internet site as from the afternoon of 7 March.

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D 10117 Berlin, tel.: +49 30 20 45 69-0, kontakt@frauenrat.de

Further deadlines and order dates

The "Final Whistle – Stop Forced Prostitution" campaign will have two heydays. The first is around International Women's Day on 8 March while the second is shortly before and during the World Cup.

First heyday: around 8 March

- In good time before 8 March the A4 size fliers designed by our graphic artist with the political demands and the associated lists of signatures will be emailed. Those groups planning events for International Women's Day can therefore already start the signature project as part of the campaign. Instead of the campaign logo, however, both documents will have a placeholder; immediately after the press conference the versions with logo will be inserted on the website.
- On 7 March at the press conference in Berlin – which the Executive Director of the DFB, Dr Theo Zwanziger, will also attend in his capacity as patron of the "Final Whistle" campaign – we shall also be presenting samples of campaign materials to the public for the first time.

Second heyday: prior to and during the World Cup

- Following the presentation of the samples at the first press conference, demonstration samples of the materials will be posted on the Internet page of the German Women's Council. Up to the beginning of April you will then have time to continue to set up local alliances and plan joint activities on the ground. You can then assess together what material you will be needing for your region and place a joint order with us.
- The whistles, leaflets and posters can be ordered until 10 April on the Internet site of the German Women's Council or from the project leader Marion Steiner (m.steiner@frauenrat.de) and the administrator Christine Swat (c.swat@frauenrat.de). They will be sent to the local alliances in April and May. Should orders exceed the supplies available the materials will be distributed proportionally.
- Like the fliers and the lists of signatures, the brochure will not be printed, contrary to what was originally planned, but will only be made available as a pdf file on the Internet. This should be done as soon as possible. The DIN A4 brochure can then be printed out in black and white with a coloured or black and white envelope, and photocopied, on the spot.
- The German Women's Council will then launch the second heyday of the campaign with a second press conference shortly before the World Cup kicks off.

Internet page

The first documents on the campaign can be found on the Internet page of the German Women's Council, including newsletters, an update on the campaign and a press review. From next week onwards the page will also contain the fliers with the political demands and the lists of signatures. In the medium term we intend to set up **our own sub-page for the campaign**, which will also be accessible via www.abpffifzwangsprostitution.net. We will inform you as soon as the page can be called up.

Brief report on important meetings

The Federal Women's Council of the Greens met in Berlin on 28 January. We presented our campaign and its demands and aims. That body unanimously passed a resolution in which the women of Bündnis 90/Die Grünen (Alliance 90 /The Greens) pledged to support our campaign and called on all female party members to take part.

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A **Round Table** was held in Berlin on 31 January by the Federal Ministry for Family Affairs and the Federal Ministry of the Interior. It afforded an opportunity for a mutual exchange of views on police activities under the national security policy and the activities of NGOs against human trafficking and forced prostitution. Attention was focused on the cooperation agreements between the police and the specialist counselling centres that exist in eight of the 16 Länder. The cooperation model of NRW was presented as a particularly successful example. The Executive President of the DFB (German Football Association), Dr Theo Zwanziger, also attended this meeting, and he assured us on that occasion of his support for our commitment to counter human trafficking and forced prostitution.

Press conference

The official launch of our campaign will take place on International Women's Day. We therefore invite you to a network press conference at 11.00 on 7 March in the press and information office of the Federal Government in Berlin. We shall take that opportunity to present the reason for our campaign, its content and how it will unfold. Talking to the press will be Brunhilde Raiser, Chair of the German Women's Council, Dr Theo Zwanziger, Executive President of the German Football Association, Barbara Lochbiler, Secretary-General of Amnesty International Germany and Uta Ludwig, Member of the Board of the KOK (Coordination Group) – Representative of the police trade union *et al.* A detailed press invitation will follow.

Hoping for lots more creative action and fruitful cooperation
Marion Steiner
Project leader of the German Women's
Council's **Final Whistle** campaign

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Germany

**Package of measures taken by the BMFSFJ
to combat human trafficking
in the context of the 2006 Football World Cup,
taking particular account of the young people and women affected**

Within the Federal Government of Germany the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) coordinates measures against trafficking in human beings for the purpose of sexual exploitation. In this capacity the Ministry has since 1997 been managing the Federal Working Group on Trafficking in Women, whose members are the relevant Federal Ministries and Länder Ministries, the Federal Police Office (BKA), NGOs and the Federal Coordinating Group against Trafficking in Women and Violence against Women in the Migration Process (KOK).

The BMFSFJ's task and objective is to focus on the needs of the women and girls affected in all preventive and repressive measures against trafficking in human beings and to inform the public about the background to trafficking in women in Germany.

In connection with the 2006 Football World Cup, the BMFSFJ took the following measures in pursuit of this objective:

1. Ensuring that young people and women affected are looked after when investigations are conducted by the police

Taking action against human trafficking is the task of the federal and regional security authorities. They have agreed that an increase in forced prostitution is to be expected in connection with the World Cup. The security authorities have drawn up plans for combating human trafficking for the purpose of sexual exploitation in connection with the World Cup. The task of the BMFSFJ was and is to ensure that

- the police measures are taken in agreement and cooperation with local youth services and specialist counselling services,
- presumed victims of human trafficking picked up in the course of police investigations are not immediately expelled or held in detention prior to expulsion but are given at least four weeks' grace,
- the presumed victims of human trafficking are looked after during this time by the local youth service or local counselling service.

On 14 February 2006 the competent federal-regional committee of the IMK incorporated these necessary accompanying measures in the 2006 FIFA World Cup security plan.

On 14 March regional police plans, involving similar cooperation with youth services and specialist counselling services, will be presented to the Federal Länder in a sub-working group.

2. Application for police emergency call number 110

The police and the specialist counselling services have found that many clients of prostitutes contact them when they believe they have detected evidence of forced prostitution or human trafficking. This method of obtaining intelligence is to be used again in the context of the World Cup. In agreement with the security services the emergency call number 110 will be applied for, so that prostitutes' clients can give information (anonymously) over the phone. Officers will be given instruction in this.

Since it does not seem practicable to produce and distribute a separate flyer on this subject in several languages given the large number of such flyers and leaflets, the emergency number 110 will be mentioned in the DFB fan guide. NGOs can also mention the number in their documentation.

3. Nationwide emergency call numbers for people affected

For people affected and their friends and relatives who seek assistance but are wary of ringing the police, special emergency numbers are to be kept in readiness on a nationwide basis; they will be manned around the clock and will enable rapid practical assistance to be provided where specifically needed.

The two nationwide emergency numbers, which will be operated, manned and linked up to specialist counselling services on the ground by SOLWODI and Diakonia during the Football World Cup, will be financially supported by the BMFSFJ. The experience gained will be evaluated.

4. Campaign by the German Women's Council

Independently of these practical assistance measures, the attention focused on the Football World Cup is to be used to draw the public's attention to human trafficking for the purpose of sexual exploitation in Germany. Account will be taken of related international demands, which view the anticipated increase in forced prostitution during the World Cup with concern.

The BMFSFJ is promoting the political "Final Whistle" campaign by the German Women's Council, which, as the umbrella organisation and together with the Federal Coordinating Group against Trafficking in Women and Violence against Women in the Migration Process (KOK), is calling for and contributing to the content of regional activities as part of a nationwide network.

This campaign will comprise

- a press conference in Berlin on 7 March 2006 (eve of International Women's Day) with Dr Zwanziger (DFB),
- the production of material for the players involved, including a brochure with background information on trafficking in women and forced prostitution, arguments in support of the political demands made of federal and regional policy and suggestions for possible activities under the campaign, as well as leaflets with political demands and posters,
- whistles on key rings with the campaign logo for the players.

Dr Zwanziger (DFB) and the Mayor of Berlin, Mr Wowereit, have already agreed to act as patrons.

Germany:

Summary of campaigns currently planned for the 2006 Football World Cup

Organisation Name of campaign	Aims / Target groups	Duration and area of activity of campaign	Methods	Participants	Networking/ Link-ups/ Distribution of material
KOBRA-net Leipzig	Raising awareness among the general public, in particular men	<u>Leipzig</u> 1. April to May 2. for the WC	Sequence of events: male groups present events on the theme of sexuality and manliness; KOBRA-net raises awareness of human trafficking (still at planning stage): student groups are interested in distributing material to men in Leipzig, targeting certain areas (old town, station, etc.)	Ecclesiastical <i>Männerarbeit</i> (Men's Service) Student groups poss. VHS (adult education centres)	Information on events can be distributed
EKD/AG (Evangelical church) social welfare work on prostitution and human trafficking	Information and education for the public, in particular potential clients, preventive information Passing on offers of help for women affected / information for clients	<u>Nationwide</u> WC posters, activities extending beyond the WC for 1 year	1. Development of material with standard motifs: posters (with and without words), postcards – multilingual, advertisements in newspapers 2. Infotelephone – 24 hr: connection via a call centre, for both clients and women affected; will be put through to the evangelical specialist counselling services or their contact details will be passed on 3. Website (still being planned) – temporary link to the WC, multilingual	To be announced	Material available from March; designs prepared for free downloading Link-up to the website requested Connection also to non-evangelical women's counselling services to be decided (makes sense professionally)
Bella Donna	Information, education for prostitutes, information / awareness-raising for men	<u>Border area with PL</u> From now until after WC	1. as of now: informative conversations with women in the border area (Streetwork) 2. Bella Donna emergency number manned 24/24 for WC; multilingual – for women, clients, also police 3. infoflyers to men (with emergency number)	Cooperation partners in border area	Request for list and business hours of counselling services (nationwide) Information to others requested

Organisation Name of campaign	Aims / Target groups	Duration and area of activity of campaign	Methods	Participants	Remarks/ Networking/ Link-ups/ Distribution of material
Dortmund Mitternachtsmission	Mediation/information on offers of assistance to prostitutes who are victims of violence Establishing cooperation with operators of brothels or similar establishments and independent prostitutes Information from (potential) cooperation partners in the project (police, clinics, taxi firms, public houses, brothels, etc.)	<u>Dortmund area</u> For WC and beyond	<ol style="list-style-type: none"> 1. Emergency number and emergency intervention, during the night as well, for prostitutes who are victims of violence 2. Information flyers with emergency number and offer of assistance from Mitternachtsmission – distribution to men, women and also police, brothel-type establishments, taxi firms, clinics, public houses, etc. – The flyer is designed to be used again after the WC 3. Presentation of the project via targeted information sheets and preliminary talks 4. poss. "No Violence with Sex" action in cooperation with "Männerarbeit" (Men's service) of the Evan. Church, on which emergency number will be printed 5. Cooperation with the Health Bureau to produce a brochure on education/prevention on HIV, Aids, STD – targeted distribution in the areas of operation of the Mitternachtsmission 6. The city of Dortmund publishes all offers of assistance in the newspaper 	Ev. Männerarbeit i.a.	Campaign limited to Dortmund area, but information about campaign requested
Ban Ying	Awareness-raising, particularly among clients	<u>Berlin area</u> Poster campaign from 08.03. for 2 weeks, further 2 weeks (before WC), if nec. during WC In principle: for WC and beyond	<ol style="list-style-type: none"> 1. Posters 2. Website: www.verantwortlicherfreier.de – in five languages 3. Give always for distribution to potential clients and to be displayed, e.g. in pubs, bars, etc. (distribution mainly for the WC) 4. Support for the "Healthy client" action committee 		Funding still being sought, Sponsor still being sought Depending on financing, training of female students planned Information/link-ups requested

Organisation Name of campaign	Aims / Target groups	Duration and area of activity of campaign	Methods	Participants	Remarks/ Networking/ Link-ups/ Distribution of material
Koofra Hamburg	Incoming women/prostitutes In cooperation with others: awareness-raising among the public, men/clients	<u>Hamburg</u> For WC (and use of material thereafter)	1. Information material for all incoming women, with reference also to Kobra 2. Streetwork will be extended 3. In cooperation with context and other action alliance – activities in Hamburg 4. Cooperation with Senate administration, in the area of victim protection: public relations	Context Tampep Regional groups Senate, etc. (to be completed)	Material to be designed to be reusable and not specifically for WC Information, etc. requested
context e.V.	Men as clients Education and awareness-raising on themes of prostitution, identification as client, being a client, human trafficking Introduction of standards in dealing with prostitutes Offers of brief counselling, passing on to approp. counselling service	<u>Venues</u> Activities on match days, until immediately before kick-off	1. FairPlay postcards with ten recommendations for men/clients 2. Distribution targeted directly on clients (incl. training of organisations/members involved) 3. Groups of two to five persons, two of them as "strolling condoms" – distribution of condoms and postcards on streets and squares 4. Website www.freiersein.de – information on the topics and activities 5. further activities/materials using the label "being a client" 6. press work	Prostitutes' organisations in Germany, migrants counselling service, health centres, AIDS assistance, BzGA (Federal Centre for Health Education), working prostitutes, brothel keepers, working groups, round tables, offices, etc.	Information and link-ups requested
Nadeschda	Information, education for the public on human trafficking	<u>Herford and surrounding area</u>	1. Public relations work 2. Postcard and poster with football motif, on the reverse info on human trafficking, distribution also in public houses, public transport 3. existing hotline to be used (still being tested), German, English	Under completion	Information requested
FIM	Awareness-raising among men/potential clients, Encouraging responsible behaviour	<u>Nationwide</u>	1. "Stop forced prostitution" and other slogans for posters 2. Postcards and flyers with mention and contact details of specialist counselling services, etc. 3. Website – information on the subject, links to participants and specialist counselling services in federal territory 4. press work	A number of participants in federal territory, will be announced publicly	Any interested organisation can participate, material can be requested/used, link-up to website, etc. possible

Organisation Name of campaign	Aims/ Target groups	Duration and area of activity of campaign	Methods	Participants	Remarks/ Networking / Link-ups/ Distribution of material
Solwodi	Prevention in countries of origin Information and counselling for women forced into prostitution	<u>Nationwide</u> <u>In countries of origin</u>	1. Posters and flyers in countries of origin giving information and warning about human trafficking 2. Hotline for women affected in Germany, based in Berlin, accessible nationwide 24h, manned by women from countries of origin who wherever possible will have worked in this area, hence multilingual; training planned, to begin shortly 3. Provision of counselling by Solwodi, referrals also to KOK and counselling services and projects in countries of origin 4. Press conference in March, information material for Germany also being planned	Solwodi and projects in countries of origin	Further information possible
Jadwiga		<u>Munich and surrounding area</u> Before and during WC	1. Press conference 2. Use of FIM material 3. Launch event 4. Street activities, stalls	FIM and local players	Many of the activities depend on funding
FRANKA		<u>Kassel</u> Prior to and during WC	5. 08.03.2006 – event on topic of violence against women, 1 theme will be "forced prostitution" – information on all WC campaigns also to be provided here, therefore request for material to display 6. Event at end of March with a film on forced prostitution 7. Postcard (existing "Schau genau" – look carefully) will be used and distributed for WC	Local cooperation partners	Material and info for display requested
Düsseldorf women's counselling service	To be completed	<u>Düsseldorf</u> During WC	To be completed		

Organisation Name of campaign	Aims / Target groups	Duration and area of activity of campaign	Methods	Participants	Remarks/ Networking / Link-ups/ Distribution of material
German Women's Council "Final Whistle (abpfiß) – Stop Forced Prostitution" campaign	Public awareness-raising Encouragement of increased cooperation and networking of various local Women's Council groups at regional level, in particular at venues Explicit demands to those responsible for policy	<u>Nationwide</u> Start: 07.03.2006 (Press conference) and during WC	1. Flyer with political demands – collection of signatures 2. Activity brochure – published jointly with KOK (Background information on demands, description of possible activities and list of all counselling services) 3. Press and public relations work, information on the Internet page www.frauenrat.de and in newsletters 4. Posters and whistles for activities on the ground	KOK e.V. Amnesty International Federation of German Criminal Investigators European Christian Women's Ecum. Forum Medica Mondiale EKD <i>Männerarbeit</i> Men against Violence by men	Newsletter and material can be requested Local groups, etc. are called upon to participate in existing alliances or to cultivate new local alliances Link-ups/ networking requested
Vera	Awareness-raising/public information	<u>Magdeburg</u>	1. Itinerant exhibition "Ohne Glanz und Glamour" by TdF from 18 – 27.04.06 2. Postcard with announcement 3. 18.04. Launch event, further 2 to 3 events planned 4. Guided tours for school classes planned 5. Press and public relations work	Equality officers, AWO i.a. (workers' welfare)	Info requested
Kobra Lower Saxony	Raising public awareness of human trafficking	<u>Lower Saxony</u> During WC and beyond	1. Educational spot on human trafficking (for sexual exploitation and exploitation of labour) – to be shown in cinemas in Lower Saxony; publicity spot will refer to Kobra 2. Kobra has extended business hours, 10-15h and evenings – multilingual (all countries taking part) 3. Streetwork project continues	City of Hanover LKA (regional crime office), regional crime prevention council, etc.	Information requested

Collection / Details of campaigns by agreement with all the organisations listed
As at: 26.01.2006

KOK- Bundesweiter Koordinierungskreis gegen Frauenhandel und Gewalt an Frauen im Migrationsprozess e.V. (Federal Coordination Group against Trafficking in Women and Violence against Women in the Migration Process)

Denmark

RIGSPOLITIET

POLITI

POLICE DEPARTMENT

Polititorvet 14
DK-1780 Copenhagen V

Telephone: 3314 8888
Telefax: 3343 0006

Web: www.politi.dk

Strategy for reinforced police action against criminals who control prostitution

1. Introduction

Action to counter procuring and trafficking in women has been a priority area for the police in recent years.

When the planned police service reform has been completed and larger and more sustainable police districts established, it will provide possibilities to further intensify this action.

This present strategy defines an overarching framework for the measures to be taken to step up the action against procuring and trafficking in women, and it is the intention, for that purpose, to make the new police districts integrate the strategy into the planning of their future priority areas.

In addition, the strategy will be made operational in ongoing cooperation between the National Police and the local police districts. It should be noted in that connection that the new organisation of the police districts is only expected to be in place by the end of the first half of 2007. However, the strategy should be integrated as of now in activities preparing for the new police districts.

2. Activity in the past five years

Trafficking in women, including the exploitation of persons for prostitution (procuring, etc.), has been one of the crime areas that have been subjected to systematic, nationwide police monitoring by the National Commissioner's Investigative Support Centre, NEC, since 2001. To ensure systematic monitoring the police districts are required to report all available information to NEC on an ongoing basis, if it may be of importance for combating trafficking in women. The information received from the police districts is processed and analysed by NEC and complemented with other relevant information, for example from the customs and tax authorities and international cooperation partners.

The aim of this systematic monitoring is to give the police a comprehensive and updated pool of background knowledge that will enable the police forces to take proactive steps – meaning without awaiting any reports from the public – and ensure more targeted investigations in the areas that are under systematic police monitoring.

For all investigations conducted in the areas of crime that are subject to national, systematic police monitoring, including trafficking in women, the police districts may request data from NEC, and NEC can pass on information on its own initiative whenever it estimates that it may be of interest to the police districts for their work in countering and clearing up the relevant crime, or if the information is otherwise believed to be important for the performance of the police districts' work. Operational and tactical plans are prepared in collaboration between the relevant police district and NEC.

In connection with specific investigations into trafficking in women, the National Police may provide flying squad assistance to the police district in which a case has its roots, and a team of investigators is kept on constant stand-by to provide investigative assistance in this area. In conjunction with the action to combat trafficking in women, the National Police has employed an anthropologist, by agreement with the Ministry of Social Affairs, since 1 January 2005. The anthropologist's responsibilities include initiatives to foster collaboration between law-enforcing and social service actors in the area and to make it run more smoothly, in particular in relation to victims of trafficking crime.

All police districts have appointed contact police officers to deal with human trafficking and prostitution. One of the objectives behind the establishment of the contact officer scheme is to ensure efficient cooperation with the relevant social authorities and organisations.

In connection with introducing the contact officer scheme, the National Police held a seminar in March 2005, attended by both the contact officers and representatives from social authorities and organisations. The seminar presented information on relevant initiatives in the area, and the social organisations that provide support to victims presented contributions. In the area of police initiatives, the seminar focused on monitoring and analysis work, relevant investigation methods and international collaboration.

Trafficking in women is an international crime problem and international police cooperation is imperative. It is therefore given high priority, for example within the framework of Interpol, Europol and the Baltic Sea Cooperation on Organised Crime. In addition, several initiatives have been launched under the auspices of the so-called PTN Cooperation (Police and Customs Cooperation in the Nordic Region). The National Police is actively committed to these international activities.

3. Current situation

It is estimated that there are about 6,000 prostitutes in Denmark and about 700 organised brothel enterprises. This figure is, however, subject to some uncertainty, being based only on estimates derived from information held by the police.

The National Police believe that the proportion of foreign prostitutes has stabilised now, after growing since 2002, and foreign prostitutes are estimated to number 2,500 out of all prostitutes in Denmark.

Foreign prostitutes are primarily from Asia (including about 1,000 from Thailand), Central and Eastern Europe (including about 1,000 from the Baltic States, Poland, the Czech Republic, Slovakia, Hungary and Bulgaria), Africa (including about 250 from Nigeria and Uganda) and South America.

It is estimated that only very few of the prostitutes are under age. However, the police are always alert to checking whether specific cases involve child prostitution. Otherwise, no reports have been received by the National Police concerning foreign male prostitutes.

It is believed that the majority of foreign prostitutes receive help to a varying degree to pay for their journey to Denmark, and that the vast majority of them are aware that they will be working as prostitutes.

Frequently, the foreign women pay huge amounts for their transport to Denmark and repay their debts through prostitution. When their travelling expenses have been paid off, they typically receive 1/3 of their earnings, while the remainder is handed over to drivers, protectors and controllers, and the women also pay for room and board.

Frequently, foreign prostitutes have to provide sexual services of a nature and to an extent they would not have wished, and the controllers will often change the terms originally agreed. In some cases the women are exchanged between controllers in Denmark and neighbouring countries. Some women are also deprived of their savings when they leave Denmark.

Prostitutes from Thailand typically come to Denmark on the basis of a residence permit issued for the purpose of family reunification. Often this involves pro forma marriages, and several women with a Thai background have a leading role in the brothel business in Denmark. In contrast, prostitutes from the Baltic States, particularly Latvia, will typically travel to Denmark as visa-free tourists, while prostitutes from Africa enter Denmark primarily on Schengen visas issued in another Schengen state, especially Spain and Italy.

The Thai women arrive by air direct from Thailand, while transport in the case of the other nationalities is typically by air, train, bus and ferry from Finland, Spain, Italy, the Netherlands, Germany and Lithuania in particular.

Agents in the country of origin as well as in Denmark play a pivotal role in connection with foreign women's prostitution in Denmark. The foreign agents will frequently be in charge of recruitment and provision of travel documents and tickets, while agents in this country render assistance in providing a basis for residence, planning of the travel route and pick-up, accommodation, etc.

Persons associated with the biker groups will, by the way, often provide protection in connection with escort activity and take part in collecting money from massage parlours. In recent years, the police have observed that foreign prostitutes tend to work increasingly in the escort business and not in massage parlours as they used to do.

Trafficking in women and procuring are in the nature of organised and cross-border crime to a large extent.

It is partly profit-oriented (low detection risk and high proceeds) and partly involves multi-criminal groups and networks, in the Baltic States for instance. Women are typically recruited for prostitution in countries with emigration pressure due to unemployment, poverty and miserable future prospects, and in certain cases the recruitment is based on false promises.

For the number of reported crimes, charges, decisions and convictions concerned with procuring, etc. under sections 228-229 of the Criminal Code, referred to in section 4.1 below, and concerned with human trafficking under section 262a, in the period from 1 January 2000 to 31 August 2006, please refer to the tables below, noting in this connection that section 262a did not enter into force until 8 June 2002:

Number of crimes reported

Year reported	S. 228	S. 229(1)	S. 229(2)	S. 262a	Total
2000	22	9	1		32
2001	19	5	1		25
2002	7	1			8
2003	18	1		1	20
2004	20	4		2	26
2005	26	4		4	34
2006	10			1	11
Total	122	24	2	8	156

Number of charges

Year of charge	S. 228	S. 229(1)	S. 229(2)	S. 262a	Total
2000	37	2	1		40
2001	24	11	2		37
2002	14				14
2003	28	1		7	36
2004	51	1		4	56
2005	58	6		3	67
2006	13			1	14
Total	225	21	3	15	264

Number of decisions

Year of decision	S. 228	S. 229(1)	S. 229(2)	S. 262a	Total
2000	11				11
2001	37	8			45
2002	26	5	1		32
2003	13	4	3		20
2004	25	1		4	30
2005	40	2		8	50
2006	33	9		4	46
Total	185	29	4	16	234

Number of convictions

Year of conviction	S. 228	S. 229(1)	S. 229(2)	S. 262a	Total
2000	3				3
2001	16	5			21
2002	12	2			14
2003	4	3	1		8
2004	15	1		3	19
2005	18	2		7	27
2006	24	6		3	33
Total	92	19	1	13	125

* Other decisions

Year of decision	S. 228	S. 229(1)	S. 229(2)	S. 262a	Total
2000	8				8
2001	21	3			24
2002	14	3	1		18
2003	9	1	2		12
2004	10			1	11
2005	22			1	23
2006	9	3		1	13
Total	93	10	3	3	109

* includes acquittals and withdrawn charges according to S. 721(1)(2) and S. 721(1)(3) of the Administration of Justice Act and charges that are found to be groundless.

4. Future action

The new larger police districts will be sustainable entities with more resources, which can ensure that all police districts will have the capacity to specialise and focus their action to crack down on certain forms of crime, thus developing a platform for more targeted and effective strikes against crime.

In relation to the combating of procuring and trafficking in women, the new police districts will, for example, be able to adopt a more pre-emptive strategy when they can set specific, operational goals and allocate the necessary resources, thereby ensuring reinforced and efficient measures in the prostitution environment and particularly against the organisers and controllers of prostitution. As part of a more pre-emptive strategy in this area, local cooperation between the police, local and other public authorities and social organisations, etc. has to be expanded, for example through local action plans developed for this cooperation.

The National Police will continue to provide assistance to the local police districts in their efforts to combat procuring and trafficking in women. This will be done through NEC, which will have national responsibility for the systematic collection, processing and analysis of information on procuring and trafficking in women and also the preparation of specific investigation plans in cooperation with the relevant police districts. NEC will also be coordinating police action across the police districts and in relation to national authorities and international cooperation partners, including foreign police authorities. In addition, NEC will provide flying squad assistance and other forms of specialised, investigative assistance to police districts with large and more complex cases on their hands, particularly cases in which the investigations are conducted in collaboration with authorities of other countries.

After discussions in the top management of the police service, agreement has been reached between the National Commissioner and the commissioners of the new police districts to integrate the following elements into a general strategy for Danish police, aimed to ensure that, everywhere in the country, the police will take uniform and intensified measures against crime associated with prostitution:

4.1. Focus on criminals who control prostitution

The police measures taken in the past were focused primarily on offences in the nature of human trafficking – that is, violations of section 262a of the Criminal Code, according to which anyone who recruits, transports, houses or subsequently receives a person using special means such as unlawful coercion in order to exploit that person through sexual immorality, etc. will be punished with imprisonment for up to eight years.

It is, however, current experience that, in connection with the exploitation of women for prostitution, the circumstances are rarely, or can rarely be proved to be, of a character that provides a basis for initiating prosecution for violation of section 262a of the Criminal Code. However, there will often – especially in connection with foreign women's prostitution in this country – be a basis for investigations and possibly prosecution for violation of sections 228 and 229 of the Criminal Code, which have the following content:

Section 228

- (1) Any person who
 - 1) induces another to seek a profit by sexual immorality with others; or
 - 2) for the purpose of gain, induces another to indulge in sexual immorality with others or prevents another who engages in sexual immorality as a profession from giving it up; or
 - 3) keeps a brothel;shall be guilty of procuring and liable to imprisonment for any term not exceeding four years.
- (2) The same penalty shall apply to any person who incites or helps a person under the age of 21 to engage in sexual immorality as a profession, or to any person who abets some other person to leave the country in order that the latter shall engage in sexual immorality as a profession abroad or shall be used for such immorality, where that person is under the age of 21 or is at the time ignorant of the purpose.

Section 229

- (1) Any person who, for the purpose of gain or in frequently repeated cases, promotes sexual immorality by acting as an intermediary, or who derives profit from the activities of any person engaging in sexual immorality as a profession, shall be liable to imprisonment for any term not exceeding three years or, in mitigating circumstances, to a fine.
- (2) Any person who lets a room in a hotel or inn for the carrying on of prostitution as a profession shall be liable to imprisonment for any term not exceeding one year or, in mitigating circumstances, to a fine.

Foreign women who are exploited for prostitution in this country may, in the circumstances, also be victims of organised human smuggling, which is punishable with imprisonment for up to eight years under section 125a of the Criminal Code.

Violations of sections 125a, 228 and 229 of the Criminal Code are – like violations of section 262a of the Criminal Code – considered as serious punishable offences. Targeted police action is therefore required in order to reveal and prosecute the controllers of prostitution, irrespective of whether the concrete offences fall within sections 262a, 228 and 229 or section 125a of the Criminal Code. The concept of controllers of prostitution thus covers anyone who exploits prostitution by other persons in a way that involves violation of the provisions of the Criminal Code.

In all local police districts, action to crack down on the controllers of prostitution will be a focus area and given a uniform high level of priority, and its implementation will be based on local strategies and plans of action.

4.2. Local strategies and plans of action

Based on the overall strategy, each of the new police districts will develop local strategies and plans of action for stronger measures against the controllers of prostitution.

Each police district should, for this purpose, define measurable action areas, also to ensure efficient and systematic collection, processing and analysis of details about the prostitution environment in the district, implementation of proactive and targeted investigative measures to track down the controllers of prostitution, establishment of expanded cooperation with relevant authorities and organisations in the police district and with NEC, and documentation on the intensified police action and the results it generates.

Before the end of 2006, the National Commissioner's Office will distribute guidelines to the police districts on the combating of procuring and human trafficking, including a description of "best practice" in the area. Through POLNET, the internal electronic police network, NEC will communicate information to the local districts whenever it is assessed to be of importance for their investigations into the organisation of prostitution.

The local strategies to be defined should be based on careful analysis work in the light of any information about the prostitution environment and its controllers that is or can be made available, and measures in relation to the various forms of prostitution controlled by criminals, such as escort services, brothel activity and street prostitution, should be carried out using the investigative and control tactics and methods that are considered most appropriate in any given situation.

The new police districts are required to send reports to the National Commissioner's Office on their local strategies and plans of action by 1 October 2007.

4.3. Allocation of the necessary resources

Each of the new police districts will be required to allocate the resources necessary to ensure that all districts can launch and complete a targeted and effective strike against the controllers of prostitution in their police districts based on systematic control activity as well as the collection, processing and analysis of intelligence about the prostitution environment in the area of their districts.

These requirements may be met, in the circumstances, by appointing a special team of officers in the police district, whose primary field of work will comprise implementing and completing the district's intensified action against the controllers of prostitution. Such special teams should, as far as possible, include officers from the investigative and uniformed departments and the community police, and one or more of the district's prosecuting officers should be involved as well. It is otherwise assumed that all relevant units of the police district will be involved, in their respective fields of responsibility, and contribute to the general effort focused on the controllers of prostitution.

In addition, each police district will have to appoint one or more leading contact officers to coordinate the district's initiatives against controllers of prostitution and the cooperation with both local authorities and organisations and NEC. The National Commissioner will be in charge of summoning the leading contact officers to regular coordinating meetings to review action against the controllers of prostitution.

The police districts have to submit reports to the National Commissioner before 1 July 2007, presenting the delegation of tasks and responsibility in their districts in respect of action against the controllers of prostitution. In addition, the reports have to include information about their leading contact officers.

The resources allocated to police action against the controllers of prostitution will, with effect from 1 January 2007, be documented on the basis of a special code in the police service's time registration system (POLTID) to be determined by the National Commissioner's Office before the end of 2006.

4.4. Systematic collection, processing and analysis of intelligence from the prostitution environment

Traditional investigations, taking their starting point in a concrete report of an offence to the police, are rarely an adequate approach to the crime committed by those who control prostitution.

The investigative work therefore has to be organised in ways that make it possible for the police to start proactive measures – i.e. without awaiting specific reports of offences – launching intelligence-based and targeted investigations against the controllers of prostitution, aimed not only at uncovering criminal activity but also at countering such activity.

A prior requirement is systematic and efficient collection, processing and analysis of all intelligence relevant to the prostitution environment, in the particular police districts and at the national level, in order to identify the criminals who control prostitution.

As part of this activity, each police district will have to map out the prostitution environment and keep this mapping constantly updated, for example, to identify prostitutes and established brothel enterprises in each police district, if possible, as well as other persons associated with prostitution.

The information that the police districts collect will be reported to NEC as part of the nationwide monitoring of the area. In that connection, NEC will ensure that the information is registered, processed and supplemented with intelligence from other sources and authorities, including collaboration partners abroad. In addition, all the information, stored in a special database, will be made available to the continuing analysis process in the police districts. NEC will also be able to contribute input to the districts' mapping of their prostitution environments, for example on escort activity offered via the internet, which may have ramifications in several police districts.

As part of the nationwide monitoring scheme, NEC prepares strategic and operational analyses at the national level, and in cooperation with the police districts NEC prepares briefs for specific investigative steps against criminals who control prostitution.

Based on the systematic collection, processing and analysis of information about the prostitution environment, all police districts should, before the end of 2007, and involving NEC to any relevant extent – have specific investigative briefs in place, targeted against the controllers of prostitution.

4.5. Reinforced control activity

Each police district is required to carry out systematic street-level activities combined with intensified and repeated control activity in the prostitution environment in order to keep their mapping updated and facilitate systematic collection, processing and analysis of all information they possess about the prostitution environment.

In this connection, the goal set for the police districts, to be attained before the end of 2007, is that they will have completed one or several control visits to all brothel enterprises, etc. that are known in each particular police district. Such control visits mean inspections conducted by the police with the necessary legal authority or conducted with assistance from the police for the purpose of checking that relevant rules are being observed.

Control visits should as far as possible be carried out in cooperation with other relevant authorities such as social authorities, the health service, customs and tax authorities and social organisations that deal with special tasks in relation to prostitution and with the participation of representatives from such authorities and organisations.

Control activities must generally be conducted in conformity with the relevant rules laid down for such activity and, in that connection, the National Police will take the initiative of having any issues concerned with legal authority clarified, thus ensuring the efficiency of the action against controllers of prostitution.

The police districts have to constantly register the number of control visits, etc. to the prostitution environment and send quarterly reports to the National Commissioner's Office, on 1 October 2007 for the first time.

4.6. Proactive and targeted investigations

Based on their systematic collection, processing and analysis of intelligence from the prostitution environment and their specified investigative briefs prepared in cooperation with NEC, the police districts have to launch targeted investigations against criminals who control prostitution.

As an element of the investigative activity in this area, the police districts should continuously assess the need for and opportunities for taking special investigative steps, for example in the form of

- interception of communications,
- long-term surveillance (shadowing) and
- police infiltration of relevant groups (use of informants, etc.)

It may also be relevant in connection with investigative measures to uncover foreign contacts and cooperative partners, for example by following certain persons' travelling activity and patterns. Accordingly, the police districts should utilise the opportunities provided by the Schengen Convention – via registrations in SIS, the Schengen Information System – which allow them to carry out discreet observations and targeted controls whenever they consider them to be relevant.

The motive that drives the controllers of prostitution will most frequently be profit, and it should therefore be an integral part of any investigative action against the controllers of prostitution to try – potentially in collaboration with the customs and tax authorities – to systematically track the proceeds of crime, with a view to their seizure and confiscation. Any relevant clue must be acted upon, for instance by contact with authorities abroad and possibly with assistance from the Special Prosecutor for Serious Economic Crime and the customs and tax experts affiliated with NEC.

Along the same lines, foreign prostitutes should be subjected to systematic checking of their residence base in this country in order to uncover any criminal offences that may have been committed by other persons in connection with their entry.

NEC provides assistance to the local police districts, ensuring investigative coordination across districts and in relation to international cooperative partners. In addition, NEC will be able to provide special investigative assistance in certain types of cases.

Where links to other countries are detected in connection with investigations against controllers of prostitution, the police district responsible for investigations should consider the possibility, in cooperation with NEC, of launching a deeper investigation into such links with assistance from relevant foreign authorities. For that purpose, NEC will be able to arrange assistance by foreign police officers in this country or Danish police assistance abroad, and it will also be possible, through NEC, to take measures to set up international teams of investigators with the participation of the Danish flying squad and foreign police agencies.

In connection with international relations, it may be added that, in their actions against criminals who control prostitution, the police districts should also be alert at all times to the opportunities, via NEC, to benefit fully from the police and customs cooperation between the Nordic countries, the Baltic Sea Cooperation on Organised Crime and Europol and Interpol. In specific cases, NEC will also be able to arrange assistance from Nordic police liaison officers abroad and foreign police liaison officers in Denmark. Furthermore, a Danish police officer has been posted for a two-year period to Interpol headquarters in Lyon, France, with trafficking in women as his key area of responsibility. In addition, the Thai authorities have pledged their assistance to Danish police, to the widest extent possible, in the implementation of intensified police action against those controllers of prostitution who have connections with Thailand.

Europol and Eurojust, in particular, should be involved systematically in cases where they can contribute to investigations targeted at controllers of prostitution in Denmark or abroad.

The police districts carry out ongoing registration of the investigations they initiate and they are required to submit quarterly reports on them to the National Commissioner's Office, on 1 October 2007 for the first time. It is assumed in that connection that all police districts will have launched investigations against controllers of prostitution before the end of 2007, potentially based on the investigative briefs referred to in Section 4.4.

In addition, NEC will carry out ongoing surveys of the extent of the investigative assistance provided by the National Police to the local police districts.

4.7. Lenient treatment of victims and witnesses

As part of the implementation of the Government's plan of action to combat trafficking in women, a range of social support initiatives have been developed to help the victims of trafficking, etc. These special initiatives are administered by private prostitute support groups such as "Reden Stop Kvindehandel", "Pro Vejle" and "Prostitution og Kvindehandel/Aarhus".

In principle, the police should consider all – both Danish and foreign – women who are prostitutes as potential victims of criminal offences.

Against this background, the police should ensure that women encountered in prostitution circles are informed of the social programmes offered by organisations such as "Reden Stop Kvindehandel", regardless of whether there is a basis for arresting them. The police should also help the women to contact the relevant authorities and organisations, if they express a request for such contact. If a woman is arrested, the police will in any event contact the relevant social authority or organisation, which will then be able to appear at the police station to present the woman with the relevant support programmes.

When planned police actions are launched in the prostitution environment, representatives of the relevant social authorities and organisations should, to the widest extent possible, be present while the actions are carried out.

The National Police employs an anthropologist, by agreement with the Ministry of Social Affairs. The anthropologist's responsibility is to foster collaboration between law-enforcing and social authorities and organisations and to make it operate more smoothly. The anthropologist, who is attached to NEC, will be able to provide assistance and counselling to police districts in general as well as in specific cases.

The police districts should cooperate with the immigration authorities to ensure that the time limit for departure set for foreign victims and witnesses who are ordered to leave this country makes it possible for these persons to remain in the country as long as necessary for the investigation or prosecution of the criminal offences committed, or that a fixed time limit for departure is extended if necessary. Before any compulsory deportation is carried out, the police must ensure that a foreign victim of a criminal offence associated with prostitution has been offered relevant social support measures and also measures to facilitate the woman's return to her own country.

The police districts also have to check that measures are taken, if necessary, to protect intimidated witnesses in connection with investigations and prosecution of the controllers of prostitution. The National Police provide assistance to the local districts with a view to their implementation of certain special witness protection measures such as witness protection initiated and completed in cooperation with foreign authorities.

The police districts will carry out ongoing registration of the extent to which the police have offered contact between prostitutes and social authorities and organisations, and the extent to which such contacts have, in fact, been established on the basis of police initiatives. In addition, the police districts register all cases in which foreign victims have assisted the police in the investigation of criminal offences associated with prostitution and cases in which the police have caused a regular time limit for departure to be extended for the sake of investigation or prosecution of such criminal offences. The information has to be reported to the National Commissioner on a quarterly basis, on 1 October 2007 for the first time.

4.8. Supplementary training

The intensified action against the controllers of prostitution will be supported by strengthened training activity in the police force.

It will be carried out in conjunction with the basic programme of the Police College, where the combating of procuring and trafficking in human beings will be integrated into basic courses, and through continuing training activity for police officers and prosecution staff. This will be organised by NEC in cooperation with the leading contact officers of the local districts and external partners who cooperate with the police in this area.

The scope of these training activities will be registered by the National Commissioner's Office on an ongoing basis.

4.9. Extended cooperation with other authorities and organisations, etc.

Greater efficiency in action against the controllers of prostitution will depend on reinforced cooperation at both local and national level between law-enforcing and other relevant authorities as well as certain organisations, associations and enterprises including, in particular, authorities and organisations responsible for social and health programmes, customs and tax authorities and enterprises in the hotel and restaurant business. For this purpose, the police will, in principle, be prepared to enter into close and constructive cooperation with all parties who can contribute to intensified action against the controllers of prostitution.

All police districts should draw up local plans of action for reinforced cooperation between the police and external cooperation partners in connection with their action against controllers of prostitution. The police districts have to submit reports on such plans of action to the National Commissioner by 1 October 2007, as described in section 4.2.

In addition, the National Police will take steps to set up a national reference group to monitor police action against the controllers of prostitution. The reference group, which will include representatives from relevant authorities and organisations, etc., will be able to serve as the forum for ongoing dialogue on general issues of importance for police measures as well as cooperative relations between the police and other authorities and organisations such as customs and tax authorities, social authorities, the health service and the immigration authorities, ensuring uniform and coordinated steps everywhere and using the necessary resources.

Efficient police action against the controllers of prostitution will require that other authorities and organisations, etc., pass on relevant information to the police, to the widest extent possible. Frequently, it will be difficult for the police alone to uncover all necessary aspects of the prostitution environment, and information about the prostitution environment passed on from others to the police – if necessary in anonymised form – is thus of great importance to the police, making it possible to launch focused actions against the controllers of prostitution.

It should be ensured in that connection that information can be passed on lawfully, observing the rules on privacy, for example, and importance should be attached to ensuring that all information is passed on in a way that will not be capable of putting obstacles in the way of the provision of social measures related to the prostitution environment, for example.

The National Police, cooperating with the Ministry of Justice, will take the initiative of having specific guidelines prepared on the exchange of personal data, for example between the police and social authorities and organisations, in conjunction with action against the controllers of prostitution.

4.10. Preventive measures

The view of the police is that, in the processing of specific applications for visas and residence permits in this country, attention should be paid to potential victims of offences in connection with prostitution.

Against that background, the National Police will take initiatives to step up cooperation with the immigration authorities in an effort to try – in connection with the processing of applications for visas and residence permits – to pinpoint potential victims in relation to prostitution, before they arrive in Denmark, thereby seeking, to the widest extent possible, to counter criminal offences. This could be done if the National Police, upon request or on their own initiative, pass on relevant information to the immigration authorities. Furthermore, the National Police will be able to contribute to the instruction and training of the case-processing staff of the immigration authorities.

Frequently, foreign prostitutes enter this country on the basis of visas issued by one of the other Schengen states. Based on reports from the police districts, the National Police therefore plans to carry out a systematic mapping of the residence base of foreign prostitutes in order to take the initiative, if necessary, of discussing special problems related to the issue of visas with the relevant Schengen states.

In addition, via the Ministry of Foreign Affairs, the National Police will enter into dialogue and cooperation with countries whose citizens are often part of the prostitution environment, for example to promote targeted information campaigns and raise awareness in the countries in question.

5. Further considerations

In cooperation with the local police districts, the National Police will continuously evaluate the implementation of the reinforced action against the controllers of prostitution for the purpose of adjusting and adapting the measures taken, if necessary, for instance by identifying, developing and testing new control and investigation methods.

The special characteristic of procuring and trafficking in women is that the product – the prostitution service – is marketed in an open market and that the customer relationship is not criminalised. This means that a possible approach might be to use the marketing itself as a tactical instrument to focus police action and perhaps even induce the providers of marketing media to support the police action carried out in this area.

There may also be good reason to focus on the users, for example by creating the necessary framework and basis on which they can anonymously report cases suspected of involving procuring and trafficking in women, or by letting users step forward as witnesses in cases concerned with procuring and trafficking in women to a greater extent than in the past. It should be noted in that connection that more police control of prostitution activity and increasing use of witnesses may have a significant impact on demand for the services provided by prostitutes.

The National Police intend to continue the work of formulating general strategies in these areas, possibly launching pilot projects in police districts that are particularly affected, in order to test potential new strategies as well as control and investigation tactics and methods.

Romania**Network of media contacts on trafficking in human beings
of the National Agency against Trafficking in Persons**

Name	Working place	Postal Address	Telephone number	Fax number	E-mail
Marilena Nedelcu	Realitatea TV	1 Casa Presei Libere, corp A, 2 nd floor, sector 1, Bucharest	Office: +4021.549.1306 Mobile: +40723.332.445	+4021.316.00.24	marilena.nedelcu@realitatea.net
Victor Manta	Prompt Media Press agency	1-3, Walter Mărăcineanu St., 2 nd floor, room 155, sector 1, Bucharest	Office: +4021.314.93.79 Mobile: +40744.779.126	+4021.314.93.82	contact@promptmedia.ro , pmedia@mc.ro , victormantaw@yahoo.com
Adina Bucur	Mediafax Press agency	3B Tudor Arghezi St., sector 2, Bucharest	+40 318256 124, +40 318256 125 Mobile: +40744.564.632	+40 318 256 140 +40 318 256 113	social@mediafax.ro
Magdalena Tănăsescu	“România liberă” Newspaper	3-5 Nerva Traian St., Sector 3, Bucharest	Office: +4021-202.81.87 Mobile: +40722.205.136	+4021.202.82.36	magdalenat6@yahoo.com
Răzvan Belciuganu	“Jurnalul Național” Newspaper	1 Pta Presei Libere, Casa Presei, Corp D, 8 th floor, Sector 1, Bucharest	+4021.318.20.37 +40318.20.43 Mobile: +40744.380.511	+4021.318.20.35	razvan.belciuganu@jurnalul.ro
Octavian Coman	Europa FM radio station	5 Intrarea Camil Petrescu, sector 1, Bucharest	+4021.201.05.32; +4021. 201.05.33 Mobile: +40721.896.497	+4021.201.05.39	octavian@europafm.ro octaviancoman@yahoo.fr

Name	Working place	Postal Address	Telephone number	Fax number	E-mail
Dănuț Marian Pușcașu	ROMPRES Press agency	1 Piața Presei Libere, sector 1, Bucharest	+4021.207.61.11 Mobile: +40724.535.059	+4021.207.62.01	dap2006rompres@yahoo.com danutmarianpuscasu@yahoo.com rom_centrale@rompres.ro
Mihai Ursu	Prima TV	1-3 Iuliu Maniu St. sector 6, Bucharest	+4021.318.77.77 Mobile: +40741.006.900	+4021.318.77.77	mihai.ursu@primatv.ro
Ramona Alexandrescu Țole	Radio România Actualități	60-64 General Berthelot St., sector 1, Bucharest	+4021.303.14.86 Mobile: +40745.124.029	+4021.303.14.86	r3ramona@yahoo.com

Contributions from EUROPOL, EUROJUST and FRONTEX to the Action Points in the EU Action Plan on Trafficking in Human Beings:**EUROPOL****Point 1(1)(a)**

Member States to share lists of priority origin and transit countries and most frequently encountered routes. Information should be sent to Europol especially for the continuous work being taken forward at Europol on the Organised Crime Threat Assessment (OCTA).

The JHA Council on 1/2 June 2006 adopted Council conclusions (8489/3/06 CRIMORG 71) setting EU priorities for the fight against organised crime based on the OCTA. The priorities include combating human trafficking. To enhance the objective Europol sent out an intelligence collection plan to the Member States on "Priority origin and transit countries and most frequently encountered routes". The collection plan was sent out on 17 October 2006 with a deadline to respond by 13 November 2006. So far twelve (12) Member States have responded.

Point 2(1)(a)

To develop common guidelines for the collection of data including comparable indicators. To take account of differences between types of trafficking and categories of victims. Such work should also take account of re-trafficked victims. [work to be done by:] Commission (Eurostat) and Europol.

The Commission is working on the establishment of indicators for different types of trafficking. This will be the basis for harmonised data collection. The first draft will presumably be available in February 2007. Europol is also participating in a project together with ICMPD, MARRI and ACTA (a network of NGOs), with the project being funded by the Swiss Agency for Development and Cooperation and the Norwegian Ministry of Foreign Affairs, to develop common guidelines for the collection of data focusing on trafficking in human beings in the South-East Europe region. The intention is that these guidelines could also serve as common guidelines for the Member States.

Point 3(3)(ev)

Following consideration and agreement in the FRONTEX Management Board, trafficking to be mainstreamed into the work of FRONTEX including (...) complementary cooperation with Europol.

See point 5(1)(e).

Point 4(2)(a)

Member States to report any current best practice on community engagement and community policing strategies adopted to deter trafficking that may occur informally within communities, for example trafficking for domestic service. This process should cover strategies used for all forms of trafficking for whatever purpose (sexual exploitation and more widely) and including specific groups of victims, i.e. women and children. Member States to report any best practice to the Presidency, copying it to Europol as appropriate.

Europol has been copied in by the UK in relation to Operation Pentameter, which underlined best practice from a national anti-trafficking operation at regional and local level.

Point 5(1)(a)

Member States to (...) to share pertinent information and intelligence with Europol [and Interpol], and Europol to strengthen links with Interpol. Europol to report to Europol Management Board on information sharing from Member States, and on status of wider cooperation with Interpol.

Europol is cooperating on a regular basis with Interpol to improve the strategic and tactical picture on trafficking in human beings. A road map has been established between Europol and Interpol following the evaluation of the cooperation agreement made in May 2006. Scheduled meetings at management level between Europol and Interpol on a bi-annual basis. Regular ad hoc meetings at working level are taking place between Europol and Interpol and close cooperation links between the two relevant units at Interpol and Europol are being developed. Europol has a liaison officer placed at Interpol HQ in Lyon and agreement was reached that Interpol should also post a Liaison Officer to Europol. An exchange programme will be initiated in 2007 between Interpol and Europol which could also apply to staff from this crime area.

Point 5(1)(b)

Europol [should have] produced the OCTA. Member States to make use of the Organised Crime Threat Assessment (OCTA) to assist with an EU wide assessment and prioritisation of action. Member States to be using it to plan operational priorities.

The first OCTA was published in June 2006. The Crimes against Persons Unit (responsible for trafficking in human beings at Europol) contributes to the OCTA and as a result of the 2006 OCTA the COSPOL project on Trafficking in Human Beings was established.

Point 5(1)(c)

EU to strengthen formal links to International Organisations to tap into data on routes, sources and methods. Europol to develop formal liaison arrangements in line with the guidance of the Europol Management Board. Council to support a networking event for international organisation/law enforcement to develop links. Networking Event takes place. Europol to report to the Europol Management Board about future external arrangements.

Europol is strengthening its cooperation with international organisations and NGOs. Regular working partners are IOM, ICMPD, OSCE, UNODC and ECPAT. All these organisations contribute with very valuable strategic information to Europol on a regular basis. Based on a proposal made by Europol, the Europol Management Board endorsed the Europol External Strategy 2006-2008 that provides for the possibility of developing arrangements for receiving operational information (in addition to strategic information) from third partners (e.g. IOM). Europol has also developed strategic or operational cooperation agreements with the Western Balkan states and with Russia.

Point 5(1)(d)

Member States to put intelligence into the concerned Analytical Work File at Europol. Europol to report to the Council structures on further developments.

Europol, in order to strengthen its operational support and analytical activities in the area of trafficking in human beings, is expanding its analytical work file on trafficking in human beings as from the beginning of 2007. The new work file concept is designed to better meet the different needs of the Member States or regional requirements defined by the OCTA and e.g. prioritised by the PCTF. In future Europol will therefore be able to respond more swiftly to specific operational requests, as e.g. the new PCTF COSPOL Project against trafficking in women from Romania, decided by PCTF at its strategic meeting on 23 November 2006.

Point 5(1)(e)

Europol and FRONTEX to develop complementary cooperation, especially with regard to their analytical activities concerning the phenomenon. Europol and FRONTEX to report to the Council structures.

Europol and FRONTEX have established good contact and working relations. Both organisations are in the process of establishing an agreement between them which will enable and provide the legal possibility for exchanging strategic information. This cooperation agreement is scheduled to be in place before mid-2007.

Point 5(2)(a)

CEPOL to take the lead in developing AGIS funded resources including recent guideline manuals and other resources such as the Interpol manual, into a core curriculum for senior police officers – to be cascaded as appropriate. CEPOL to then regularly organise specific training for law enforcement personnel on trafficking. Training should consider trafficking within the context of migrant smuggling also.

Europol has provided CEPOL with training manuals on trafficking in human beings. Experts from Europol are supporting CEPOL and the Member States during the training courses arranged by CEPOL.

Point 5(3)(b)

PCTF and Europol to report annually on how trafficking has been taken forward within their work programmes. Recommendations considered in drafting Europol work programme and revising COSPOL strategy.

The EU Action Plan on Trafficking in Human Beings is recognised in the Europol work programme for 2006 and 2007. It is also recognised in the draft work programme for 2008. Many of the actions mentioned in the action plan were already recognised as a priority for Europol even before the action plan was adopted. Europol also had an active part in the development of the action plan and most of the recommendations proposed by Europol were adopted in the action plan. The Finnish Presidency also reported on those aspects during the PCTF meeting on 23 November 2006.

FRONTEX

FRONTEX first of all points out that FRONTEX is of course a new Agency, having commenced its operations just over one year ago. We are therefore very much in the process of setting up structures, improving information flows and looking to develop a secure information system for use in our new permanent accommodation, which we expect to occupy early in the New Year. Notwithstanding these facts, we have identified where we can make a contribution to the EU Action Plan on THB.

Points 3(3)(e) and 5(1)(e) contain the applicable actions for FRONTEX. Point 5(1)(e) deals with the more general aspect of Europol and FRONTEX developing complementary cooperation in respect of analytical activities concerning the phenomenon of THB. This need for complementary cooperation is also underlined (literally) in point 3(3)(e)(v).

The need for the Agency to cooperate closely with Europol was of course provided for in the Regulation (2007/2004) establishing FRONTEX, which contains a specific Article (13) relating to this aspect. Shortly after the Agency became operational, a high-level delegation visited Europol HQ in November 2005 to discuss with its director and relevant senior managers areas of cooperation and how complementary action in respect of our separate remits could be taken forward. As a result a draft agreement on future working arrangements was sent to Europol at the beginning of 2006 and we hope that this agreement will be concluded early 2007. In the meantime we have been cooperating with Europol on a regular basis in a number of areas:

- FRONTEX has provided an input into both the 2005 and 2006 OCTA reports
- FRONTEX has joined with Europol and ICMPD as a formal partner in the MTM dialogue
- FRONTEX has joined with Europol and Interpol in the follow-up work to the previous EMED project delivered by those two organisations
- In response to tasking by the former Austrian Presidency, we are producing with Europol by the end of 2006 a joint threat assessment of illegal migration routes passing through the Western Balkans to the EU
- FRONTEX has arranged for Europol to deliver strategic intelligence training to our analysts and other operational staff in January 2007
- Each organisation has received various visits from officers of the other, and I represented FRONTEX at the annual THB meeting held at Europol HQ on 23-24 October as well as the earlier PCTF meeting also held at Europol HQ on 3 October when *inter alia* the COSPOL THB project was discussed.

As is the case with illegal immigration, Europol is moving onwards, creating a generic THB Analysis Work File (AWF), which is currently known as "Maritsa" but is likely to change its name in 2007. This will be the right vehicle -once an agreement is in place- for FRONTEX to pass any general strategic intelligence on THB to Europol, allowing further development by its own analytical section. Equally, it will be open to Europol to pass any strategic intelligence on THB matters related to activities at the external borders to the Risk Analysis Unit (RAU) at FRONTEX.

Point 3(3)(e)

"Following consideration and agreement in the FRONTEX Management Board, trafficking to be mainstreamed into the work of FRONTEX including:

- (i) through the coordination and organisation of joint operations and pilot projects at the EU's external border*
- (ii) through the supply of risk analyses to Member States*
- (iii) through the development of common strategies to tackle trafficking through ports*
- (iv) and through the dissemination of training materials*
- (v) complementary cooperation with Europol.*

FRONTEX's work will take into account the particular circumstances of the most vulnerable victims, in particular children and women."

Dealing with each subsection in turn:

- (i) FRONTEX will explore the possibility of providing any available relevant intelligence to the current COSPOL project (being taken forward by Austria and Romania), the analysis of which will fall to Europol. Subject to available intelligence, FRONTEX will also look to mount a joint THB operation in 2007 in tandem with Europol.
- (ii) RAU already produce tailored and periodical risk analyses to MS, which contain references to THB.
- (iii) Where intelligence identifies particular ports as high-risk entry/exit points for THB, consideration will be given to the mounting of joint operations and/or focused training taking into account protection issues for the most vulnerable groups (women and children).
- (iv) The intention is to include elements of existing THB training from IOM and CEPOL in the Common Core Curriculum that has been developed by the FRONTEX Training Unit, the aim being to raise the awareness of EU Border Guard officers and improve profiling. IOM has already been approached on this issue and given its consent.
- (v) See 4 above.

EUROJUST

As requested in **point 5(4)(a)** of the Action Plan on Trafficking in Human Being adopted by the Council on 1-2 December 2005, Eurojust provided the following information on trafficking investigations in which Eurojust assisted in the period from 1 January 2006 until 15 November 2006.

In this period Eurojust assisted with a total of 56 THB cases (26 cases were opened in 2006). In 10 cases out of the new 26, the purpose of the THB was indicated: sexual exploitation (7 cases) and trafficking of workers (3 cases). In 12 out of 26 THB cases, an organised crime group was identified. In some of the cases, THB was only one of the various activities carried out by the groups.

Moreover, as mentioned in Eurojust's contribution of 25 October 2006 to the Council conclusions setting the EU priorities for the fight against organised crime based on the OCTA, in 2006 Eurojust has dealt with THB originating in particular from eastern Asia as well as from neighbouring countries such as Moldova, Belarus and Russia.

Eurojust has also played an important role in THB cases by organising coordination meetings, very often involving origin, transit and destination countries.

Regarding the countries which have been most involved in THB cases coordinated by Eurojust, the following five countries should be mentioned in order of frequency of ownership and involvement: Germany, Austria, the Netherlands, United Kingdom and France. Additionally, Italy, Greece, Lithuania and Latvia should be mentioned as the countries which have often dealt with THB cases related to external borders. Moreover, it is worth mentioning that Norway and Romania have also dealt with a considerable number of THB cases.

To illustrate Eurojust's involvement in THB cases with some concrete examples showing in particular the complexity and nature of such cases, Eurojust would like to mention two particular cases:

Case 1 – Russian prostitution

Countries involved: Russian Federation, France and Austria.

Facts of the case: The case concerns a network of Russian prostitution which had been active in the Paris region since 2002 and was traced in 2005 through some related investigations. The prostitutes were mainly of Russian origin and entered French territory using visas obtained at the French Embassy in Moscow by showing forged invitations from several business companies located in France. Two Russian nationals involved in this THB were arrested in France in September 2005 and during the respective hearings they explained that they were paid € 200.00 each per forged invitation. Those payments were made via bank accounts located in Austria.

Currently, the investigation is still ongoing and is led by an investigating magistrate in Paris. In the meantime an MLA request was sent to Austria in order to cross-check the movements of the bank accounts.

Eurojust's involvement: Eurojust has played an important role in facilitating the above MLA requests in different countries.

Case 2 – Exploitation of Polish workers

Countries involved: Italy and Poland.

Facts of the case: Following a complex investigation carried out by Italian Carabinieri (ROS of Bari) under the direction of the DDA of Bari, the Court of Bari-Judge for Preliminary Investigations (Italy) ordered 27 custody measures in Italy (24 preventive detentions and 3 house arrest orders). The investigation is based on the complaints/statements of the victims (mainly young Polish persons) and telephone tapping. Both sources pointed out a two-level trans-national criminal organisation dedicated to the trafficking of human beings for the purposes of labour exploitation. The first level is based in Poland (3 Polish persons identified as "organisers") and is in charge of the recruitment and the organisation of the trip to Italy. The second level is mainly based in Foggia (Italy) and is composed of 8 Poles, 2 Ukrainians and 1 Italian. They are identified as heads of operational cells, dealing with the exploitation of the victims. Furthermore, 16 other persons appear as "dependants" of the above two groups of leaders and carry out support functions (drivers/guards), while 9 others (not yet clearly identified) appear to be involved in other roles (e.g. intermediaries).

Regarding the cross-border character of the case, the trafficking route appears to involve at least four countries (Poland, as country of origin, the Czech Republic and Austria, as transit countries, and Italy, as country of destination).

Eurojust's involvement: Eurojust has played an important role in this case. In particular, a coordination meeting was organised at Eurojust's premises on 8 August 2006.
