

Against prostitution and human trafficking  
for sexual purposes



REGERINGSKANSLIET

Government Offices  
of Sweden

PAWELLE LATO



“ Prostitution and human trafficking for sexual purposes represent a serious obstacle to both social equality and gender equality. It is unacceptable that people – mostly women and children – are being purchased and exploited like merchandise. Victims of human trafficking and prostitution lose power over their lives and their bodies. They are robbed of the chance to enjoy their human rights.”

Nyamko Sabuni,  
Minister for Integration and Gender Equality

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■ **Prostitution and human trafficking for sexual purposes – a violation of human rights**

Prostitution and trafficking for sexual purposes represent a serious threat to social equality, gender equality and the enjoyment of human rights.



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■ **Greater protection and support for those at risk**

Could it be human trafficking? This is the title of a joint publication from the National Board of Health and Welfare and UNICEF Sweden setting out guidelines on how government agency staff are to identify and deal with child victims of trafficking. Child rights lawyer Christina Heilborn is one of those responsible for the training project.



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■ **More emphasis on preventive work**

To improve prevention, social service efforts to help both people who want to stop buying sex and people who are either in prostitution or have been exposed to trafficking are to be evaluated. Ola Florin is in charge of the assignment at the National Board of Health and Welfare.



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■ **Higher standards and greater efficiency in the justice system**

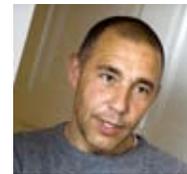
The fight against prostitution and trafficking for sexual purposes is to be made more effective with the aid of an extra SEK 52 million in government funding for police and prosecutors' operational and skills enhancement activities. Kajsa Wahlberg is responsible for professional and methodological development at the National Police Board.



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■ **Increased national and international cooperation**

Enhance cooperation among government agencies and NGOs and establish a consensus on which to base a common fight against prostitution and human trafficking – this is the task assigned to Patrik Cederlöf, national coordinator at the Stockholm County Administrative Board.



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■ **Greater knowledge and awareness**

Is the Internet changing the way young people view sexual exposure, and is there a link here to sexual exploitation and abuse? The National Board for Youth Affairs has launched a study to find out.



# Prostitution and human trafficking – a violation of human rights

## **Demand is the key**

What primarily sustains trafficking and prostitution is demand. In other words, the fact that people – mostly men – buy sex.

### **Prostitution and human trafficking are sustained by demand**

Prostitution and human trafficking for sexual purposes represent a serious obstacle to social equality, to gender equality and to the enjoyment of human rights. Trafficking profoundly violates human dignity and the right of individuals to decide over their own lives and their own bodies. The victims are primarily women and girls, but men and boys are also being exposed to prostitution and human trafficking for sexual purposes. Studies show that it is mostly men who purchase sexual services.

Human trafficking for sexual purposes has been widely described as the slavery of our times. There is a clear link between prostitution and human trafficking for sexual purposes, but prostitution may also have other underlying causes and is not always associated with the trade in human beings. Nor is prostitution a homogenous phenomenon – the reasons for entering into it vary. What primarily

sustains both trafficking and prostitution, however, is demand. In other words, the fact that people – mostly men – buy sex.

### **Poverty puts people at risk**

Poverty, gender inequality, lack of respect for human rights, under-education and unemployment are all factors that make it easier to exploit people and lead them into prostitution and the sex trade. Other social problems, substance abuse or health reasons may explain why people end up in prostitution in Sweden.

A clear trend in recent years has been that an increasing number of those exploited in prostitution in Sweden come from European regions or other parts of the world. Also, the link between prostitution and cross-border crime has steadily strengthened. Alongside the trade in arms, alcohol and drugs, traffickers' exploitation of people for sexual purposes is a part of the serious organised crime industry.

## Human trafficking a crime since 2002

On 1 July 2001, human trafficking for sexual purposes was made a criminal offence in Sweden. In July 2004, the law was widened to encompass trafficking that takes place within the country and trafficking for such purposes as forced labour and trading in human organs. Swedish legislation in this area is based on the UN Convention against Transnational Organised Crime, known as the Palermo Protocol.

Trafficking is usually transnational in character, covering countries of origin, transit countries and destination countries. Sweden is both a destination country and a transit country for the victims. There are no exact figures showing how many women and children are exposed to trafficking for sexual purposes in Sweden. According to the National Police Board, the number of people identified depends to a great extent on the amount of resources that police authorities invest in detecting such crimes. Police efforts in this regard vary considerably from county to county and from year to year.

## Many unrecorded cases

The National Police Board's latest report on the subject, from 2006, noted 37 complaints of human trafficking, 26 of which involved trafficking for sexual purposes. In 2006, eleven people were convicted of the latter offence. In several of these cases, other offences were also involved of a type frequently associated with organised crime, such as drug offences, firearm offences and human smuggling. The sentences also involved rape, procuring and gross procuring. The police

believe that the figures conceal a wealth of unreported cases.

In the cases that led to convictions in 2006, the perpetrators had mainly recruited women and girls from Estonia, Russia, Slovakia, Romania, Bulgaria and Albania. Others had been recruited from Thailand, Poland, Nigeria, Kenya and the Czech Republic. The victims were aged 16–35.

## Ban on buying sex in Sweden

Since 1999, when the prohibition against the purchase of sexual services entered into force, buying sex in Sweden has been a criminal offence. This means that obtaining casual sexual relations in exchange for payment is forbidden, on penalty of a fine or up to six months' imprisonment. Selling sexual services, on the other hand, is not an offence.

## Prostitution in Sweden

Since 1998, the National Board of Health and Welfare has been pursuing a government mandate to monitor how prostitution is developing in Sweden. It is a complicated task since to a great extent prostitution is practised out of the public eye. The information provided by the National Board in its reports is based on data from government agencies, from NGOs and from people with first-hand experience of prostitution.

The latest report, from 2007, states that prostitution is most widespread in Stockholm, Göteborg and Malmö. The figures, however, are very uncertain. There were said to be 200 people engaging in prostitution in Stockholm, less than 70 in Malmö and about 30 in Göteborg.

## The Palermo Protocol

Swedish law is based on the UN Convention against Transnational Organised Crime, known as the Palermo Protocol.



Since 1999, buying sex in Sweden has been a criminal offence, punishable by a fine or six month's imprisonment.

## **Market on the net**

Sexual services are increasingly being accessed via the Internet and mobile telephony.

Migratory flows interact with the sex trade in various ways in regions such as Northern Sweden, the Öresund region in the south, Western Sweden, Central Sweden and the Stockholm area.

### **Sex trade via the Internet**

In Sweden as in other countries, sexual services are increasingly accessed via the Internet and mobile telephony. This also applies to sexual services in connection with trafficking. But the fact that sex trading is largely conducted with the aid of modern technology does not mean that street prostitution has disappeared.

There are considerable knowledge gaps concerning the number of children and young people with experience of prostitution. According to the National Board of Health and Welfare, the spreading of nude images via web cameras and mobile phones may create new entry points to prostitution for young people. The Internet may also offer new openings to adults wishing to seek out children and young people and establish a trusting relationship with them in order to sexually abuse them later.

### **Focus on those at risk**

Efforts to combat prostitution and trafficking for sexual purposes must proceed from the needs and circumstances of those at risk. All must be given access to the same level of protection and assistance based on their needs. Special consideration is to be given to the needs of children and to the fact that conditions for children and young people differ in certain respects from conditions for adults.

It is the responsibility of central government and the municipalities to supply the necessary help and protection to those at risk. Closer cooperation between public authorities is essential if prostitution and trafficking for sexual purposes are to be effectively combated. International cooperation will also be needed in the fight against human trafficking. The activities of NGOs are an invaluable aid in this connection, and NGOs also have an important part to play in educating public opinion. Read more about how the Government Action Plan is being implemented and how it will raise Sweden's level of ambition in the fight against prostitution and human trafficking for sexual purposes.

# An action plan to combat prostitution and human trafficking for sexual purposes

In July 2008, the Government adopted an action plan for combating prostitution in Sweden and human trafficking for sexual purposes. Altogether, SEK 203 million will be invested in 36 measures up to the year 2010. The Government Action Plan covers five priority areas:

- 1** Greater protection and support for those at risk
- 2** More emphasis on preventive work
- 3** Higher standards and greater efficiency in the justice system
- 4** Increased national and international cooperation
- 5** Greater knowledge and awareness

JANERIK HENRIKSSON



Child rights lawyer Christina Heilborn is responsible for the training project at the Swedish branch of the UN Children's Fund, UNICEF.

## Guidelines raise awareness about the rights of children at risk

*Could it be human trafficking?* This is the title of a joint publication from the National Board of Health and Welfare and UNICEF Sweden setting out guidelines on how to identify and deal appropriately with child victims of trafficking.

“Human trafficking is a complicated, secretive form of crime that is hard to detect,” says Christina Heilborn, a lawyer specialising in children’s rights and the person responsible for UNICEF Sweden’s training projects.

In the course of their duties, those working for the police, social services, customs, the Migration Board and health care services all meet neglected or mistreated children who may be victims of human trafficking. While the staff of public authorities are required to report any such suspicions to the social services, their actual understanding of child trafficking is generally limited, according to Christina Heilborn.

### Raising awareness

UNICEF has been given SEK 2.5 million in government funding for the period up to 2010 to disseminate the guidelines and raise awareness about child victims of trafficking.

“We must ensure that the staff of public bodies know they have a responsibility to identify children who fall victim to trafficking and also know how to proceed,” says Christina Heilborn. “They must be aware that children who are neglected or mistreated and are in a vulnerable position may be trafficking victims. If they suspect this to be the case, the child must be protected and given help and support. Many children are dependent on the traffickers and see no alternative but to remain loyal. It’s very unlikely that the children will reveal their situation themselves or ask for help.”

The publication *Could it be human trafficking?* is based on UNICEF’s global

guidelines on protection of the rights of child victims of trafficking and describes the rules both under Swedish law and under international conventions. The guidelines are in turn based on the UN Convention on the Rights of the Child. Awareness-raising activities include training seminars at various places around Sweden, including Malmö, Stockholm and Umeå. The staff of public authorities and other organisations coming into contact with children at risk are the primary target group.

### Familiarity with laws and risks

The seminars provide a basic understanding of what child trafficking involves and what the law says. An important feature is the participation of people who have experience of working with child victims of trafficking, such as the police’s Trafficking and Prostitution Squad, emergency social service teams targeting young people, and the Swedish Migration Board. Participants learn about the different risk factors they need to look out for.

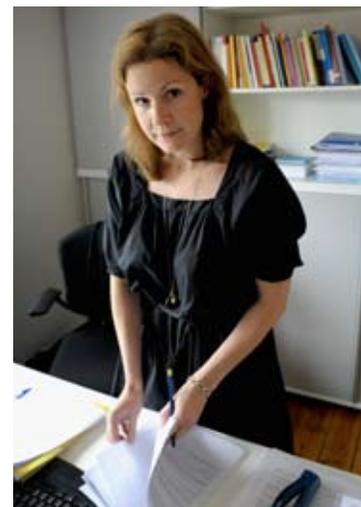
“We have two main aims – to further people’s knowledge about child victims of trafficking and to work inter-professionally,” says Christina Heilborn. “The various authorities must exchange experiences more and build networks. Better structures and greater cooperation on these issues are badly needed since roles and responsibilities differ.”

➔ [www.unicef.se](http://www.unicef.se)

➔ [www.socialstyrelsen.se/english](http://www.socialstyrelsen.se/english)

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JANERIK HENRIKSSON

It is vital to ensure that the staff of public bodies know they have a responsibility to identify children who fall victim to trafficking and also know how to proceed, says Christina Heilborn.

## The Government Action Plan

At present, measures targeting those exposed to prostitution or trafficking for sexual purposes are limited. Outreach activities must be intensified and greater priority given to sheltered housing, treatment centres and other forms of support and protection. The protection, help and support available to those with substance abuse problems or those who suffer from mental disorders as a result of abuse is even more limited.

Outreach and support efforts targeting people in prostitution are being pursued by prostitution teams from the social

services in Stockholm, Göteborg and Malmö. A number of NGOs are also tackling the problem. Establishing contact with children and young people who are exposed to or risk being exposed to sexual exploitation is particularly difficult.

Professional groups working with people in prostitution or with victims of trafficking for sexual purposes need more knowledge and training. This is particularly true where the rights and needs of children are involved. Here, special courses will be required.

## What the Government is doing

To enhance the protection and support provided to people who are exploited in prostitution or exposed to human trafficking for sexual purposes, the Action Plan contains the following seven measures:

- Dissemination of the UNICEF/National Board of Health and Welfare guidelines for raising awareness about child victims of trafficking.
- Mandate requiring the National Board of Health and Welfare to develop training material for staff working with health care, the social services, youth clinics and sheltered housing.
- Mandate requiring the National Board of Health and Welfare, in consultation with the county administrative boards, enhance knowledge about trafficking for sexual purposes in sheltered housing.
- Support and rehabilitation for the victims of trafficking for sexual purposes.
- Mandate requiring the National Board of Health and Welfare, in consultation with the county administrative boards, to intensify efforts in the substance abuse and addiction care service on behalf of women exposed to prostitution.
- Additional support for National Board of Institutional Care programmes targeting adult substance abusers and young people who have been or risk being exposed to prostitution or trafficking for sexual purposes.
- Mandate requiring the Stockholm County Administrative Board to take action to promote a safer return to their countries of origin for victims of prostitution and trafficking for sexual purposes.



Ola Florin of the National Board of Health and Welfare is responsible for matters relating to prostitution and trafficking for sexual purposes, and also coordinates government assignments targeting violence against women committed by close relatives.

## Measures directed at purchasers of sex and people in prostitution are to be evaluated

The social services' activities on behalf of people who want to stop buying sex and people who are either in prostitution or have been exposed to trafficking are to be evaluated.

The aim is to improve and reinforce efforts in this area. →

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The aim is rigorous impact evaluations – to monitor people’s contact with the various agencies and activities and gauge the results.”

**A**t present, targeted efforts to curb demand for sexual services and to support victims of prostitution or trafficking are limited. Specialised activities are conducted almost exclusively in the metropolitan regions of Malmö, Göteborg and Stockholm, by prostitution team run by the social services. They engage in outreach and support activities based on the needs of the individual victim. This involves things like crisis management, counselling, guidance, substance abuse treatment, help with filing complaints, and helping people contact the health care, social or psychiatric services.

### Sex purchasers given help

People who no longer want to buy sex can get help by contacting a KAST group (Köpare Av Sexuella Tjänster = Purchasers of Sexual Services). These groups encourage potential and active purchasers of sexual services to change their behaviour. KAST groups, too, are only to be found in Göteborg, Stockholm and Malmö.

In intensifying its efforts in this connection, the Government is emphasising both knowledge enhancement and operational development. One aspect of this is the series of evaluation studies entrusted to the National Board of Health and Welfare, which will be undertaken by a university-based research group.

“The aim is rigorous impact evaluations – to monitor people’s contact with the various agencies and activities and gauge the results,” says Ola Florin, the National Board officer responsible for

matters relating to prostitution and trafficking for sexual purposes.

### New follow-ups

The social services’ work in these two areas has never previously been evaluated.

“This is new,” says Ola Florin. “In our report ‘Intervening against prostitution and human trafficking for sexual purposes’, we examined which methods used in social work targeting victims of prostitution and trafficking had been properly documented and evaluated. Few had been, and these were largely concerned with harm reduction in countries that differ considerably from Sweden both socially and legally. They focused on things like health information, condom distribution and access to care.”

The evaluation studies are expected to provide more data on the impact that efforts in this field are having in relation to the established aims and objectives. In addition, they can give a consistent picture of the activities currently in progress. The National Board of Health and Welfare has also been charged with disseminating the findings, which will be a valuable aid to operational development.

“We’re going to coordinate the dissemination of this data with our major programme for developing knowledge and methods for dealing with acts of violence against women by close relatives,” says Ola Florin. “This programme is directed primarily at the social services and we’ll be implementing it over the next few years.”

➔ [www.socialstyrelsen.se/english](http://www.socialstyrelsen.se/english)



JAN HENRIK HENRIKSSON

Dissemination of the study’s findings will be coordinated with dissemination of the National Board of Health and Welfare’s report on violence against women committed by close relatives.

## The Government Action Plan

An important part of preventive work is to heighten people's awareness of the issue and help them rethink their attitudes to those exposed to prostitution and trafficking for sexual purposes.

Here, education and information are vital ingredients, and need to focus in particular on children and young people.

Among both official bodies and NGOs,

ethical guidelines and codes of conduct are an important aspect of preventive efforts to combat demand and reduce recruitment into prostitution. Measures to help victims find alternative means of support are also needed. Information targeting children and young people is to be given special priority.

## What the Government is doing

To strengthen preventive efforts, the Action Plan contains the following ten measures:

- Mandate requiring the National Board of Health and Welfare to evaluate and enhance initiatives directed at purchasers of sexual services.
- Mandate requiring the National Board of Health and Welfare to evaluate and enhance measures targeting people in prostitution.
- Mandate requiring the National Board of Youth Affairs to intensify preventive work among young people who risk being exposed to sexual exploitation.
- Mandate requiring the National Board of Youth Affairs to provide training on the risk of sexual exploitation of young people, targeting staff working with young people.
- Mandate requiring the National Board of Youth Affairs to develop methodological material on sexual exploitation for use by organisations and activities that target children and young people.
- Mandate requiring the National Agency for Education to offer further professional training on the theme of sex and cohabitation for compulsory and upper secondary school staff.
- Measures on behalf of women in the prison and probation services.
- Ethical guidelines in central government administration.
- Ethical guidelines in the development cooperation sphere.
- Support for the activities of NGOs.



Kajsa Wahlberg, an expert on the subject of trafficking for sexual purposes, is the officer responsible for skills and methods enhancement at the National Police Board.

## The fight against prostitution and trafficking for sexual purposes is to be stepped up

Combating prostitution and trafficking for sexual purposes is resource-consuming and imposes heavy demands on police and prosecutors. The Government Action Plan will provide an additional SEK 52 million in funding so that the work can be made more effective.

The money is to be used both for operational activities and for skills and methods enhancement among police and prosecutors. The National Criminal Police's Operative Council will be given an additional SEK 30 million that police authorities around the country can apply for. The National Police Board and the Swedish Prosecution Authority will receive SEK 10 million and 12 million respectively for skills and methods enhancement programmes.

"Police authorities will now be able to step up their operational activities and improve their knowledge of the issues and their working methods," says Kajsa Wahlberg, an expert on trafficking for sexual purposes and the National Police Board officer responsible for skills and methods enhancement.

#### Many years as the national rapporteur

Kajsa Wahlberg has long experience of monitoring trafficking for sexual purposes in Sweden, having served as national rapporteur at the National Police Board since 1998. Her work includes writing annual reports to the Government on trafficking in Sweden and on how it is to be prevented and combated.

Her reports describe a general lack of knowledge concerning the extent of trafficking for sexual purposes in Sweden. The number of cases detected and reported depends on the police's priorities and the resources they set aside for surveillance and other police work.

"Surveillance is needed in tackling trafficking for sexual purposes since these offences are rarely reported to the

police, just like drug offences," says Kajsa Wahlberg. "Combating trafficking is very demanding in terms of resources. Apart from the actual detective work, it involves interpreting and translation and travel to the women's countries of origin to obtain evidence."

This resource-draining process seldom leads to lengthy punishment. A serious crime may bring a two-year prison sentence, while the investigation may have taken 18 months. The offence carries such a relatively low penalty that police do not always feel they can afford to give such cases priority, which is a problem, says Kajsa Wahlberg.

"There are also considerable knowledge gaps," she adds. "Many officers don't recognise this type of criminal behaviour and don't know how to deal with it. Another problem involves attitude – trafficking may not be perceived as a part of organised crime, but rather as a side issue."

#### A common approach

Together with the Swedish Prosecution Authority, Kajsa Wahlberg has now been entrusted with the task of enhancing staff knowledge. This is to be achieved by such means as training programmes and experience seminars, where the aim is to develop a common approach. The work is to result in a manual for investigators, due for completion in 2009. There are also plans for a web-based training tool and the provision of more consistent training on these issues at the country's three police colleges.

➔ [www.polisen.se](http://www.polisen.se)

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KERIN CALHOUN

The police will now be able to step up their operational activities and also develop a common work approach with public prosecutors, says Kajsa Wahlberg.

## The Government Action Plan

Human trafficking is a grave offence. The fight against trafficking is a key component in the Government's long-term strategy for combating serious organised crime. In particular, the aims and objectives of this strategy must be reflected in the Swedish justice system.

In recent years, police and prosecutors have been equipped with more effective means for dealing with serious organised crime. Under a new law, for instance, secret eavesdropping (bugging) can now be used in connection with preliminary criminal investigations aimed at preventing particularly grave offences.

The Government has also appointed an inquiry to determine the extent to which police may be allowed to use provocative measures in the fight against serious crime. Another important police tool in the fight against serious organised crime is the power to process personal data in an appropriate

manner, specifically to prevent and combat offences in this area. A draft bill is being prepared in this connection.

To raise standards and increase efficiency in the justice system, training and education focusing on prostitution and trafficking will need to be augmented and improved. Children and young victims are to be a special focus of attention.

In Sweden, the purchase of sexual services has been prohibited by law since 1999. The Government has appointed an inquiry to evaluate enforcement of the ban and its impact on the extent of prostitution and trafficking for sexual purposes in Sweden. The inquiry is empowered to propose legislative amendments or other measures, but an important principle is that the purchase of sexual services remains a criminal offence. A gender equality perspective is to inform the inquiry's analysis throughout. A report is due on 30 April 2010.

## What the Government is doing

To raise standards and increase efficiency in the justice system, the Action Plan will contain the following eight measures:

- Special funding to the police and prosecution services both to strengthen operational action against prostitution and trafficking for sexual purposes and to enhance skills and methodology.
- A clearly defined mandate for the National Police Board's rapporteur on trafficking.
- Mandate requiring the Crime Victims Compensation and Support Authority to provide training for the judiciary, the police and public prosecutors and for employees of the Swedish Migration Board.
- Mandate requiring the National Police Board to develop guidelines for cooperation on the investigation of cases involving children who may be exposed to crime.
- Inquiry to evaluate the ban on the purchase of sexual services.
- Proposed broadening of the penal provision on human trafficking.
- Mandate requiring the Crime Victim Compensation and Support Authority to evaluate the processing of compensation for criminal injury.
- Stronger preventive focus in connection with the Swedish Migration Board's processing of visa and residence applications.



CLAUDIO BRISQANI

Patrik Cederlöf of the Stockholm County Administrative Board is seeking to improve cooperation among government agencies and NGOs, and is also striving for a national consensus.

## National coordinator to improve cooperation on prostitution and trafficking

“We need to improve cooperation between government agencies and NGOs so as to combat prostitution and trafficking for sexual purposes more effectively. The aim is to provide those at risk with good, properly coordinated help and support.”



“

Today, different agencies have different material, and there is no integrated knowledge base, which doesn't make a national consensus any easier.”

**P**atrik Cederlöf has been involved in the fight against prostitution since 1999, first as part of an outreach team with the Stockholm social services and then as a process manager for inter-agency collaboration in the 'Cooperation against Trafficking' programme in 2005–2007.

In early 2009, he took up a new post as a national coordinator with the Stockholm County Administrative Board. His present mandate, in which the Government is investing SEK 10 million up to the end of 2010, involves encouraging agencies and NGOs around the country to cooperate more and to reach agreement on how best to combat prostitution and trafficking for sexual purposes. The aim is to provide victims with good, coordinated support and to help find them alternative means of earning their keep.

### National methodology support team

In order to succeed in this aim, the Government plans to create a national methodological support team permanently charged with seeking a consensus between actors. The four key actors in the search for broad-based cooperation, according to Patrik Cederlöf, are the National Board of Health and Welfare, the Police Authority, the Swedish Prosecution Authority and the Swedish Migration Board. Other bodies may also need to be involved, such as the customs service, the border police and municipal representatives.

“The national team will be seeking to support agencies and NGOs that have limited knowledge and resources in the fight against prostitution and trafficking,”

says Patrik Cederlöf. “Efforts are currently under way to identify relevant actors who could also be brought into the team.”

In addition, there are plans to create further operational teams at regional level who would work with victims of prostitution and trafficking in the same way as the teams currently operating in the metropolitan regions. According to Patrik Cederlöf, it is not realistic to expect such teams to be set up in all county areas since the prevalence of prostitution and trafficking varies considerably between regions, as do conditions and resources.

### Training materials vital

Another means of promoting national coherence is to develop training material that can be disseminated nationally. The aim is to link this material to the national plan for cooperation against prostitution and trafficking, which is currently being revised. In the autumn of 2009, regional training courses for agency staff will also be organised.

“Today, different agencies have different material, and there is no integrated knowledge base, which doesn't make a national consensus any easier” says Patrik Cederlöf. “Matters relating to prostitution and trafficking should be dealt with in the same kind of way, and victims should be given the same kind of treatment and reception wherever they may be in the country.”

➔ [www.lansstyrelsen.se/lst/en](http://www.lansstyrelsen.se/lst/en)



Patrik Cederlöf wants to create a national methodological support team permanently charged with seeking a consensus between actors.

## The Government Action Plan

Global and inter-regional cooperation is crucial to the task of combating trafficking for sexual purposes, as is a cross-sectoral approach uniting government agencies, NGOs, researchers and the general public. Also, efforts are needed in a wide range of areas simultaneously. Preventive work and the provision of help and protection to victims are two areas in which cooperation and coordination need to improve.

Steps must be taken to ensure that international cooperation continues to develop, both regionally in the Nordic area and the Baltic Sea region and in the EU and the broader international arena. In the international crime-fighting field, there are opportunities for cooperating with bodies such as Eurojust, Europol and Interpol.

There are several examples of national cooperation between agencies. One is the joint action plan drawn up by the Swedish Migration Board, the border police and the social services in Stockholm and Sigtuna for dealing with asylum-seeking children who arrive in Sweden unaccompanied. Another example is the national action plan developed by the Police Authority, the Prosecution Authority, the National Board of Health and Welfare, the Migration Board, the county administrative boards, the social services and the customs service as part of the Cooperation against Trafficking project undertaken in 2005–2007.

## What the Government is doing

To increase national and international cooperation, the Action Plan contains the following six measures:

- Mandate requiring the county administrative boards to intensify regional cooperation in seeking to combat prostitution and trafficking for sexual purposes.
- Mandate requiring the Stockholm County Administrative Board to intensify national cooperation so as to enable the authorities to provide victims of prostitution and trafficking for sexual purposes with good, coordinated support.
- The promotion of international cooperation on the situation of children via the Council of Baltic Sea States.
- Support for cooperation in the Baltic Sea region through the Council of Baltic Sea States.
- A more explicit focus on human trafficking in Sweden's development cooperation programme.
- Further development of the Swedish Institute's information effort, including visitors' programmes etc for key actors wishing to study the work being done in Sweden to prevent and combat prostitution and trafficking for sexual purposes.



Maria Nyman is the project manager for the National Board for Youth Affairs' research study.

## **Determining young people's views and experience of sexual exposure and exploitation via the Internet**

What attitude do young people have to sexual exposure and what is their experience of it? How great is the risk of sexual exploitation and abuse? The National Board for Youth Affairs is conducting a research study to find out.

A total of SEK 20 million is to be used in 2009 and 2020 to survey and take steps to prevent the exploitation of young people on the Internet, to develop methodological material and to provide training.

The research study, due for completion in the early autumn of 2009, is to examine young people's attitudes to and experience of exposure and exploitation of a sexual nature via the Internet. The situation of homosexual and bisexual young people and young transpersons will also be examined.

"One of the overall aims is to determine whether the Internet as a medium is leading to changes in attitude or behaviour regarding sexual exposure, and whether there is a link here to the sexual exploitation of young people," says Maria Nyman, who is leading the project at the National Board for Youth Affairs.

### Staff interviews

As part of the study, the National Board for Youth Affairs will be interviewing professional groups who meet young people in the course of their work, such as child and adolescent psychiatry staff, social service staff and prostitution teams.

"We want to determine what these groups have learnt in order to ascertain whether the situation of young people has changed and the extent to which interactive media are facilitating their entry into prostitution and sexual exploitation," says Maria Nyman.

The study is to build both on previous research and on a government report presented in 2004 on the sexual exploitation of children in Sweden (SOU 2004:71).

On the basis of the study, methodological material is to be developed for use in secondary schools and elsewhere. The National Board for Youth Affairs will also provide training courses targeting staff working with children and young people and whose duties include coordinating and developing school and after-school activities and other relevant municipal operations. The aim is to enhance skills and make staff more aware of the risks of sexual exploitation via the Internet and mobile telephony. The courses will begin in the spring of 2010.

### Tailored training

Staff at the country's refuges for girls and corresponding emergency services for boys are also to be given training.

"We've put together a special course that augments their specific skills," says Maria Nyman.

This autumn, three training days will be provided at various places around Sweden at which the research study will be presented along with a set of guidelines entitled 'But just ask me, then!'. The latter is the result of a partnership with the Swedish Children's Welfare Foundation. "We've produced joint guidelines targeting staff in the social services, schools, youth clinics, the police and other professional groups who meet young people at risk," says Maria Nyman. "The aim is to make it easier to identify and deal more appropriately with sexually exploited children and young people."

- [www.ungdomsstyrelsen.se/english](http://www.ungdomsstyrelsen.se/english)
- [www.allmannabarnhuset.se](http://www.allmannabarnhuset.se)



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## The Government Action Plan

Proper knowledge and expertise are essential if prostitution and trafficking for sexual purposes are to be successfully combated. Research and other studies are required to ensure that official bodies and NGOs active in this sphere have a

better, more in-depth grasp of the issues. Both quantitative and qualitative studies will be needed. Experience from other countries must also be put to good use, and may provide a basis for greater international cooperation.

## What the Government is doing

To enhance knowledge about prostitution and trafficking for sexual purposes, the Action Plan contains the following five measures:

- SEK 45 million to the Crime Victim Compensation and Support Authority for distribution to research and studies aimed at enhancing knowledge and awareness of men's violence against women, honour-related violence and oppression, violence in same-sex relationships, and prostitution and human trafficking for sexual purposes.
- Mandate requiring the Swedish Federation for Lesbian, Gay, Bisexual and Transgender Rights (RFSL) to examine the situation and scale of homosexual, bisexual and transgender people buying and selling sexual services, and the extent to which these groups are exposed to trafficking for sexual purposes.
- Mandate requiring the National Board for Youth Affairs to undertake a study on young people's experience of attitudes towards sexual exposure and exploitation.
- Mandate requiring the Swedish Children's Welfare Foundation to enhance knowledge about the sexual exploitation of girls and boys, and in doing so to summarise research on the sexual exploitation of children.
- Funding for a study of attitudes to the purchasing of sexual services, as part of the Nordic research project, Prostitution in the Nordic Area.



The Swedish Government is investing over SEK 210 million up to the end of year 2010 in a cohesive strategy – an action plan for combating prostitution and human trafficking for sexual purposes.

The plan focuses on the needs of the individual and comprises 36 measures designed to increase the protection and support provided to those at risk, to strengthen preventive work, to raise standards and boost efficiency in the justice system, to improve national and international cooperation, and to give staff a better understanding of the issues.

Read more about the action plan and about the work of the National Board of Health and Welfare, the National Police Board, UNICEF and other agencies and NGOs in pursuit of the objectives.



REGERINGSKANSLIET

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