



Action Plan to Combat Trafficking in Human beings 2007-2010

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Preface

Trafficking in human beings is a growing global problem. And it is a very serious crime.

With this action plan, the Danish Government—in collaboration with the political parties behind the “rate adjustment pool scheme” (“satspulje”)—will continue combating human trafficking to reduce the number of persons trafficked to Denmark.

The present action plan encompasses all persons trafficked to Denmark.

The goal for the future is to ensure that a holistic effort is put in place to deal with victims of human trafficking. This plan encompasses both preventive, supportive and investigative activities as well as a strengthening of the coordination of collaborative efforts between social organizations and government agencies. In addition to domestic initiatives, the present plan also contains an overview of international efforts.

The plan focuses on four intervention areas:

1. To strengthen investigative measures, so kingpins are identified and brought to justice.
2. To support victims by strengthening social services in Denmark.

3. To prevent human trafficking by limiting demand and increasing public awareness.
4. To prevent human trafficking by improving international collaboration, including improving preventive work in the exporting country.

The present action plan is a result of the 2007 Rate Adjustment Pool Compromise Agreement and is financed with funds from the rate adjustment pool scheme. It will run until 2010. A total of DKK 70 million has been allocated for domestic activities. Such resources are supplemented by aid funds to be used for projects involving the prevention of human trafficking in the developing world, in addition to financing from the Danish Ministry of Foreign Affairs’ Neighborhood Program.

Additionally, the Danish Minister of Justice and the Danish National Commissioner of Police presented a strategy for strengthened police-related measures to combat prostitution kingpins in the fall of 2006.

The goals are to increase public awareness about trafficking in human beings, to increase domestic and international efforts, to provide support and assistance for victims in Denmark, and to bring kingpins to justice.

2007

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Introduction

Up to this point in time, the 2002 Action Plan to Combat Trafficking in Women and its 2005 appendix concerning children have constituted the framework for the Government's past efforts in the area. That action plan ran to the end of 2006.

The objective with the first action plan was to test various methods and models employed to prevent trafficking in women and to support victims. The core of that action plan was to put in place outreach work where the women were located as well as to ensure that the victims were as well prepared for their return as possible.

The activities of the previous plan were solely focused on women who had been trafficked for sexual exploitation and included, among other initiatives, the following:

- The creation of a hotline, street outreach teams, cultural communicators, and safe havens for victims of trafficking in women.
- The creation of an embassy network.
- The initiation of prepared returns.
- The implementation of seminars and courses for professionals, and organization of conferences.
- The launch of two national information campaigns targeting potential customers of prostitutes and the general public as well as the implementation of an information initiative targeting victims of trafficking.
- The hiring of an anthropologist by the National Danish Police who, among other duties, was tasked with communicating and facilitating collaboration between the law enforcement agencies and the social actors in the area.

The appendix concerning children contained a number of initiatives whose purpose was to create a preparedness system for children trafficked to Denmark. The Appendix therefore primarily consisted of measures whose purpose it was to develop methodologies and update the skills sets of the experts expected to encounter such children in their daily work.

Many of these activities will be continued and improved in the new action plan. This action plan will additionally contain the following new elements:

- The action plan now encompasses all persons who have been subjected to trafficking.
- Implementation of a new organizational structure with a new Knowledge and Coordination Center for Human Trafficking (Videns- og Koordinationscenter for Menneskehandel - VKM) and local outreach teams.
- It features a reflection period extension so that victims of human trafficking, who collaborate on a prepared return, may be allowed a travel deadline of up to 100 days.
- It now emphasizes a holistic, geographically dispersed approach, and the focus on international efforts has been sharpened.
- Police efforts to combat prostitution kingpins have been strengthened in line with the strategy outlined by the Danish National Commissioner of Police.

The efforts were evaluated in October 2006.¹ The evaluation consisted of an in-depth assessment of the impact of the initiatives contained in the action plan to combat trafficking in women. Since the Appendix concerning trafficking in children had only been in existence for less than a year at the time of the assessment, and since there were only a limited number of children available for study during that period, the evaluation of the Appendix concerning children primarily consisted of a description of the initiatives, including administrative procedures and collaboration relations.

The evaluation's principal conclusion concerning trafficking in women was that the general activities had been implemented and that significant

1 See COWI: "Evaluering af handlings-planen til bekæmpelse af kvindehandel" (2006) ["Evaluation of the Action Plan to Combat Trafficking in Women"].

experiences had been gathered. That was a satisfactory result considering that the plan was a development project. The evaluation also showed that—even if the action plan had had a positive impact—there was room for improvement. Specifically, it was pointed out that:

- Cross-sector collaboration among government agencies, the police and the social organizations, among others, was good, while improvements were proposed with respect to collaboration among the social organizations.
- Social work should be coordinated and quality assurance efforts implemented as well as monitored on an ongoing basis. The effort should also be coordinated with the initiatives that are already underway regarding Danish prostitutes and prostitutes from abroad. It was also recommended that the collaboration between the social organizations and the health care sector be formalized to a greater degree.
- It is problematic that such few women accept the offer of being received by an NGO in their respective country of origin.
- International efforts should be made more visible.

With regard to the Appendix concerning children, the evaluation showed that good collaboration relations had been established, and that good experiences had been gathered in the area. But it also showed that there was a need to clarify the division of responsibilities across government agencies, organizations and the NGO's.

The experiences from the 2002 action plan and 2005 appendix as well as the 2006 evaluation conclusions form the basis for this new action plan.

Even though the majority, by far, of the persons trafficked to Denmark are women, other groups, too, are trafficked to Denmark.

In recent years we have seen a few children who have been trafficked to Denmark. It has proven difficult to identify conclusively if women and children who have indeed been trafficked for prostitu-

tion, since they often do not wish to contribute to uncovering their cases, and do not want the Danish authorities and organizations to help and support them. Fundamentally, women discovered in prostitution and children staying in Denmark without their parents are in a vulnerable situation, a situation in which there might be need for support and guidance, even if they are not immediately identified as having been subjected to trafficking. Therefore, there will be cases in which there is doubt as to whether or not a person has been subjected to trafficking. Potential victims will, however, be given the benefit of doubt, and they will receive support services and help.

Internationally, adults traffick into forced labor is a growing problem. At the present time, trafficking into forced labor is unknown in Denmark. If, to the extent that, at some later date, it were to turn out that trafficking of human beings into forced labor also takes place in Denmark, this action plan would be applicable for that situation as well.

The Government has set the following objectives for the period 2007–2010:

- In 2007 a Knowledge and Coordination Center for Human Trafficking (Videns- og Koordinationscenter for Menneskehandel) will be established.
- In 2007 there will be three operating crisis centers that are admitting trafficking victims.
- In 2007 Denmark will put the social consequences of human trafficking on the agenda in various international forums, such as the EU and the Nordic Council of Ministers.
- By 2008 a practice will be established so that all registered trafficked persons will be offered a prepared return.
- In 2009 10 percent of the population will be aware of the problems surrounding the various forms of human trafficking and know what to do if they learn of trafficking in human beings.
- In 2009 all children and at least 40 percent of the women registered as having been trafficked into prostitution will receive social as-

sistance and will have their returns prepared in collaboration with local NGO's.

- In 2009 NGO's or social agencies in the exporting countries will be able to report that at least 50 percent of all victims have received assistance for repatriation.

The effort needs to be anchored, so that it remains sustainable in the long term. This will be done by having a national center coordinate the effort and by formalizing and transforming collaboration relations between social organization and government agencies into fixed routines. Furthermore, it must be ensured that continuous gathering and sharing of knowledge occur so that developments can be monitored, experiences accumulated and so that the attained knowledge can be documented and systematized.

Like other aliens staying in Denmark illegally, aliens who are victims of human trafficking are subject to the Danish Immigration Service's maintenance obligation. Under the Danish Aliens Act, the Danish Immigration Service shall be responsible for providing accommodation, healthcare treatment and financial support and—in the event the person in question is not granted a residence permit—in collaboration with the relevant organizations and government agencies, to the greatest extent possible, ensure that all victims of human trafficking are offered a well-planned and properly managed reception in his or her country of origin.

On that basis a number of action plan initiatives need to be seen as an offer to human trafficking victims that the immigration government agencies and other authorities and voluntary organizations will ensure a return that, to a greater degree, takes into account the difficult situation in which trafficked aliens find themselves.

It is important to see the fight against human trafficking from a holistic perspective. The Danish effort is therefore based on measures taken by both social organizations and the police as well as on increased international collaboration.

When the Danish Police Reform goes into effect on January 1, 2007, the bigger and more sustainable police districts will enable the police to increase further their efforts to combat trafficking in women and pimping.

It is on that basis that the Danish Minister of Justice and the Danish National Commissioner of Police presented a strategy in the fall of 2006 to combat prostitution kingpins through a strengthened police effort.

The Danish National Commissioner of Police will, in collaboration with police districts, evaluate its implementation of the strengthened effort to combat prostitution kingpins on an ongoing basis so as to adjust and adapt the effort.

F A C T S

It is estimated that there are at least 4,732 prostitutes in Denmark, of which about half are estimated to be prostitutes from abroad. No estimate exists of how many of the prostitutes from abroad are victims of trafficking in women.

Source: Videns- og formidlingscenter for socialt udsatte, 2006. [Danish Center for Research on Social Vulnerability]



Targeted and effective action

In order to meet the objectives of the action plan, the Government is initiating a large number of activities.

As mentioned above, there are both completely new activities and activities that build on the initiatives that were put in place in connection with the first action plan. There has been an effort to change and improve the latter on the basis of the evaluation.

Anyone who is a victim of human trafficking will, upon request, normally be granted a travel deadline of 30 days, with an option to further extend the travel deadline upon request. This is done so that support and counseling can be provided to the individuals in question. Victims who are EU nationals may, as a starting point, stay for up to 3 months in Denmark.

This reflection period will be extended so that human trafficking victims, who collaborate on a prepared return, may be granted a travel deadline of up to 100 days.

These activities target, respectively, women trafficked into prostitution and children trafficked into various forms of exploitation.² Furthermore, there will be a preparedness

system in place if individuals trafficked into forced labor were to appear in Denmark. These three areas are described in three separate chapters. Additionally, cross-border international efforts are described in both individual chapters and in a separate chapter.

Since women trafficked into prostitution still constitute the largest group of trafficked persons, the majority of activities will be targeted at this group.

Children constitute a separate action area because this is a group that needs special protection. Because of their age, they are not yet in a position to tend fully to their own needs. And therefore there is an obligation to give special consideration to this group. However, there will be cases in which it will be most expedient for girls who are minors and who have been trafficked into prostitution to make use of the services provided to adult women trafficked into prostitution.

A number of new cross-disciplinary activities are established with this action plan that cover all trafficked persons. These cross-disciplinary activities have been established both to ensure that synergies exist among the various areas and to optimize the use of resources.

In addition to domestic activities, internationally, support is provided for combating human trafficking—often in the form of international and regional collaboration (see also the sections below on international initiatives).

² Internationally as well as domestically it has primarily been women/girls who have been trafficked into prostitution. But if men/boys are trafficked into prostitution in the future, they will have the same rights and receive the same support services and help.

DANISH LEGISLATION

Section 262 a of the Danish Penal Code concerning trafficking in human beings reads as follows:

Section 262 a. A person who by an act of recruiting, transporting, transferring, housing, or subsequently receiving another person shall be guilty of trafficking in humans and shall be liable to a term of imprisonment of no more than eight years if the following is used or has been used:

- (1) Unlawful coercion, under Section 260,
- (2) Illegal restraint, under Section 261,
- (3) Unlawful inducement, encouragement or exploitation of a mistake or
- (4) Another manner of taking unfair advantage in order to exploit the person in question for sexual immorality, forced labor, slavery or slavery-like conditions or removal of organs.

Subsection 2. In the same manner a person shall be subject to punishment that exploits the person in question for sexual immorality, forced labor, slavery or slavery-like conditions or removal of organs,

- 1) Recruits, transports, transfers, houses or subsequently receives a person under the age of 18, or
- 2) Provides payment or other consideration to obtain the consent to the exploitation from a person who has custody of the injured party and the person who receives such payment or other consideration.

“Sexual immorality” shall be interpreted in accordance with Section 228, subsection 1 of the Danish Penal Code concerning pimping. “Slavery” exists when a person, according to a specific assessment, is deprived of his or her liberty and is forced to carry out hard work. “Forced labor” shall be interpreted in accordance with applicable international instruments, including the ILO Forced Labor Conventions of 1930 and 1956.

Section 262 a. was incorporated into the Danish Penal Code in 2002 and went into force on June 8, 2002. It is formulated based on and in order to implement simultaneously the United Nations Protocol to Prevent, Suppress and Punish Trafficking in human beings to the so-called Palermo Convention of 2000 Against Transnational Organized Crime and the EU Framework Decision of July 19, 2002 in Combating Trafficking in Human Beings. The provision thus comprises all forms of trafficking in human beings as defined in these two acts.



Organization of the work

The Government's aim with this action plan is to implement a holistic effort for all victims trafficked to Denmark. To ensure that victims receive improved support, a new structure will be put in place for the efforts involving human trafficking. It must be made clear what services exist; and each individual victim's way through the system must be clarified. The group of women who have been trafficked into prostitution must, for example, receive the same services no matter where they are located geographically. In the future, the organization will be based on central coordination and decentralized teams.

The cross-ministerial work group for combating trafficking in women will still be responsible for coordinating the Government's initiatives. In 2010 that group will furthermore implement a concluding evaluation of the action plan.

- A Knowledge and Coordination Center for Human Trafficking (VKM) will be established to ensure that potential victims of human trafficking receive improved and coordinated processing while staying in Denmark. The Knowledge and Coordination Center will be part of the existing national, social effort concerning prostitution.

Within the area of trafficking in women the VKM will be responsible for coordinating the social effort nationwide as well as for ensuring that the actors involved collaborate operationally. The Center will moreover be developing methods for outreach work.

Furthermore, local teams reporting directly to the VKM will be established. Such teams will be tasked with performing social outreach work as well as the responsibility for operations in walk-in centers and for collaborating with shelter services/the crisis centers.

To the greatest extent possible, the VKM, as part of its knowledge gathering and experi-

ence exchange, shall establish local groups of relevant actors within the local areas, including teams performing outreach work, municipalities and the police. These groups can furthermore come together if the local teams or the shelter services/crisis centers need assistance, when a victim's options need to be clarified, and the prepared return needs to be arranged.

In practice it has proven difficult to distinguish between—and target outreach work for—respectively, prostitutes from abroad and women trafficked into prostitution. It can be difficult to identify whether or not a woman has indeed been trafficked or is in the country voluntarily. To ensure increased efficiency, the Center shall coordinate the outreach work for women from abroad and women trafficked into prostitution. Outreach work needs to be integrated in relation to existing outreach efforts targeting Danish prostitutes.

Out of the cross-disciplinary activities within human trafficking, the VKM is responsible for coordinating the gathering and transfer of knowledge among all relevant social actors both locally and nationally, for educating and training of professionals, and for operating a hotline for victims and other parties within the area.

As indicated above, aliens who are victims of human trafficking are included in the Danish Immigration Service's maintenance obligation. Under the Danish Aliens Act, the Danish Immigration Service shall be responsible for providing accommodation, healthcare treatment and maintenance and—in the event the person in question is not granted a residence permit—in collaboration with the relevant organizations and government agencies, to the greatest extent possible, ensure that all victims of human trafficking are offered a well-planned and properly managed reception in his or her country of origin.



In collaboration with the Danish Immigration Service, the VKM shall develop programs for a prepared return of human trafficking victims. Such programs shall include shelters and offers of treatment and activities during the victim's stay in Denmark and contact with the NGO's or other relevant actors that can ensure a properly managed reception of the alien in that person's country of origin. Experiences harvested within this area shall also be used in connection with the return of children.

Responsible Government Agency:
Danish Ministry of Social Affairs/Danish Integration Ministry

- Under the first action plan a work group was established consisting of the cross-ministerial work group for combating trafficking in women and the implementing parties. That work group has brought about an increased and constructive exchange of experiences. The group will therefore continue under the new organizational structure, but with an expanded mandate to include human trafficking in general. The work group—which up to this

point has consisted of the Danish Ministry of Justice, the Department of Gender Equality, the Ministry of Social Affairs, the Danish Immigration Service, the Ministry of Refugee, Immigration and Integration Affairs, the Danish National Police, the implementing social organizations, the police and the prosecutorial authorities—is being expanded with relevant actors within the area of children.

Responsible Government Agency:
Danish Ministry of Social Affairs

- A major network for NGO's and relevant government agencies focusing on trafficking in children has functioned well and received support in the previous action plan. That network will continue to meet and exchange experiences regarding domestic and international developments. Furthermore, in the future, it will be used more actively as a resource base in relation to developing initiatives. The network will be collaborating with the VKM in the future.

Responsible Government Agency:
Danish Integration Ministry/Danish Ministry of Social Affairs



Cross-disciplinary initiatives

The action plan focuses at three different areas that—as a point of departure—require different efforts in that the individual groups require treatment and support that needs to be differentiated. However, there are area overlaps and, in order to optimize resource use, the Government will ensure that such areas are combined with this action plan. This is particularly the case with the groups of women and girls trafficked into prostitution—groups that may need identical services.

1. Hotline

So as to ensure that all potential victims will know where to go for assistance, the existing hotline has been expanded into a hotline for human trafficking in general. The hotline representative can counsel and refer victims to the relevant organizations and government agencies. Thus, it will have a broader target group in the future:

- a) Victims of trafficking in human beings, b) Individuals who possess knowledge of situations that can be defined as human trafficking, c) Professionals, and d) Customers and clients.

In this context it is important that whatever information is provided to this hotline can be utilized by the police within the area and that such information is disclosed to the police. This information might be submitted anonymously and will be subject to, among other regulations, rules relating to confidentiality.

Responsible Government Agency: Danish Ministry of Social Affairs

2. International initiatives

Trafficking in human beings is a cross-border problem that requires cross-border cooperation. The Government will therefore intensify its effort to create cross-border partnerships in the form of programs between recipient and exporting countries. This work will focus on preventing people from being lured to western countries by kingpins and on supporting victims of human trafficking as they are being repatriated.

In the fall of 2005, a joint EU action plan for combating trafficking in human beings was drawn up.

Among other outcomes, the action plan will, under the auspices of the EU, contribute to making sure that joint standards, best practice and procedures are drawn up to prevent and combat trafficking in human beings, including implementation of joint-efforts in the area.

The Danish Government will make greater efforts to place combating trafficking in human beings on the international agenda, including within the EU, under the auspices of the Nordic countries, and within the Baltic Sea region. Prevention will especially be placed on the agenda. The Danish Government will do so by, among other efforts, placing the social aspects of human trafficking on the agenda of EU ministers of social affairs within the framework of the open method of coordination. The Government, moreover, has initiated an effort to integrate trafficking of women into prostitution explicitly into the new program for combating violence (DAPHNE III).

Also, concrete collaboration projects between exporting and recipient countries will be initiated in, among other venues, as part of the follow-up of a roundtable discussion that Denmark hosted in October 2006. Ministers from the Nordic countries and the Baltic Sea countries also reached agreement on a forward-looking statement focusing on social prevention work in the region, including the prevention of recruitment of very young girls into prostitution.

Denmark will continue its support for combating trafficking in human beings through Danish development aid in general and through its support for various UN organizations, other international institutions and regional integration organizations. The wide range of tools specially aimed at making women and children less vulnerable and exposed is described in the chapter concerning international initiatives.

Responsible Government Agency: Danish Ministry of Social Affairs/Danish Ministry of Foreign Affairs/Danish Ministry of Justice

3. Methods and guidelines for victim identification

Various organizations and government agencies may come in contact with potential victims of human trafficking. Therefore, cross-disciplinary methods must be developed to identify when someone is a victim of human trafficking, both with respect to adults and when children are involved. Also, overviews need to be drawn up showing which authorities and organization are responsible for which services to victims, so that it will be clear which preparedness system will be available to the victim.

4. Continuous monitoring

The concrete initiatives that are generated by this action plan will be documented by the VKM. Annual status reports will be issued that both describe the development, the initiatives and potentially propose adjustments. Once the action plan expires, an external evaluation of goals and effects will be drawn up.

Responsible Government Agency: Danish Ministry of Social Affairs

5. Educating professionals

Professionals who come in contact with victims shall receive education in human trafficking, including the background of the persons trafficked, their rights, support options in Denmark and socio-pedagogical methods.

The strategy for an increased effort against prostitution kingpins indicates that, as part of the intensified effort, an expanded educational initiative will be implemented within the police force. This will not only occur within the framework of the Danish Police Academy's basic education, in which combating human trafficking and pimping will be part as an integrated part of the education, but also as continued training activities for police employees and employees of the prosecutorial authorities.

Responsible Government Agency: Danish Ministry of Social Affairs/Danish Ministry of Justice

6. Seminars and conferences

Seminars and conferences will be held to spread awareness of trafficking in human beings and to

exchange experiences and develop methodologies, both domestically and internationally.

Responsible Government Agency: Danish Ministry of Social Affairs

7. Knowledge gathering and research

Knowledge needs to be gathered as it relates to international initiatives, in order to inspire the development of methodologies—among other places, within social work. The Danish effort needs to be documented so that it is ensured that the knowledge gained will be institutionalized and usable in future social efforts. The knowledge that is gathered needs to be systematized so that the effort can be benchmarked. And that knowledge about the victims needs to be made available to facilitate the monitoring of the area.

New studies and research can potentially be initiated in all the areas.

Responsible Government Agency: Danish Ministry of Social Affairs

To strengthen the effort against organized trafficking in human beings, measures will be taken to identify whether or not the rules in the Danish Aliens Act are being abused to bring trafficked women into Denmark.

Responsible Government Agency: The Danish Ministry of Refugee, Immigration and Integration Affairs/Danish Ministry of Justice

8. Cooperation committees

The VKM shall establish local groups with relevant actors within the local areas, including outreach teams, municipalities and the police. These groups can furthermore come together if the local teams or the shelter services/crisis centers need assistance, when a victims options need to be clarified, and when the prepared return needs to be arranged. These committees need to be integrated into the expanded collaboration between the police and the relevant organizations referred to in the Danish National Police strategy for a strengthened police effort against prostitution kingpins.

Responsible Government Agency: Danish Ministry of Social Affairs



Women trafficked into prostitution

The Government will strengthen its efforts to help trafficked women. The activities in the action plan therefore aim at establishing a new and effective organization of the work both nationally and locally, at strengthening the prevention of trafficking in women both domestically and internationally, and at strengthening the work to aid the women while they are staying in Denmark and when they go back home.

In practice it has proven to be difficult to assess if a particular woman from abroad discovered in prostitution was trafficked. However, the majority of women by far has been exploited and may need special support. Therefore, some of the initiatives will be aimed at women from abroad in prostitution generally. Outreach work will especially be targeted at women from abroad in prostitution. And, therefore, it will be coordinated with the action plan “Another life” [“Et andet liv”] targeting prostitutes from Denmark and abroad.³

Experience shows that police-related efforts are decisive in combating trafficking in women into prostitution. Most women by far—who under the first action plan were entitled to, for example, receive accommodation services, have been brought in by the police. It is therefore important that there is close collaboration between the actors involved, as well as having the information received by the social actors disclosed to the police. This might be done anonymously and with due regard to, among other regulations, rules concerning confidentiality.

As mentioned above, the Danish Minister of Justice and the Danish National Commissioner of Police presented a strategy in the fall of 2006 to combat prostitution kingpins with a strengthened police effort. The strategy introduces a uniform and intensified effort within the area nationwide. The strategy, broadly construed, targets prostitution kingpins, understood to be anyone exploiting the prostitution of others in such a manner that it entails a violation of the provisions of the Danish Penal Code.

Among other initiatives, the strategy involves an increased focus on the following areas:

- Systematic exposure of kingpins
- Preparation of local strategies and action plans
- Intelligence-based police effort and targeted investigation
- Increased control
- Careful handling of victims and witnesses
- Expanded education of the police and prosecutorial authorities
- Expanded collaboration with other authorities and organizations
- Preventive measures

³ The action plan “Another Life” was designed to help prostitutes find a better existence and prevent prostitution among vulnerable youths. DKK 45.8 million has been allocated to the project for the years 2005–2008. “Another Life” is implemented through the Center of Competence - Prostitution (Kompetencecenter Prostitution).

The background of the slide features a light blue and white abstract graphic. It depicts the silhouettes of two people in profile, facing each other. The person on the left is pointing their right index finger towards a central text box. The person on the right is partially visible, also in profile. The overall style is clean and modern, with a focus on the interaction between the figures and the information presented in the box.

WHY DOES HUMAN TRAFICKING OCCUR?

The reason humans are trafficked are based on both financial and structural circumstances. Potential victims in poor countries are in a vulnerable situation. Victims often belong to marginalized groups struggling with poverty, unemployment and a lack of education. Internationally, such problems are characterized as “push” factors. This vulnerable situation is one that is exploited by criminal kingpins.

The relative wealth seen in western countries, demand for cheap labor and demand in the sex industry are all “pull” factors. When these factors are combined with the dreams of potential victims for a better future, they contribute to strengthening the business of criminal kingpins.



Prevention and victim support

Women who have been trafficked are victims of a criminal act and need support in Denmark. Experiences harvested from previous efforts have provided a picture of which efforts meet the needs of women in connection with their prepared return. And our efforts build on those experiences.

The activities aim at improving outreach work and expanding the present services offered to victims. Overall, activities shall be designed so as to improve the prepared return.

The activities furthermore aim at strengthening professionals' skills sets, so that support can be provided at an earlier stage and in a more targeted manner, at reducing the demand for women trafficked into prostitution, as well as at strengthening international collaboration and entering into new partnerships that focus on preventive social work.

Such preventive work will be implemented in collaboration with the authorities and international organizations both domestically and in the exporting countries. The international efforts will be described in a separate section.

In respect of police-related measures, the Danish National Police's Domestic Investigative Center (Rigspolitiets Nationale Efterforskningscenter [NEC]) will carry out national and systematic police monitoring of, among other crimes, trafficking in human beings. This systematic monitoring means that the police districts must continuously report to NEC all available information that may be significant in the combat against human trafficking. At the NEC the information will be processed and supplemented by other existing information from, e.g., the customs and tax authorities as well as international cooperation partners; and the information will then be analyzed.

The purpose of the systematic police monitoring is for the police, on the basis of an extensive and current background knowledge, to implement

and target concrete investigations proactively—in other words, without waiting for a complaint. The Danish National Police will moreover provide investigative assistance to police districts that work within the area of human trafficking.

The strategy to strengthen the police effort against prostitution kingpins is indicative of the fact that international police collaboration is of great importance: trafficking in women is an international crime problem. International cooperation with regard to combating trafficking in women is thus being prioritized highly, among other places, within the frameworks of Interpol, Europol and the Baltic Sea collaboration concerning organized crime, just as a number of initiatives have been implemented under the auspices of the Police and Customs Collaboration in the Nordic Countries (the so-called PTN collaboration - 'Politi- og Toldsamarbejde i Norden'). The Danish National Police is participating actively in these international activities.

In concrete cases the NEC will be able to provide aid from the Nordic police liaison officers abroad and police liaison officers from abroad in Denmark. Also, a Danish seconded police officer has been stationed for a two-year term at Interpol's headquarters in Lyon, and has been designated trafficking in women as a key work area.

In addition to this, the Thai authorities have given their commitment, to the greatest extent possible, that they will assist the Danish police in the implementation of an intensified intervention against prostitution kingpins with a connection to Thailand.

It is moreover indicated in the strategy that especially Europol and Eurojust systematically need to be called in in cases where such assistance can help in the investigation of prostitution kingpins.

In addition to the police-related effort, the following activities are implemented in the social services area:



1. Communication and information campaigns

Information campaigns are implemented to inform potential customers and clients and the public at large about the women's situation. In addition to campaigns, there will be efforts developing other forms of information work, e.g., debate arrangements and educational materials to increase social awareness about trafficking.

Victims of trafficking in women must be clearly informed about their rights and the services and options for help and aid they have in Denmark. In regard to this, EU nationals have further rights than other aliens. The various victim groups shall receive targeted information about their situation.

Responsible Government Agency: Danish Ministry of Social Affairs

2. Outreach work

Social workers with cultural and language skills shall perform outreach work involving prostitutes in the escort environment, in massage parlors and in the streets to inform the women about their rights and options for help and aid in Denmark. The goal is to be able to offer the victims an opportunity to leave the prostitution environment, away from the kingpins.

The outreach work is spread out geographically. This work will be coordinated with the efforts

involving other groups of prostitutes, both Danish and those from abroad. Outreach work in the escort environment will receive greater focus.

Responsible Government Agency: Danish Ministry of Social Affairs

3. Meeting places

It can be difficult to get in contact with prostitutes who have been trafficked. Experiences from other countries have shown that women from abroad in prostitution utilize meeting places as a support option, because, there, they have the opportunity to meet other women and receive information about healthcare services.

Local meeting places will be established where victims can speak with social professionals knowledgeable about human trafficking and meet other women in the same circumstances. Such meeting places will have "open house" arrangements some days/evenings of the week. These locations will provide a venue for legal and social counseling. And the centers can offer victims general health counseling and information about treatment options in the healthcare system. The women can thus walk in for general information and counseling as well as to be offered to be accompanied by a social worker to actual treatment.

Responsible Government Agency: Danish Ministry of Social Affairs/Danish Ministry of the Interior and Health

4. Shelters, crisis centers and support during their stay

Women trafficked into prostitution shall have the option of staying in a crisis center that suits their specific situation.

The women will be granted a reflection period, which will give them an opportunity to consider their situation, cooperate with the police, and have their return home prepared. This reflection period will be extended so that human trafficking victims, who cooperate on a prepared return, can be granted a travel deadline of up to 100 days. A personal action plan will be prepared for the women outlining what will occur during the extended reflection period.

Victims of trafficking in women react in different ways once they are removed from the kingpins and the environment. Some show signs of post-traumatic stress disorder, while others are in a state of denial about their situation as victims of trafficking.

The Danish Immigration Service will arrange, in collaboration with the VKM, for the victims to be offered health treatment, psychological assistance, legal assistance and social-pedagogical assistance during their stay to process their experiences. Other activities can also be offered to support the women.

Responsible Government Agency: Danish Integration Ministry/Danish Ministry of Social Affairs

5. Development of methods and guidance for victim identification

Joint cross-disciplinary methods are needed to identify women who have been victims of trafficking into prostitution. Standards shall be developed so that all implementing organizations are working using the same methods once they identify victims. In this way, the women are ensured the same options of individual treatment nationwide.

Responsible Government Agency: Danish Ministry of Social Affairs

6. Expansion of international network

To ensure a properly managed return home, the international network needs to be expanded so as to create close contacts to the NGO's and social authorities in the women's respective country of origin. The goal is to be able to offer all women that they will be received by an organization once they return home. Also, good contacts with the authorities in their home country shall be established so that they can assist the victims upon their return home.

Responsible Government Agency: Danish Integration Ministry/Danish Ministry of Social Affairs

7. Mandate and division of roles

According to the evaluation of the first action plan, there was some confusion about which actors were responsible for what and what was their mandate. To ensure transparency, efficiency, professionalism and clarity for both victims and other actors, an overview will be drawn up of the division of roles and responsibilities for the social organizations.

Responsible Government Agency: Danish Ministry of Social Affairs/Danish Ministry of Refugee, Immigration and Integration Affairs/Danish Ministry of Justice

8. International preventive initiatives

Denmark—in collaboration with organizations in the countries of origin—supports projects that work to strengthen women's rights and prevent trafficking in human beings and the exploitation of women and children. The Danish Government will particularly push to have initiatives placed on the agenda in such venues as the EU, the Nordic Council of Ministers and other international and regional forums.

Responsible Government Agency: Danish Ministry of Foreign Affairs/Danish Ministry of Social Affairs



Children trafficked into prostitution, forced labor or other exploitation

Children who are victims of trafficking are subjected to a gross violation of their rights, and they are entitled to individual support. They constitute a particularly vulnerable group because of their lack of development and maturity, and because they are being forced to leave their families and usual surroundings in their countries of origin. For these reasons the Government is now also strengthening its efforts concerning trafficked children. It is the Government's goal that individual action plans be developed for each child in which the individual child's interest will constitute a priority for the further progress in the case. The Government will furthermore strengthen legislation in the area.

Trafficked children have special needs and rights as compared to trafficked adults. This action plan is, among other documents, based on the United Nations Convention on the Rights of the Child and the particular rights described therein.

Assistance for unaccompanied minors, who are victims of human trafficking, is provided within the framework of the Danish immigration laws. It is therefore primarily the Danish Immigration Service that has the decision-making authority concerning children trafficked in Denmark. The principles contained in the Danish Act on Social Services are applied when the immigration au-

thorities do not possess the requisite aid options, and this includes decisions relating to placement of the child.

As mentioned above, a network of NGO's and relevant government agencies focusing on trafficking in children has functioned well and received support in the previous action plan. The network continues to meet and exchange experiences concerning domestic and international developments, and it is used more actively as a resource base in relation to development of initiatives. The network will be collaborating with the VKM in the future.

In arranging the process for the child, efforts will be further developed building on the already-existing collaboration with social organizations and authorities. This will ensure that individual action plans are well thought-out and have been discussed with relevant professional staff.

In respect of efforts made by the police, the NEC's monitoring of human trafficking also includes children who may have been victims of human trafficking. The effort and the initiatives in the strategy against prostitution kingpins also comprise children who are exploited for prostitution. In that respect, the police will pay particular attention to cases involving the exploitation of children.

F A C T S

The Danish Immigration Service complies with the rules of the Dublin Regulation in cases where unaccompanied asylum seekers who are minors have submitted an application for asylum in one member state and then enters a different member state and subsequently submits a new asylum application. When processing the case, immigration authorities will, among other factors, take the child's age, health and relations in Denmark into consideration.



Prevention and support

No children should be trafficked to Denmark. Professionals and authorities must therefore have the tools to intervene early, if it is suspected that the child is a victim of human trafficking. Preventive work will be implemented both nationally and to a high degree in cooperation with the authorities and NGO's in the exporting countries.

Children must have a safe and sound stay in Denmark as well as have their return home arranged in the best possible manner. The children will receive social-pedagogical support as well as other relevant psychological support during the stay. The children will also receive relevant health treatment during their stay in Denmark.

Children are entitled to education during their stay in Denmark. Such education will be arranged around the needs of the individual child.

In this context it is important that the information provided to the social authorities and NGO's can be utilized in police efforts within the area and that such information is disclosed to the police. This information might potentially be submitted anonymously and with due regard to, among other regulations, rules concerning confidentiality.

1. Development of methods for identification

Domestic and international experiences have proven that it is difficult to identify children that have been trafficked. Indicators will therefore be developed to ascertain when there is a risk that a child might have been trafficked. Those indications shall function as a joint reference frame for the authorities and social organizations, so that work is being performed according to uniform definitions, and so as to ensure that each individual child will get uniform treatment regarding identification.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs in collaboration with the Danish Ministry of Social Affairs

2. Education of professionals

Professionals who might get in contact with trafficked children shall receive education. This education must, among other elements, be based on social-pedagogical methods for building confidence so that the children dare tell their stories. Moreover, education must be provided in methods to determine age and trafficked children's special rights.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs in collaboration with the Danish Ministry of Social Affairs

3. Communication

In addition to that, the problem needs to be communicated to the relevant professional groups, e.g., through seminars, conferences and debate arrangements.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs in collaboration with the Danish Ministry of Social Affairs

4. Mandate and division of roles

It must be clear which actors are responsible for what. According to the evaluation of the first action plan there was some confusion about mandates regarding social organizations and authorities. To ensure that both victims and actors have a clear picture of divisions of responsibilities, a list of mandates will be drawn up.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs/Danish Ministry of Social Affairs/Danish Ministry of Justice

5. Safe stay

As a point of departure, unaccompanied minors will be sheltered in an asylum center, in which there is specially trained staff to deal with this group of children. If the center staff suspects that the child might disappear, the child may be subject to increased staff monitoring. The child might be subject to placement in accordance with the principles laid down in the Danish Social

Services Act. Placement may occur if the child requires treatment or needs further social support than that which is provided under the auspices of the immigration authorities.⁴

Experience proves that the present preparedness system is vulnerable when several trafficked children are admitted with short notice. The preparedness system will therefore be strengthened so that the number of spots available for trafficked children will be secured further.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs in collaboration with the Danish Ministry of Social Affairs

6. Personal representative

Once it is established that the subject is an unaccompanied minor seeking asylum, a personal representative will be appointed to take care of the subject's interests while the case is being processed.⁵ All unaccompanied children will be assigned a personal representative. In respect of trafficked children, efforts will be made to ensure that the representative is a professional. The representative will provide support and guidance to the children in connection with the authorities' treatment of the case and may advise and sup-

4 If there is a risk that the child or young person might harm him or herself, placement can take place within a secured environment. In other situations, e.g., where there is a need to secure the child or the young person's presence in connection with the processing of his or her case with the immigration authorities, detention may occur in accordance with the Danish Aliens Act.

5 Efforts will be made to amend the Danish Aliens Act so that unaccompanied minors, too, who are not seeking asylum, will be entitled to a personal representative to represent their interests.

port the child in relation to other more personal questions as well as make decisions on behalf of the child.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs

7. Collaboration and individual action plan

A cooperation committee consisting of social organizations will provide advice on individual cases concerning trafficked children. This cooperation committee will be continued, since the evaluation of the action plan showed that it had yielded good experiences.

The Danish Immigration Service will, in collaboration with the personal representative, draw up an action plan for the continued work for the benefit of the child or young person.⁶

Going forward it must be ensured that, when action plans are drawn up for the individual child, the cooperation committee will be consulted in respect of its knowledge, and the collaboration committee must be consulted, as needed, on the individual cases.


Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs

8. Return

Trafficked children may, as other aliens, seek asylum in Denmark.

However, children are considered a particularly vulnerable group, and special guidelines have therefore been drawn up for processing their

6 If the municipality has implemented support measures, the municipality is, under the principles laid down in the Danish Social Services Act, obligated to draw up an action plan that provides a detailed description of goals and subsidiary goals of the support.



applications. Thus, children's applications must be processed speedily, and the children will be sheltered in special asylum centers with specially trained personnel.

If a child's asylum application is rejected, the child will still, in certain cases, be granted a residence permit, if returning the child to the country of origin would be unsafe. A potential scenario could, for example, be that the child would have a difficult time getting by in his or her country of origin because he or she does not have a sufficient network in the form of family, other adults, public care or similar mechanisms. Information regarding the child's health and needs for special care and support will also be part of the assessment. Finally, the general situation in the child's country of origin will be taken into consideration.

Fundamentally, children should be together with their parents. The Danish Immigration Service can refer the child as well as this person's representative to have the International Red Cross tracing service search for the child's parents. This search might be performed in collaboration with a social organization and it is presumed that the child or the personal representative gives his or her consent.

The Danish Immigration Service will ensure, with the relevant organizations and authorities, that all trafficked children who are not granted a residence permit in Denmark, will be offered a well-planned and properly managed return home. This

entails that the child, to the greatest extent possible, will be received in his or her country of origin by an organization or others who can provide the child with special help in connection with his or her subsistence in the country of origin. It needs to be included in this collaboration that a child's reunification with his or her parents is not always to the benefit of the child, e.g., in cases in which the parents have participated in the trafficking. The representative can accompany the child in connection with the child's return home.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs

9. International network expanded

The existing international network needs to be expanded. The network needs to be spread out across more countries, just as the awareness of organizations in the countries of origin need to be strengthened so that it will be further ensured that the children can be well received when they return home. Thus, an already-established international network needs to be expanded, which will contribute to an improved and better-prepared return of human trafficking victims.

Also, good contacts to the authorities in the country of origin need to be established so that they can assist the victims upon their return home.

Responsible Government Agency: Danish Ministry of Refugee, Immigration and Integration Affairs



Trafficking into forced labor

Persons trafficked into forced labor, as of January 1, 2007 is not a known problem in Denmark. In other places in Europe it is a growing problem. If forced labor becomes a reality in Denmark, efforts can be implemented, as known from children and women who have been trafficked into prostitution.

Aliens trafficked into forced labor will—like other aliens without a basis for a residence permit in Denmark—be subject to the Danish Immigration Service maintenance obligation. In that context, the Danish Immigration Service shall ensure shelter and—in case the person concerned is not granted a residence permit—in collaboration with the relevant organizations and government agencies, to the greatest extent possible, ensure that all victims of human trafficking will be offered a well-planned and properly managed reception in his or her country of origin.

Aliens trafficked into forced labor may, like other victims of trafficking in human beings, upon request normally be granted a travel deadline of

30 days. Human trafficking victims, who cooperate on a prepared return, may be granted a travel deadline of up to 100 days.

The proposed initiatives to expand already established networks—which will contribute to a wider and better prepared return of all victims of human trafficking—will also include victims trafficked into forced labor. That, for example, applies to the hotline, which will be based at the VKM in the future.

If persons trafficked into forced labor come to Denmark, there is a great likelihood that such cases will come to the attention of both sides of industry in the Danish Working Environment Service and public employment services.⁷

⁷ Experiences from the East Agreement have shown that it is very difficult to hide illegal labor in Denmark. And it would certainly be even more difficult if the persons in question are not working in Denmark voluntarily.



International initiatives

Denmark supports the prevention and combating human trafficking: it does so through a range of development and foreign affairs political instruments.

Bilateral activities

Respect for human rights and support for democratization are the fundamental framework elements for Denmark's contribution to combating trafficking in human beings. Danish development aid promotes respect for human rights and democratization and considers them both goals in their own right and a means to attain sustainable development and combating poverty.

Work toward equality and women's rights is a cross-disciplinary consideration in Danish development aid. The Government places increased focus on strengthening women's rights and access to resources in its development political priorities 2007–2011. In many developing countries women are exposed to discrimination, marginalization, violence and repression, which both violate their rights and deprive them of the opportunity to contribute actively to their own or society's development. Children and young persons are also a focus in Danish development efforts.

Violations of human rights, lack of democratization, poor governance, violence and discrimination typically have the worst effect on the poor and the groups most at risk, such as women and children. Therefore, these are also the groups that are most at risk with regard to becoming victims of trafficking in human beings.⁸

⁸ For more information, please refer to the Ministry of Foreign Affairs' strategies and guidelines for development cooperation, including: "Danmarks Udviklingsspolitik – Partnerskab 2000" ["Denmark's Development Policy — Partnership 2000"]; "Vilje til Udvikling" ["Commitment to Development"]. "Priorities of the Danish Government for Danish Development Assistance 2007–2011"; "Nærområdeinitiativet" ["The Neighboring Region Initiative"]

The bilateral activities for the prevention of human trafficking and support for victims are provided primarily through human rights programs in the individual cooperating countries. Moreover, Denmark—in a dialogue with recipient countries and other donors—actively participates to create increased awareness of trafficking in human beings and joint initiatives within the area.

In our development cooperation with Asia, for example, combating trafficking in human beings will be given increased focus. That will both occur through ASEAN and SAARC and through strengthened, bilateral efforts to prevent human trafficking. The efforts will primarily be in the form of support to community organizations that prevent trafficking in human beings and help victims.

EXAMPLES OF NEW ACTIVITIES

Mapping increased trafficking in human beings in Bolivia with the creation of a free hotline and temporary residence for victims. Aid to Ghanaian foundation to support human trafficking victims. Planning of support for the prevention of regional trafficking in women in Southern Africa.

The Neighborhood Program

Under the Danish Ministry of Foreign Affairs Neighborhood Program⁹ support is provided for a program for combating trafficking in human beings in Eastern Europe in the amount of DKK 29.4 million between 2006 and 2008. The program is primarily directed toward Belarus, Moldova and Ukraine; but Bulgaria and Romania are also included. It will be decided if the support for combating human trafficking in East Europe after 2008 will be continued in connection with the drawing up of the Strategy for the Neighborhood Program for the period 2008–2012, which is expected to be finalized in the spring of 2007.

Based on a human rights-based agenda, the overall goal of the program is to support national government agencies, international organizations and the NGOs' efforts to combat human trafficking. The program comprises both preventive activities and support for victims for trafficking in human beings. Additionally a regional component is supported, whose purpose is to strengthen the cooperation among the organizations in the individual countries. There is cooperation within the existing national and regional frameworks and close collaboration with other donors.

The Neighboring Region Initiative

The growing focus in Denmark on refugees and migrants has given rise to a number of new initiatives; and it has opened up new forms of cooperation under the auspices of the EU.

9 In 2004 the Danish Ministry of Foreign Affairs implemented a bilateral neighborhood program in order to promote open, democratic societies based on law and stable political and economic development in the neighboring states of the EU to the east and south-east. The Danish Ministry of Foreign Affairs' program had a financial framework of DKK 730 million for 2004–2007. A new framework is expected to be approved as of 2008. For further information about the Neighborhood Program, please visit www.naboskabsprogrammet.um.dk.

“The Neighboring Region Initiative” is a political effort that, among other goals, is directed toward “mixed migration flows.” Such migration flows may include victims of trafficking, since trafficking in human beings is a grey area in which, to an increasing degree, it is difficult to distinguish between voluntary migrants, refugees, victims of human smuggling and victims of trafficking in human beings.

Concretely these are efforts targeting Asia, Africa and the Middle East. Such efforts are aimed at improving social and economic conditions in the areas from which “migration” takes place, as well as building up the capacity of refugee and migration authorities in countries where forced and illegal migration/smuggling is particularly pronounced. These efforts contribute to prevent trafficking in human beings by offering alternatives to refugees and the permanent population in refugee areas.

EU framework — The AENEAS Program

Within the EU framework there is an extensive collaboration around “mixed migration flows.” One example is the AENEAS Program, which is a tool for strengthening the integration of migration issues in EU's cooperation with developing countries. The term of the program is five years (2004–2008), has a total budget of EUR 250 million and is manifested in annual work programs.

So far Denmark, through the neighboring region initiative, has co-financed four projects, and for the 2007 work program it is expected that there will be active Danish participation in EU efforts in northern and western Africa—among other efforts, active Danish participation in relation to a special effort for the protection of migrants' rights and combating illegal immigration in transit countries in West, Central and East Africa. This activity will contribute to the Danish effort against trafficking in human beings—especially in relation to human trafficking from Nigeria.



OSCE

In recent years OSCE—the Organization for Security and Co-operation in Europe—has to an increasing degree been dealing with issues of combating human trafficking. In 2003 the participating states adopted an action plan on the topic that presents a series of recommendations for activities, including legislation reform, training of executive authorities, border security and improvement of security of travel documents. The OSCE has furthermore appointed a special representative for combating trafficking in human beings who is contributing to create awareness of the issue.

NATO

NATO, under the auspices of the EAPC (the total of 46 countries in the Euro-Atlantic Partnership Council), adopted a zero-tolerance policy in relation to NATO's forces and personnel in operational areas. The purpose is to prevent that NATO's presence indirectly promotes trafficking in human beings, e.g., through increased prostitution. All personnel in NATO operations are informed in this manner, among other topics, about trafficking in human beings as part of their education.

Cooperation under the auspices of the UN and regional support

Denmark has signed and ratified a number of

conventions that form the basis for combating trafficking in human beings. Through its contributions to several UN organizations, Denmark directly and indirectly supports the fight against human trafficking, just as help is provided to victims. Within the organizations, Denmark furthermore contributes to increase and coordinate these efforts.¹⁰

10 The U.N. Convention against Transnational Organized Crime as well as the Protocols thereto relating to trafficking in human beings, including especially women and children as well as the Council of Europe Convention on Action against Trafficking in Human Beings are the international conventions that provide the framework for Denmark's participation to combat trafficking in human beings.

The Human Rights Committee's special observer on trafficking in human beings, especially women and children, is also supported by Denmark. The special observer's mandate was established in 2004 with the objective that the observer would react to violations against the victims of human trafficking, visit countries to assess the situation in the applicable country and provide proposals for improvements. The optional protocol to the U.N. Convention on the Rights of the Child concerning the sale of children, child prostitution and child pornography are also signed by Denmark.

Among the U.N. organizations—which Denmark is actively supporting in combating human trafficking—are:

UNIFEM—the United Nations Development Fund for Women—supports combating human trafficking in a number of areas: Through concrete projects, manuals, information and research intended to contribute to the prevention and cessation of trafficking. Poverty, lack of financial options, and poor education especially contribute to making women vulnerable to trafficking.

UNHCR has a clear policy for combating human trafficking via the special mandate possessed by the U.N. High Commissioner for Refugees. First, the UNHCR is working actively to ensure that refugees, asylum seekers and displaced persons do not become victims of trafficking in human beings. And second, individuals who have been

subjected to human trafficking and fear that they will be liable for punishment upon returning to their country of origin are entitled to be recognized as refugees.

UNICEF—the United Nations Children’s Fund—contributes to combating trafficking in human beings through both preventive efforts and the protection of victims (protective environment for children).

UNFPA—the United Nations Population Fund—is implementing a targeted effort to combat human trafficking/forced migration. That is, among other places, done through the support of “Safe Houses” for counseling and for victims.

Responsible Government Agency: Danish Ministry of Foreign Affairs/Danish Ministry of Social Affairs

DANISH TRENDS

Experiences from the last action plan show that most of the trafficking that takes place in Denmark is trafficking in women for prostitution. However, a few examples of trafficking in children have also been seen. The social organizations have been in contact with about 900 women (of which some may have been repeats). Through outreach street efforts and among women in prostitution from abroad, the following trends have been seen:

Women from Africa constitute an increasing share of street prostitutes. This trend is also seen in other European and certain Nordic countries. Other prostitutes are primarily coming from Eastern Europe.

In massage parlors the largest group of women is of a Thai background. There are also African, Eastern European and Baltic woman in the massage parlors.

The following information exists about the 78 women who stayed covered by the offer of protection from October 2003 to August 2006:

- Most of the women are between the ages of 18 and 24.
- More than half the women have maintenance obligations for either their own children or family in their country of origin.
- Many have been in prostitution previously. Almost 60 percent were aware that they were recruited into prostitution, while more than 20 percent did not know that they would be working as prostitutes.
- Most of the women want to find jobs outside the prostitution business, to go back to school, travel abroad, etc. But some want to return to prostitution because they do not see any other way out.¹¹

¹¹ Videns- og formidlingscenter for socialt udsatte [Danish Center for Research on Social Vulnerability]: "Final Report about Trafficking in Women, 2006."

