



**COUNCIL OF  
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**TRANSLATION SUPPLIED BY THE GERMAN DELEGATION**

**NOTE**

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from :           The German Delegation  
to                Multidisciplinary Group on Organised Crime / Article 36 Committee  
Subject :        Experience Report on Human Trafficking for the Purpose of Sexual Exploitation  
                  and Forced Prostitution in Connection with the 2006 Football World Cup in  
                  Germany

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A.    The starting situation

At a meeting of the European Council of Ministers of Justice and Home Affairs on 27 and 28 April 2006, the Council welcomed in its conclusions the measures adopted by Germany in connection with the 2006 World Cup in order to combat human trafficking, in particular for the purpose of sexual exploitation, and welcomed the fact that Germany is willing to report after the 2006 World Cup on its experience, so that this experience can be used as a basis for drawing up best practices in this matter in view of future events.

Prior to the 2006 World Cup, there were repeated reports in the media claiming that a large number of prostitutes/forced prostitutes would come to Germany within the scope of this major event. The alleged figure of up to 40,000 prostitutes / forced prostitutes was repeatedly reported also in international media.

In order to ascertain the actual extent of forced prostitution and human trafficking for the purpose of sexual exploitation in Germany during the 2006 World Cup, the Federal Ministry of the Interior initiated a corresponding survey after the event which was conducted by the Federal Criminal Police Office in all 16 federal-state criminal police offices and in 19 special counselling services / NGOs.

B. Strategic and conceptual measures prior to the 2006 World Cup

In the run up to the 2006 World Cup, the responsible federal ministries in Germany, the federal and state police forces, along with special counselling services / NGOs drafted strategies and concepts designed to combat human trafficking for the purpose of sexual exploitation and (...) the promotion of human trafficking pursuant sections 232 and 233a of the German Criminal Code (StGB).

Special mention must be given here to the "FIFA 2006 World Cup National Security Strategy" and the "Framework strategy by the federal and state police forces for the 2006 World Cup" which featured uniform standards for police work. Before the 2006 World Cup kicked off, this framework strategy was used especially by the federal state police forces in Laender with host cities as a basis for adapting existing strategies to combat forced prostitution, human trafficking and "red-light" crime to meet the requirements of this extraordinary situation.

In addition to this, the regional cooperation strategies against forced prostitution, human trafficking and "red-light" crime that had been agreed to between the federal state police forces and special counselling services were also applied.

At the invitation of the Federal Ministry of the Interior and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, an information event was held on 31 January 2006 at which federal and federal-state security experts, representatives from NGOs, churches, the host cities, the German Sports Federation and the German Football Association came together to discuss joint police and non-police strategies to combat human trafficking and forced prostitution. It became clear here that the success of these efforts – not only but also during the 2006 World Cup – would require that all the respective institutions and offices fulfil their tasks in the areas of education, prevention, repression and protection of victims.

C. Prevention work by non-governmental organizations and special counselling services.

Both before and during the 2006 World Cup, non-governmental organizations and special counselling services conducted prevention work specifically designed to prevent and combat forced prostitution and human trafficking for the purpose of sexual exploitation. This work included public events (discussions, press conferences, interviews, info desks, information posters and leaflets), mailing campaigns, education and information via radio and television, telephone hotlines, websites, right through to the provision of shelters. Within the scope of this work, the special counselling services / non-governmental organizations cooperated with politicians, the police and the administration.

The campaign by the National Council of German Women's Organizations titled "Final Whistle – Stop Forced Prostitution", which played a key role in raising awareness for this issue, was supported by the Federal Government.

D. Preventive (...) control measures by the police

Both before and during the 2006 World Cup and especially in those federal Laender with host cities, concrete preventive control measures were implemented under the leadership of the respective federal-state criminal police offices in order to combat and prevent forced prostitution and human trafficking.

These measures included, for instance, ensuring a greater (uniformed and non-uniformed) police presence and greater police control at relevant and high-risk venues (including raids on investigation and control days), the temporary reinstatement of border controls at federal borders, the formation of new and strengthening of existing specialist police workgroups, police contacts with informers in the milieu, boosting awareness among hotels and accommodation facilities through information and talks, involving the administrative authorities on site, as well as greater cooperation with social institutions and special counselling services.

In the run up to the 2006 World Cup, it became clear that a higher number of prostitutes could be expected in and around the game venues and the hotels and accommodation for fans. This was why these venues were the focus of control measures by the police and contacts were extensively maintained with special counselling services.

Before the 2006 World Cup got underway, the federal Laender of Baden-Württemberg, Bavaria, Hesse and Rhineland-Palatinate, for instance, conducted a joint investigation and control day in hostess apartments and brothels in all four federal Laender.

#### E. Situation in the federal Laender with host cities

The twelve host cities for the 2006 Cup are located in nine federal Laender. This means that the criminal police tasks at the game venues were the responsibility of the nine federal-state criminal police offices.<sup>1</sup>

The federal-state criminal police offices with game venues under their responsibility as well as the respective special counselling services noted that in the run up to the 2006 World Cup an increase in the number of prostitutes was recorded at game venues and the surrounding areas. This was due, for instance, to the fact that prostitutes from outside regions travelled to the game venues (...). However, the police and to a large extent the special counselling services also noted that the increase in the number of punters which was forecast by some did not materialise and this was the reason why some prostitutes left before the 2006 World Cup was over.

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<u>Venue:</u>	<u>Federal-state criminal police office (LKA) in charge:</u>
Berlin	LKA Berlin
Frankfurt am Main	Hessian LKA
Hamburg	LKA Hamburg
Hanover	LKA Lower Saxony
Kaiserslautern	LKA Rhineland Palatinate:
Leipzig	LKA Saxony
Stuttgart	LKA Baden-Württemberg
Munich, Nuremberg	Bavarian LKA
Dortmund, Gelsenkirchen, Cologne	LKA North-Rhine Westphalia

Of the 33 investigation cases reported to the Federal Criminal Police Office on the grounds of human trafficking for the purpose of sexual exploitation and/or the promotion of human trafficking and which took place at the time of the 2006 World Cup, only five cases were assumed to have a direct link to the 2006 World Cup. In these five cases, five victims of human trafficking were found, four women and one man. The victims were all between 18 and 21 years of age and came from Bulgaria (2 women, both 20 years old), Hungary (one man, 20 years old), the Czech Republic (one woman, 19 years old) and Germany (one woman, 19 years old).

There were also no reports of any significant increase in the number of illegal stays in connection with the practice of prostitution.

#### F. Situation in the federal Laender without game venues

The "FIFA 2006 World Cup National Security Strategy", the "Framework strategy by the federal and state police forces for the 2006 World Cup" and all the other information conveyed helped to prepare the police offices and police forces also in the seven federal Laender without game venues. In some cases, sub-strategies to combat human trafficking and forced prostitution were drafted in these federal Laender and/or existing strategies were updated.

In the seven federal Laender without a game venue no victims of human trafficking pursuant to sections 232, 233a of the German Criminal Code were recorded in connection with the 2006 World Cup.

The greater police presence designed to master the general situation also had a deterring effect on areas of crime typical in certain milieus.

#### G. Conclusion and evaluation

The increase in forced prostitution and human trafficking for the purpose of sexual exploitation during the 2006 World Cup in Germany which was feared by some did not materialise. Nor were there any reports of a significant increase in the number of illegal stays in conjunction with the exploitation of prostitutes.

This means that there was no confirmation of the reports sometimes made prior to the 2006 World Cup in which it was claimed that the expected additional demand for prostitutes would be covered by women forced into prostitution and perhaps brought to Germany for this purpose. There was no sign whatsoever of the alleged 40,000 prostitutes/forced prostitutes – a figure repeatedly reported, also in international media – who were to be brought to Germany for the 2006 World Cup.

The safeguards to counteract human trafficking and forced prostitution which the Federal Government and the federal Laender implemented within the scope of the "National Security Strategy for the 2006 World Cup" proved to be successful.

The statements by the federal-state criminal police offices, the number of cases reported by these offices and the statements taken from the milieu show that the targeted police measures enforced within the scope of the combating strategies were a full success.

The federal-state criminal police offices and the special counselling services reported that their cooperation within the scope of existing and specially devised combating strategies was very successful.

The special counselling services evaluated the campaigns which they carried out themselves as being largely successful.

In order to sustainably improve the fight against human trafficking for the purpose of sexual exploitation, the experience made by the federal-state police forces and the special counselling services should be taken into consideration for future major events.