

# **Coordinating National Policies on Human Trafficking in Germany:**

## **The Example of the Federal Working Group on Trafficking in Women for the Purpose of Sexual Exploitation**

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Women against Violence“, Germany, March 30, 2009



## Role of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth

- | Coordinating authority and Manager
  - in matters concerning violence against women
  - for the National Action Plan on Combating (all forms of) Violence against Women
  - for the national report on the effects of Germany's Act on regulating the legal affairs of Prostitutes
  
- | Trafficking in Women is violence against women ⇨ mainstreamed into the Action Plan
  
- | 2 steering committees for Action Plan:
  - Federal Working Group on Trafficking in Women (for the purpose of sexual exploitation)
  - Federal Working Group on Domestic Violence



## Need for coordination and cooperation of policies to combat trafficking in human beings

- | Combating trafficking in human beings (thb) is a very complex task
  
- | Underlying causes for trafficking in women:
  - such as poverty, lack of equal opportunities in countries of origin and
  - demand for cheap labor and prostitution in countries of destination
  - cannot be countered with short term measures
  
- | Conflict of interests in policies of different agencies



## Conflict of interests as serious obstacle

- | Conflict of interests between various actors
- | Conflicts between law enforcement and NGOs
- | Conflicts between various policy areas:
  - Law enforcement
  - Immigration policies
  - Human rights policies
  - Gender policies
  - Labor policies
- | For trafficking in women for sexual exploitation:
  - Attitudes towards and perceptions of prostitution play a key role
- | These obstacles:
  - cannot be countered by one government or government agency alone



## Federal Working Group on Trafficking in Women

| founded in 1997

| Purpose:

- making victim protection and human rights a first priority aspect
- make holistic analyses
- develop coordinated strategies

| meets three to four times a year

| Task: concentrates on thb, especially trafficking in women, for sexual exploitation



## Members of the Federal Working Group

### **Federal Ministries and Agencies for:**

- | Women (central coordinator and manager)
  - Foreign Affairs
  - Foreign Affairs
  - Interior
  - Justice
  - Labour and Social Affairs
  - Economic Co-operation and Development
  - Federal Commissioner for Migration and Integration
  - Federal Criminal Police Office

### **Länder level:**

- | technical conferences of the Länder ministries for Interior, Justice, Social Affairs and Gender Equality

### **NGOs:**

- | KOK - German nationwide activist coordination group combating trafficking in women and violence against women in the process of migration
- | SOLWODI e.V.
- | Co-ordination group of the German Welfare Organisations represented by the Diakonisches Werk EKD



## Mandate of the Federal Working Group on Trafficking in Women

- | Facilitate exchange of information and experiences
- | Provide overview of measures and activities
  - in the 16 Länder
  - at national level
  - at international level
- | Identify and analyze practical problems
- | Develop best-practice models
- | Make cross-disciplinary recommendations to decisionmakers and practitioners



## Methods of the Working Group

- | Identify issues where action is needed
- | Commission feasibility studies (competent ministries as actors)
- | define modes of further procedure, once facts are established, e.g. form a sub-committee to present results to Plenary
- | Upon consensus results are forwarded as Federal Working Group proposal to respective decisionmakers



## Examples for Main Results

- | Proposals for drafting Germany's Residence Act and administrative regulations
- | Federal cooperation model to institutionalize cooperation between police and counseling services
- | Paper on standardization of training and education of various professionals
- | Brochure on the application of the Compensation Victims Crime Acts



## Challenges in the Federal System – Transfer to Länder

- | Responsibility for implementation of national law lies with the Länder
  - ⇒ Länder must devise their own strategies, measures and activities
- | Federal Working Group as a structural model
  - ⇒ many Länder have set up special committees similar to Federal Working Group



## Prime Example of the Federal Working Group: Concept for Cooperation between counseling services and police

- | First published in 1999
- | Updated in 2007
- | Purpose: define how counseling organizations and police can cooperate effectively to achieve the common goal of improved protection of victims of trafficking
- | Implementation lies at Länder level
- | Successful transfer from the federal to the Länder level: 12 of 16 Länder have prescribed such cooperation concepts



## Concept for Cooperation between counseling services and police

- | Lays down in its preamble the need for a cooperation agreement between the parties.
- | Defines a common goal.
- | Names its addressees, their roles and their obligations.
- | Identifies the target group comprising the victim to be protected.
- | Describes the duties required of the police and of the counselling organisations.
- | Prescribes how cooperation activities should be conducted.



## Conclusions

| Networking and cooperation is necessary to:

- solve practical problems
- bring about coordinated, practice-related improvements

| Federal Working Group made all actors aware of their respective responsibilities and possibilities and changed practice through models

| Cooperation

- Breaks down barriers
- Dissolves or lessens conflicts of interest
- is the only way to find lasting solutions



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für Familie, Senioren, Frauen  
und Jugend

Thank you very much for your  
attention.