



SWEDISH LAWS, POLICIES AND INTERVENTIONS ON PROSTITUTION AND TRAFFICKING IN HUMAN BEINGS: A COMPREHENSIVE OVERVIEW

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OVERVIEW OF THE REPORT

The report is designed to give a comprehensive overview of the current legal, policy and strategical framework on prostitution and human trafficking for the purpose of sexual exploitation in Sweden, and to provide an analysis of its implementation.

This report aims to describe the Swedish principled gender equality approach to prostitution and trafficking in human beings for sexual exploitation, and the legal and institutional framework, preventative efforts, with a particular focus on actions that discourage the demand, and measures for the support and protection of victims.

Chapter 1 offers a brief historical timeline of the work to prevent and eliminate prostitution and trafficking in human beings for sexual purposes in Sweden over time (1970-2010) to draw a picture of the context and development.

Chapter 2 describes the legislative and policy framework addressing prostitution and human trafficking for sexual purposes in Sweden.

Chapter 3 presents the institutional framework currently in place in Sweden, while chapter 4 discusses the national monitoring and coordination mechanisms for actions against trafficking in human beings.

Chapter 5 provides information and data on prostitution users.

Chapter 6 describes measures to prevent prostitution and trafficking in human beings with a short description of concrete actions aimed at increasing public awareness.

Chapter 7 presents an assessment of the impact of the legal framework to prevent and eliminate prostitution and trafficking in human beings for sexual purposes, and its enforcement.

Chapter 8 presents up-to-date statistical data on prostitution and trafficking in human beings for sexual purposes.

INTRODUCTION

Trafficking in human beings for sexual purposes is a gender-specific crime and a serious barrier to gender equality in all societies.

This conclusion is supported by the latest statistical data from the United Nations Office on Drugs and Crime (UNODC), which indicated that 96% of the identified victims of trafficking in human beings for sexual exploitation are female. Of the identified male victims of trafficking, only 6.8% are trafficked for sexual exploitation, with a majority being trafficked for the purpose of other forms of exploitation. The absolute majority of individuals convicted of all forms of trafficking in human beings are also male (63%).¹

Gender disaggregated data from European Union's statistical bureau, Eurostat, over the last three years confirms that approximately 80% of registered victims of trafficking in human beings were female. The 2015 Eurostat report shows that "a distinct gender split can be seen within the different types of exploitation," with the registered victims of trafficking for sexual exploitation across the European Union being predominantly female (95 %).

Just as is the case for the global data presented by the UNODC, more than 70 % of suspected traffickers within the European Union were male, 70 % of prosecutions were of males, and more than 70 % of convicted traffickers were also male."²

Human traffickers exploit to their full advantage the fact that most women, who are victims of human trafficking, come from the most oppressed and vulnerable groups in society, those who are educationally, economically, ethnically and racially marginalized and often victims of prior male sexual and other forms of violence.

¹ UNODC, Global Report on Trafficking in Persons (Vienna: UNODC, 2016) at 23 – 27 and 33.

² Eurostat, Trafficking in Human Beings: Statistical Working Paper (Luxemburg: Publications Office of the European Union, 2015) at 10-12.

The number of cases of trafficking in human beings for sexual purposes in Sweden has been relatively stable³ since the introduction of legislation in 2004 that criminalizes trafficking in human beings. The victims of human trafficking for sexual purposes to, through and within Sweden are almost without exception women and girls, mainly in the ages between 16-40 years of age, with some younger girls also falling victims.⁴

International research shows that the overwhelming majority of prostitution users are male,⁵ of all ages, the majority being married or in a relationship, and have children, are often well-educated and earn a medium to high income.⁶ Prostitution users indicate that they like to read or discuss all aspects of prostitution-related activities in online forums tailored to individuals, who purchase sexual services.⁷ When asked about what would make them refrain from buying a sexual service, men highlight two measures: public exposure or a legal prohibition.⁸

The impact on the victims of prostitution and trafficking in human beings for sexual purposes is devastating. Women, who are victims of prostitution and/or have been trafficked for the purpose of sexual exploitation, experience physical, psychological and sexual harm that has lifelong consequences.

³ Since 2015, an increasing number of cases were reported in Sweden, of migrant and refugee women and girls, victims of trafficking in human beings for sexual purposes, where the exploitation took place outside of Sweden. E.g. in 2015, of the 58 reports of trafficking in human beings for sexual purposes, 20 were made by the Migration Authority, half of which were committed in another country. See: National Rapporteur on Trafficking in Human beings, Lägerapport 17 – Människohandel för sexuella och andra ändamål (Stockholm, Sweden: November 2016).

⁴ National Rapporteur on Trafficking in Human Beings, Lägerapport 18 - Människohandel för sexuella och andra ändamål (Stockholm, Sweden, November 2017).

⁵ See e.g.: Immigrant Council Ireland et al., Stop Traffic! Tackling Demand for Sexual Services of Trafficked Women and Girls (Dublin, Ireland: ICI, 2014) at 32: “The overwhelming majority of buyers, who participated in the survey were male. The results from the online survey show that 98 per cent of respondents in Ireland were male, 93 per cent were male in Cyprus and 92 per cent in Finland. All of the interviewees in Bulgaria and Lithuania were male buyers.”

⁶ See e.g. Ekberg, Gunilla S. and Werkman, Karin, A Snapshot Study on the Prevalence, Laws, Policies and Practices regarding Prostitution and Trafficking in Human Beings for the Purpose of Sexual Exploitation in Belgium (Brussels, Belgium: SORBUS Research, 2016).

⁷ *Supra*, at 111.

⁸ *Supra*, at 109; Stop Traffic! Tackling Demand for Sexual Services of Trafficked Women and Girls at 72-73; Kafa (Enough) Violence & Exploitation, Exploring the Demand for Prostitution: What Male Buyers Say about Their Motives, Practices, and Perceptions (Beirut, Lebanon: Kafa, 2014) at 57.

Prostitution and trafficking in women for sexual purpose is also a gross violation of women's human rights, their human dignity and their right to bodily and psychological integrity.

Women, who escape from traffickers or pimps or, who courageously agree to testify against the perpetrators, often run a serious risk of retaliation; to themselves, to their families and to their friends. Many women, who return to their home countries, may find themselves unprotected, isolated and further discriminated against due to misconceptions in the society around them.⁹

The long-term effects for women of having been exploited through prostitution, in addition to health and psychological consequences, include financial precariousness, difficulty to access educational opportunities, and low employment rates.

CHAPTER 1: BRIEF HISTORICAL TIMELINE (1970-2011)

In the late 1960s, and early 1970s, a new public debate took place in Sweden and internationally about sexual relations and power differences between men and women. The debate led to new insights and new initiatives to strengthen and ameliorate the position of women in society, address discrimination of women in all areas of society, and a commitment to counteract male violence against women.

During the 1970s and 1980s, feminists, including women with lived experiences of prostitution, together analyzed women's position in Swedish society and how men, through the exercise of power using different forms of violence against women, maintained the subordinate position of women, including by those men, who paid for and exploited the most marginalized women and children, mostly girls, for prostitution purposes.

The initiative to criminalize those men, who attempt to and/or purchase sexual acts/services, originated in the feminist political discussions within the Swedish women's movement in the early 1970's, and was eventually carried forward, in the late 1990's, by the women's associations of most of the political parties.

In 1976, a proposal for new legislation on sexual offences was tabled.¹⁰

In 1977, the Government appointed a Commission of Inquiry, with the objective to investigate the issue of prostitution. During the course of this Inquiry, and building on a feminist analysis, women with experience in prostitution voiced their lived realities, and emphasized the central role of men in prostitution, as procurers, as traffickers, and as prostitution users. The demand as a root cause of prostitution was considered.

⁹ Ekberg, Gunilla S. Nordic Baltic Campaign against Trafficking in Women – Final Report (Copenhagen, Denmark: Nordic Council of Ministers, 2004) at 3.

¹⁰ Sexuella övergrepp: Förslag till ny lydelse av brottsbalkens bestämmelser om sedlighetsbrott (SOU 1976:9).

The outcomes of this Inquiry were presented in a report in 1981, with the overall conclusion that prostitution is incompatible with gender equality, and with the political ambitions to create a gender equal society in Sweden.¹¹

In 1980, Sweden signed and ratified the United Nations Convention for the Elimination of All Forms of Discrimination against Women (CEDAW), thereby making a binding commitment to “take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women.”¹²

In 1993, the United Nations Declaration on the Elimination of Violence against Women was adopted by the General Assembly, with the definition of violence against women being incorporated into Swedish policies on gender equality, prostitution and trafficking in human beings for sexual purposes in the early 2000’s:

Violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women, and that violence against women is one of the crucial social mechanisms by which women are forced into a subordinate position compared with men.¹³

In May 1998, a Government Bill on violence against women was presented to the Swedish Parliament, which, among other actions aimed at addressing male violence against women, proposed the criminalization of the purchase of sexual services.¹⁴ The Bill was the outcomes of two Commissions of Inquiry - the Commission on Prostitution, and the Commission on Violence against Women; both inquiry reports were presented in 1995.¹⁵

The resulting Act on Violence against Women (“Kvinnofrid”) included several amendments to laws related to male violence against women, including a strengthened sexual harassment offence, and a new crime penalizing repeated instances of male violence against a woman in an intimate relationship.

It also outlined the principles underlying the legal and policy measures and strategies to prevent and combat male violence against women, and appointed monitoring mechanisms

¹¹ Prostitutionen i Sverige: Bakgrund och åtgärder (SOU 1981:71).

¹² Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW): Sweden signed the CEDAW on 7 March 1980, and ratified it on 2 July 1980.

¹³ United Nations Declaration on the Elimination of Violence against Women (1993).

¹⁴ Government Bill, Kvinnofrid (prop. 1997/98:55 - the Violence Against Women Act).

¹⁵ SOU 1995:15, Könshandeln: Betänkande av 1993 års prostitutionsutredning, and SOU 1995:60, Kvinnofrid: Slutbetänkande av Kvinnovåldskommissionen.

with the tasks to follow the implementation and to report regularly to the Government with recommendations.¹⁶

In 1998, as the first in Europe, a National Rapporteur on Trafficking in Human Beings was appointed by the Government, following the recommendations in The Hague Ministerial Declaration of April 1997.¹⁷

On 1 January 1999, the law that prohibits the purchase of sexual services came into force.¹⁸

In 2000, Sweden signed and ratified the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (“The Palermo Protocol”).¹⁹

In 2000, the Government made the implementation of the reformed prostitution laws, including the law that criminalized the purchase of sexual services, and the development and implementation of further comprehensive policies and strategies across all policy areas in relation to prostitution and trafficking in human beings for sexual purposes, a political priority.

In 2001, the Swedish Government appointed a special advisor on prostitution and trafficking in human beings based in the Government Division on Gender Equality, who was charged with the task to develop and coordinate a multitude of actions within the Government, and with the responsible public agencies, including the National Police, and with specialized social services agencies, women’s equality-seeking associations, and other civil society and human rights organizations, and to oversee their implementation. This work continued until 2007.

¹⁶ See e.g. Ekberg, Gunilla S., “The Swedish Law that Prohibits the Purchase of Sexual Services: Best Practices for Prevention of Prostitution and Trafficking in Human Beings” (2004) 10 Violence Against Women 1187 (Sage Publications).

¹⁷ The Hague Ministerial Declaration on European Guidelines for Effective Measures to Prevent and Combat Trafficking in Women for the Purpose of Sexual Exploitation (24-26 April 1997). Online at: <http://www.legislationline.org/documents/action/popup/id/8747>

¹⁸ Lag (1998:408) om förbud mot köp av sexuella tjänster. Online at: <https://beta.lagrummet.se/rinfo/publ/sfs/1998:408/konsolidering/1999-01-01>

¹⁹ Sweden signed the Palermo Protocol on 12 December 2000, and ratified it on 1 July 2004.

In 2001, the Nordic and Baltic Ministers for Gender Equality, under the auspices of the Nordic Council of Ministers,²⁰ agreed to plan and carry out a joint information and awareness campaign during year 2002 (see below for details).

On 1 July 2002, comprehensive legislation that imposed criminal liability for trafficking in human beings for sexual purposes entered into force in Sweden.

In mid-July 2002, after intensive negotiations between European Union Member States, a Council Framework Decision on combating trafficking in human beings (2002/629/JHA)²¹ was passed, requiring Member States to pass legislation that criminalize trafficking in human beings for sexual and labour purposes.

In 2005, the Council of Europe Convention on Action against Trafficking in Human Beings was signed by Sweden. Sweden was key to the inclusion of two articles focusing on the prevention and prohibition of the demand.²²

In 2011, the Council Framework Decision was replaced by the Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims.²³

Article 18 of the Framework Decision focuses on prevention measures, including to discourage the demand, but with (4) deviating from article 9.5 of the United Nations Palermo Protocol,²⁴ by not making it mandatory for Member States to pass criminal law against the

²⁰ The Nordic Council is a regional, intra-governmental association, which was formed in 1952 to promote cooperation between the five Nordic countries. The Nordic Council of Ministers, which is the official body, was founded in 1971. Online at: <http://nmr.org>

²¹ See: Eur-lex, online: <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:32002F0629&qid=1511278403351&from=EN>

²² Sweden signed the Council of Europe Convention on 16 May 2005, and ratified the treaty on 31 May 2010. Articles 6 and 19 focus on measure to discourage the demand.

²³ See: Eur-lex, online: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32011L0036>

²⁴ Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (15 November 2000). Online at: <http://www.ohchr.org/EN/ProfessionalInterest/Pages/ProtocolTraffickingInPersons.aspx>

demand, and making it a requirement that knowledge by the perpetrator that the individual is a victim of human trafficking is an element of such an offence.²⁵

CHAPTER 2: LEGISLATIVE AND POLICY FRAMEWORK

Principles

Swedish laws, policies, strategies and actions to prevent and prostitution and human trafficking rest firmly on international feminist and human rights principles.

Importantly, this work is part of the larger, ongoing feminist struggle to eliminate all forms of discrimination against women and girls, with the recognition that prostitution and trafficking in human beings are some of the many tools of male oppression that are directed towards women and girls. Consequently, prostitution and trafficking in human beings for sexual purposes, like other forms of male violence against women and girls, are crucial political, social and economic mechanisms by which women and girls are forced into a subordinate position compared to men and boys.

These human rights violations are serious barriers to the participation of women and girls in society, to women's and girls' citizenship, and to the full advancement of women and girls in a democratic and non-discriminatory society.

Politically, the work to eliminate prostitution and trafficking in human beings for sexual purposes is part of the overall actions, through laws, policies, strategies and concrete measures to ensure and mainstream substantive gender equality in Sweden.²⁶ In concrete terms, it is recognized that to be successful it is not sufficient, albeit also necessary, to solely focus on different actions, whether legal, strategical and practical that eliminate prostitution and trafficking in human beings.

²⁵ Article 18 (4): “In order to make the preventing and combating of trafficking in human beings more effective by discouraging demand, Member States shall *consider* taking measures to establish as a criminal offence the use of services which are the objects of exploitation as referred to in Article 2, with the *knowledge* that the person is a victim of an offence referred to in Article 2.” [Italics author].

²⁶ Substantive gender equality means that women have a right to differential treatment when a law, policy, strategy or action that on its face is gender neutral, has a disproportional and disadvantageous impact on women. It requires identification and an in-depth analysis of power differences between men and women in society, and the effects and impact of these differences to determine whether they are discriminatory, and to set the goal to transform these conditions. The strategy for achieving this goal involves removing all barriers e.g. through the introduction of temporary special measures to advance women's and girls' position in society, rather than solely secure equal right. See e.g. Gunilla S. Ekberg, Course material for undergraduate/graduate courses on Sex Trafficking: From Global to Local, Global College, University of Winnipeg, Manitoba, Canada (2014-2017).

This work must be, and is incorporated into of the overall systemic, multiple efforts to ensure and mainstream, throughout all political areas, comprehensive and equal rights and opportunities of all women and girls, including to ensure their full access, without discrimination, to reproductive rights and services, education and employment, economic stability, and to political power and participation.²⁷

The legislation that prohibits the purchase of a sexual service came into being as one in a series of preventative laws and measures aimed specifically at the protection of vulnerable women and girls against serious acts of sexual violence. The aim was also to create a society where the culture of domination through prostitution is transformed into a culture where the human rights of all women and girls are protected.

In Sweden, it is understood that any society that claims to defend principles of legal, political, economic, and social equality for women and girls must reject the idea that women and children, mostly girls, are commodities that can be bought, sold, and sexually exploited by men. To do otherwise is to allow that a separate class of female human beings, especially women and girls who are economically and racially marginalized, is excluded from these measures, as well as from the universal protection of human dignity enshrined in the body of international human rights instruments developed during the past 50 years.²⁸

The following fundamental principles underlie the actions in Sweden to prevent and eliminate prostitution and trafficking in human beings for sexual purposes.

Barrier to gender equality and male violence

Prostitution is understood as a serious barrier to gender equality, which is harmful to the prostituted woman or child, but also to society at large.

Prostitution is male sexual violence against women, especially targeting those, who are economically, racially or ethnically marginalized/discriminated.

Prostitution is incompatible with internationally accepted principles of human rights: the dignity and worth of the human person and the equal rights of men and women.

Prostitution is a gender-specific crime; a majority of victims are women and girls, although a number of young men and boys are also targeted by prostitution users.

Prostitution and trafficking in human beings for sexual purposes are understood as human rights violations and crimes that cannot, and should not be separated; both are harmful practices and intrinsically linked.

²⁷ In line with Sweden's international obligations under the CEDAW.

²⁸ See e.g. Ekberg, Gunilla S. (2004).

Victim support, protection and systemic actions

Women and others in prostitution are not to be criminalized or subjected to any form of administrative punishments, and have a right to live lives without being subjected to violence through the harm of prostitution.

To end prostitution and human trafficking for sexual purposes, the political, social, legal and economic conditions under which women and girls live should be ameliorated by introducing measures such as poverty reduction, sustainable development, measures that promote gender equality and counteract male violence against women and girls, as well as social programs focusing specifically on women and girls.

Principles to discourage the demand

Eliminating the demand as the root cause of prostitution and trafficking in human beings for sexual purposes is a cornerstone of Swedish policies. It is understood that if men did not consider it their incontrovertible right to buy and sexually exploit women and children, prostitution and trafficking in human beings for sexual purposes would not occur.

Consequently, the legislation, policies and strategies that aim to discourage the demand are primarily designed to ensure that men take criminal, ethical and normative responsibility for their own and other men's oppressive sexual behaviour, and importantly, cease their conduct.

Policies to eliminate the international expansion of the prostitution industry

Importantly, all forms of legal or policy measures that legalize different prostitution activities, such as brothels, strip clubs and massage parlours, or that decriminalize the perpetrators of the prostitution industry, including pimps, traffickers, brothel owners, and buyers, are considered threats to gender equality and the human rights of women and girls to live their lives free of male violence. The legalization of prostitution activities will inevitably normalize an extreme form of sexual discrimination and violence and strengthen male domination of all female human beings.

The underlying principles are mainstreamed through all political policy areas, and are set out in different core documents including in the Kvinnofrid Government Bill (1998),²⁹ and in the National Action Plan for Gender Equality (2002-2006).³⁰

Selected policy documents

National strategy against men's violence against women (2017-2026)

In January 2017, the Government launched a national, feminist strategy to prevent and combat men's violence against women, combined with a comprehensive program of measures, and a focus on capacity building and collaboration between stakeholders.

²⁹ *Supra*, Kvinnofrid (Prop. 1997/98:55).

³⁰ Jämt och ständigt: Regeringens jämställdhetspolitik och handlingsplan för mandatperioden (Skr.2002/03:140). Online at: <http://www.regeringen.se/sb/d/108/a/2069>

The underlying presumption of the strategy is that prostitution and trafficking in human beings for sexual purposes are forms of men's violence against women and girls, with the same root cause; systemic power differences between men and women in society.³¹

Measures directed toward the prevention and elimination of prostitution and trafficking in human beings for sexual purposes have yet to be presented.

Swedish Foreign Service Action Plan for a feminist foreign policy (2015-2018)

In 2015, the Swedish Government introduced an action plan for a feminist foreign policy, with six long-term objectives, including the aim to strengthen the human rights of women and girls, who are refugees or migrants, to intensify the work for sexual and reproductive rights, and to combat violence against women and girls in close relationships. The work to prevent and combat trafficking in human beings is a prioritized area.³² As was stated by the Minister for Foreign Affairs at the launch of the Action Plan:

Equality between women and men is a fundamental aim of Swedish foreign policy. Ensuring that women and girls can enjoy their fundamental human rights is both an obligation within the framework of our international commitments, and a prerequisite for reaching Sweden's broader foreign policy goals on peace, and security and sustainable development.³³

National Action Plan on Trafficking in Children

In February 2014, the Government presented a communication to the Parliament with the aim to strengthen the rights of children in Sweden and integrate the best interest of the child in all measures. This document includes a large variety of measures, and an action plan for the protection of children against human trafficking and other forms of exploitation.

The action plan aims to increase the understanding by public authorities, professionals, the public, and children themselves about the risks for children to become victims of human trafficking, exploitation and sexual abuse, increase the effectiveness of protection measures, and improve the contributions of Swedish public authorities to the international cooperation

³¹ Government Communication, Makt, mål, och myndighet: feministisk politik för en jämställd framtid (Skr. 2016/17:10). Online at: <http://www.regeringen.se/rattsdokument/skrivelse/2016/11/skr.-20161710/>

³² Swedish Foreign Service Action Plan for a Feminist Foreign Policy (2015-2018). Online at: <http://www.government.se/4990fa/contentassets/bca76b4547ad46fb929ece47e7cfe26d/swedish-foreign-service-action-plan-for-feminist-foreign-policy-2015-2018-including-focus-areas-for-2017.pdf>

³³ Statement of Foreign Policy to the Riksdag 15 February 2017. Online at: <http://www.government.se/statements/2017/03/statement-of-government-policy-in-the-parliamentary-debate-on-foreign-affairs-2017/>

for the protection of children from human trafficking, exploitation and sexual abuse.³⁴ All measures were to be carried out during 2014-2015, and to be reported no later than at year end of 2015.

National Action Plan on Prostitution and Trafficking in Human Beings for Sexual Purposes

In July 2008, a national action plan for the prevention and combating of prostitution and human trafficking for sexual purposes was adopted, covering 36 separate measures, mainly directed to public agencies, in five priority areas:

- protection and support for people at risk;
- prevention;
- higher standards and greater efficiency in the justice system;
- increased national and international cooperation; and
- higher level of knowledge and awareness in general.

The Government set aside SEK 213 million over three years to ensure the implementation of the proposed measures.³⁵ A new National Action Plan will be developed and published during 2018.

Legal framework

Legislation against trafficking in human beings

On 1 July 2004, and to fully comply with the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, amendments were made to the existing human trafficking legislation. The amendments extended criminalization to all forms of trafficking in persons, including trafficking within national borders and for additional purposes such as forced labour, war service and exploitation for the removal of organs.³⁶

In 2005, the National Rapporteur on Trafficking in Human Beings recommended, based on consultations with law enforcement, prosecutors and other key informants, that the Government amend the anti-trafficking legislation to facilitate its implementation. The

³⁴ Regeringens skrivelse 2013/14:91: Åtgärder för att stärka barns rättigheter och uppväxtvillkor i Sverige (20 February 2014) at 95. Online at: <http://www.regeringen.se/rattsdokument/skrivelse/2014/02/skr.-20131491-/>

³⁵ Government Communication, Handlingsplan mot prostitution och handel med människor för sexuella ändamål (Skr. 2007/08:167). Online at: <http://www.regeringen.se/49b70e/contentassets/149560f55fcd4c0c9a77e86da272be4d/handlingsplan-mot-prostitution-och-manniskohandel-for-sexuella-andamal-skr.-200708167>

³⁶ Ett utvidgat straffansvar för människohandel (Prop. 2003/04:111). Online at: https://www.riksdagen.se/sv/dokument-lagar/dokument/proposition/ett-utvidgat-straffansvar-for-manniskohandel_GR03111

National Rapporteur cited the complexity of the legislation, which lead to recurring misinterpretations by the courts, and to low conviction rates.³⁷

In 2006, the Government appointed an Expert Commission with the task to develop and strengthen the existing anti-trafficking legislation. In April 2008, the Government approved the recommendations set out in the Expert Commission report, and amendments to the legislation were made in May 2010, as follows:

A person, who in other cases than those referred to Section 1, uses unlawful coercion, deception, exploits someone's vulnerability or by some other improper means recruits, transports, transfers, harbours or receives a person in order that he or she shall be exploited for sexual purposes, the removal of organs, military service, forced labour or other activities in a situation which places that person in distress, shall be convicted of trafficking in human beings and sentenced to a prison term of at least two and at most ten years.

A person who commits an act referred to in first paragraph against a person who is under eighteen years of age shall be convicted of trafficking in human beings even if none of the improper means set out therein have been used.

If an offence referred to in the first and second paragraphs is less serious, the sentence shall be a prison term of at most four years.³⁸

In October 2016, the Commission of Inquiry into Trafficking in Human Beings presented additional proposals for amendments to the Penal Code provision on trafficking in human beings, including removal of the requirement to establish the existence of a particular power relationship between perpetrator and crime victim.

The protection of vulnerable children under the offence would also be strengthened in relation to the knowledge of the perpetrator of the actual age of the child, in line with the best interest of the child. In addition, the Commission proposed a new offence to broaden the criminal liability for the exploitation of a person's vulnerability for sexual and other purposes, and a second offence, the improper financial exploitation of another.

This offence would target individuals that take advantage of a person's vulnerable financial situation, lack of knowledge or position of dependency to carry out an act that would bring a

³⁷ National Rapporteur Against Trafficking in Human Beings, Lägesrapport 7 - Människohandel för sexuella ändamål (Stockholm, Sweden: National Police, 2005).

³⁸ Swedish Penal Code, Chapter 4: On Crimes against Liberty and Peace, section 1(A), and Lag om ändring i brottbalken (SFS 2010:371). Online at: <https://beta.lagrummet.se/rinfo/publ/sfs/2010:371>

profit to the perpetrator and harm to the victim.³⁹ The proposals have been submitted for wide consultation, and are currently under consideration by the Government.

Procuring

Procuring is an offence under the Penal Code, and applies to any prostitution-related activities, such as the keeping of a brothel, the promotion of street prostitution, or escort services:⁴⁰

A person who promotes or improperly financially exploits the casual sexual relations for payment of another person shall be sentenced for procuring to imprisonment for at most four years.

A person who, holding the right to the use of premises, grants the right to use them to another in the knowledge that the premises are wholly or to a substantial extent used for casual sexual relations for payment and omits to do what can reasonably be expected to terminate the granted right, he or she shall, if the activity continues or is resumed at the premises, be considered to have promoted the activity and shall be sentenced pursuant to the first paragraph.

If the crime referred to in the first or second paragraphs is considered gross, the person shall be convicted of gross procuring and sentenced to imprisonment of at least two and at most eight years.

When assessing whether the crime is gross, special consideration shall be given to whether the crime involved an activity, which was pursued on a larger scale, resulted in significant gains, or involved ruthless exploitation of another. (Law 2005:90)⁴¹

Prohibition of the purchase of a sexual service

On 1 January 1999, as the first country in the world, Sweden passed legislation that prohibits the purchase of a sexual service. The legislation was later incorporated into the Penal Code as a criminal law offence, with the following wording:

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

³⁹ Ett starkt straffrättsligt skydd mot människohandel och annat utnyttjande av utsatta personer (SOU 2016:70). Online at: <http://www.regeringen.se/pressmeddelanden/2016/10/ett-starkt-straffrattsligt-skydd-mot-manniskohandel-och-annat-utnyttjande-av-utsatta-personer/>

⁴⁰ Brottsbalk (1962:700). Online at: http://www.lagboken.se/dokument/Lagar-och-forordningar/903/Brottsbalk-1962_700?pageid=64855&search=koppleri

⁴¹ Penal Code, Chapter 6: On Sexual Crimes, section 12.

What is stated in the first paragraph also applies if the payment has been promised or made by someone else.⁴²

The offence applies to all forms of sexual services, whether they are purchased on the street, in apartment brothels, in a hotel or a massage parlour, in someone's home, or in other similar circumstances. Attempts to purchase a sexual service are also punishable under the criminal law provision.⁴³

The offence also criminalizes the act by a third person or group of individuals, who purchase a sexual service for someone else. This situation can e.g. occur when a sexual service is offered as a gift to a future groom in the context of a stag party, or when businesses offer a sexual service as a business benefit for male business associates.

On 1 July 2011, amendments to the offence came into force. The amendments included an increase in the maximum sentence from six months to one year in prison.

The purpose of the increase of the penalty scale was to allow a more nuanced assessment by the courts in aggravated cases of the purchase of sexual services e.g. when the prostitution buyer uses excessive force, or infringes upon the dignity of the victim through humiliating acts, or if he has purchased sexual services several times.

As a result of the increase in penalty scale, the opportunities for law enforcement to apprehend and arrest prostitution users were also expanded. Law enforcement is allowed to use mobile phone dumping to establish how and through which medium prostitution users are able to contact the organizers of the prostitution users, meet up with their victims, and sometimes the method of payment.

The Government underlined in its Bill that the ultimate aim of the legislation is to protect both individual and societal interests, and hence, that prostitution is a crime, not only towards the affected individuals, but also against public order, and society at large.

Notably, the legislation was designed to intervene against prostitution by discouraging men from the purchase of sexual services, while provide specialized exit support and protection to those women exploited through prostitution activities. Access to effective support and exiting services for victims is considered essential to the success of the law along with services for prostitution users in order for them to put an end their harmful behaviour.⁴⁴

⁴² Penal Code, Chapter 6: On Sexual Crimes, section 11.

⁴³ See also: Ekberg, Gunilla S. (2004).

⁴⁴ Government Bill - Skärpt straff för köp av sexuell tjänst (Prop. 2010/11:77) (20 January 2011). Online at: <http://www.regeringen.se/contentassets/deb7e6f8c8484bca8ff0ed0f2f179420/skarpt-straft-for-kop-av-sexuell-tjanst-prop.-20101177>

The prohibition against the purchase of a sexual service applies to Swedish peacekeepers stationed abroad,⁴⁵ and has been implemented a number of times against military personnel exploiting women through prostitution in countries involved in armed conflict, such as in Kosovo in 2002.

In October 2014, the then newly elected Social Democrat/Green Party Government coalition made a commitment in its Statement of Government Policies⁴⁶ to criminalize purchases of a sexual service outside Sweden by a Swedish resident, whether or not the country has a similar criminal law provision, and to allow prosecution of these crimes in Sweden.

On 30 January 2015, the Minister of Justice formally assigned the task to the Commission of Inquiry into a strong criminal law protection in cases of trafficking in human beings and the purchase of a sexual act from a child, with a sole investigator appointed in 2014, to consider whether individuals, who purchase sexual services outside Sweden, could and should be prosecuted in Swedish courts.⁴⁷

An interim Inquiry report, which was presented in June 2016, recommended that the exception to the dual criminality requirement⁴⁸ should not be introduced, despite the prior commitment by the Government to extend the application of the offence to Swedish residents, who purchase sexual services beyond the borders of Sweden. The reason given for this proposal focuses on the lack of consensus internationally as to whether the purchase of a sexual service should be criminalized.⁴⁹

⁴⁵ According to the Penal Code, Chapter 2: On the Applicability of Swedish Law, section 3(2): “Even in cases other than those listed in section 2, crimes committed outside the Realm shall be adjudicated according to Swedish law and by a Swedish court: for example, 3. if the crime was committed in the course of duty outside the Realm by a person employed in a foreign contingent of the Swedish armed forces or a foreign contingent of the Swedish police force.”

⁴⁶ Regeringsförklaringen (3 oktober 2014). Online at: <http://www.regeringen.se/contentassets/436960c05f524109b8a020b879efd76b/regeringsforklaringen-3-oktober-2014>

⁴⁷ Tilläggsdirektiv till Utredningen om ett starkt straffrättsligt skydd vid människohandel och köp av sexuell handling av barn (Ju 2014:22) Dir. 2015:6 (29 January 2015). Online at: <https://www.regeringen.se/sb/d/19837/a/253523>
See also: Pressrelease: Lagföring i Sverige av sexköp utomlands ska utredas (30 January 2015). Online at: <https://www.regeringen.se/sb/d/19725/a/253662>

⁴⁸ This means that for a Swedish court to be competent to sentence a person for a crime committed in another country, the act must be a criminal offence in both Sweden and the other country.

⁴⁹ *Supra*, at 106.

Notably, the Inquiry report also included a recommendation that the penalty provision be amended, with the offence to be split into two tiers, and the introduction of a gross offence of the purchase of a sexual service.⁵⁰

The interim report contained a strongly worded, dissenting opinion authored by the Inquiry expert members⁵¹ criticizing several recommendations with a focus on the proposal to introduce a two-tier offence; one offence of the normal degree and a second, gross purchase of a sexual service offence. The experts argued that there is a considerable risk that law enforcement and the justice system would focus their interventions solely on the offence with a higher penalty scale. The normative effects of the offence (as set out in the original legislative travaux) would be also negatively affected, and overall, purchases of sexual services and prostitution would be considered as less serious crimes.⁵²

The Government has yet to respond to the recommendations in the interim report on this particular issue.

Barrier to the establishment of traffickers and procurers in Sweden

According to the National Rapporteur on Trafficking in Human Beings, there is firm evidence that the legislation that prohibits the purchase of a sexual service functions as a barrier against the establishment of traffickers and pimps in Sweden and deters the establishment of organized crime networks and groups.⁵³

In 2009, a joint Nordic research study concluded that the situation concerning prostitution and trafficking is different in Sweden compared to that in the other Nordic countries due to the effective implementation of its legislation on prostitution – in particular, the offence that prohibits the purchase of a sexual service - and trafficking in human beings.

The study showed that trans-national trafficking for sexual purposes from several countries into Sweden, particularly from Eastern and Southern Europe still exists.

⁵⁰ *Supra*, at 93.

⁵¹ The expert member group included prosecutors, police, academic researchers, and representatives of public authorities.

⁵² *Supra*, at 307.

⁵³ Swedish Institute, Selected Extracts of the Swedish Government report SOU 2010:49 - The Ban against the Purchase of Sexual Services: An Evaluation 1999-2008 (Stockholm, Sweden: Swedish Institute, November 2010) at 9. Online at: https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/the_ban_against_the_purchase_of_sexual_services_an_evaluation_1999-2008_1.pdf

However, “no large groups of foreign women have established themselves in the visible prostitution market, contrary to what is the case in Norway, Finland and Denmark.”⁵⁴

Prohibition of the purchase of a sexual act from a child under 18 years of age

The purchase of a sexual act from a child under 18 years of age is also prohibited.

Anyone who induces a child under the age of 18 to carry out or tolerate a sexual act in exchange for payment, shall be sentenced for the purchase of a sexual act to a fine or imprisonment for at the most two years.

What is stated in the first paragraph also applies if the payment has been promised or made by someone else.⁵⁵

As part of the amendment⁵⁶ to the sexual offences legislation on 1 July 2013, this provision was further strengthened, allowing prosecution in Sweden of someone, resident in Sweden, who purchases a sexual act from a child under 18 years of age in a country where such conduct is not prohibited.

Victim legal, protection and support measures

Legislation on legal advocates

A legal advocate (lawyer), who is charged with supporting a victim during the judicial process, including through applications for court-directed compensation, is appointed to all victims of procuring and human trafficking, who testify against the organizers and facilitators of the trade.⁵⁷

The Aliens Act; time-limited, extendable residence permits

Time-limited, for at least six months, residence permits with a 30-day reflection period, may be issued to a victim or a witness of human trafficking for any purpose in order to conclude a preliminary investigation or the main proceedings in a criminal case.⁵⁸

⁵⁴ Holmström, Charlotta m.fl., Prostitution i Norden: en forskningsrapport (Köpenhamn, Danmark: Nordiska ministerrådet, 2009). Online at: <http://norden.diva-portal.org/smash/get/diva2:702704/FULLTEXT01.pdf>

⁵⁵ Penal Code, Chapter 6: On Sexual Crimes, section 9.

⁵⁶ Government Bill, En skärpt sexualbrottslagstiftning, Prop. 2012/13:111. Online at: <http://www.regeringen.se/sb/d/108/a/211292>

⁵⁷ Lag (1988:609) om målsägandebiträde. Online at: <http://www.notisum.se/rnp/sls/lag/19880609.htm>

⁵⁸ See: Aliens Act (2005:716) (Chapter 5: Residence permits, section 15). Online at: http://www.government.se/contentassets/784b3d7be3a54a0185f284bbb2683055/aliensact-2005_716.pdf See also: Förstärkt straffrättsligt skydd mot människohandel (prop. 2009/2010:152 (Chapter 6). Online at: http://www.riksdagen.se/sv/Dokument-Lagar/Forslag/Propositioner-och-skrivelser/Forstarkt-straffrattsligt-skydd_GX03152/

In 2013, the Migration Agency granted 61 temporary residence permits to victims or witnesses of human trafficking; 25 were women and 35 were men.⁵⁹

In 2014, the Migration Agency granted 64 such permits, of which 22 involved permits for a 30-day reflection period, an increase from 2013 with 12 permits. Of the 64 permits, 48 involved individuals that were believed to be victims of trafficking in human beings.⁶⁰

In 2015, the Migration Agency issued 50 time-limited residence permits. Of these, 12 were to allow the applicants a 30-day reflection period, and 29 permits involved victims/witnesses in human trafficking cases, of which two were minors. The total number of temporary residence permits for witnesses/victims of human trafficking decreased compared to previous year.⁶¹

In 2016, 25 time-limited, temporary residence permits were granted to victims or witnesses of trafficking in human beings. Sixteen of these permit recipients were women.⁶² Notably, residents in one of the 28 European Member States have the right to mobility, and can remain in any Member States for three months without applying for a residence permit.⁶³

The Social Services Act

The Swedish social services and administrative system is decentralized. This means that the primary responsibility for the well-being of any crime victim regardless of age, sex, and nationality, stems from obligations under the Social Services Act, and is firmly placed on the 290 Swedish municipalities.

⁵⁹ See: Årsredovisning 2013 - Migrationsverket (Stockholm, Sweden: Migrationsverket, 2013) at 29. Online at: <http://www.migrationsverket.se/download/18.7c00d8e6143101d166d29f5/1414049602234/%25252525C3%2525252585rsredovisning+2013.pdf> [Swedish]

⁶⁰ See: Årsredovisning 2014 - Migrationsverket (Stockholm, Sweden: Migrationsverket, 2014) at 98. Online at: <http://www.migrationsverket.se/download/18.39a9cd9514a346077212ead/1424702424160/Årsredovisning+2014.pdf>

⁶¹ See: Årsredovisning 2015 – Migrationsverket (Stockholm, Sweden: Migrationsverket, 2015) at 26. Online at: <http://www.migrationsverket.se/download/18.2d998ffc151ac3871593f89/1456151216443/Årsredovisning+2015.pdf>

⁶² Årsredovisning 2016 – Migrationsverket (Stockholm, Sweden: Migrationsverket, 2016) at 137. Online at: <https://www.migrationsverket.se/download/18.4100dc0b159d67dc6142a4e/1487775100129/Årsredovisning+2016.pdf>

⁶³ EU Directive 2004/38/EC on the right of citizens of the European Union to move and reside freely within the territory of the Member States, article 9. Online at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2004:158:0077:0123:EN:PDF>

The social welfare committee should take steps to ensure that persons subjected to criminal acts and their next-of-kin are supported and helped.⁶⁴

Such support may include sheltered accommodations, financial assistance, interpretation and psychosocial support. This support is independent of whether the person is granted a period of reflection, or of co-operation with law enforcement authorities.

Municipalities are reimbursed by the state for the costs in relation to the support and protection of victims of trafficking in human beings.

Specialized victim services

The first municipal support and assistance services for victims of prostitution and trafficking in human beings opened during the mid-1970's in the four largest cities: Stockholm, Gothenburg, Malmö and Norrköping. Today, municipal Prostitution Groups operate in Stockholm,⁶⁵ Gothenburg⁶⁶ and Malmö.⁶⁷

These victims support services provide outreach services for individuals that are involved in prostitution, whether on the street, in indoor prostitution or through Internet-based advertising, and offer counselling, access to health care services, and exit programs.

They monitor changes in prostitution activities locally and nationally with the aim to reduce such activities, and provide information and trainings to other community social service organizations, and to the public about prostitution and trafficking in human beings for sexual and other purposes.

The Swedish battered women's shelter associations also provide support and protection for women, who are victims of prostitution or human trafficking for sexual purposes, including prostitution and pornography, and for forced marriages.⁶⁸

⁶⁴ See: Social Services Act (SFS 2001:453), chapter 7, article 11. Online at: http://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/Socialtjanstlag-2001453_sfs-2001-453/#K2

⁶⁵ Stockholm Prostitutionsenheten/Mikamottagningen. Online at: <http://www.stockholm.se/mikamottagningen>

⁶⁶ Gothenburg Mikamottagningen. Online at: <http://goteborg.se/wps/portal?uri=gbglnk%3a20164912578672>

⁶⁷ Malmö Råd- och stödteamet sexuella tjänster/Mikamottagningen. Online at: <http://malmo.se/Social---familjefragor/Personligt-stod/Mika-Malmo.html>

⁶⁸ Riksorganisationen för kvinnojourer och tjejjourer i Sverige [“National Organization for Women's Shelters and Young Women's Shelters”] (Roks). Online at: <http://www.roks.se/about-roks-1> See also: Unizon. Online at: <http://unizon.se/english>

In 2015, the Platform of Swedish Civil Society Organizations against Trafficking in Human Beings developed a pilot project for a national support program for victims of trafficking in human beings. Beginning in 2016, specialized service providers were certified to ensure the quality of interventions e.g. through mainstreamed schedules and assessment templates for support needs.⁶⁹

The support, which is to complement interventions by municipal Social Services agencies, would be tailored to the individual. The agencies involved in the national support program would, after identification of a victims, and prior to informing the police, provide accommodation for up to 30 days during the reflection period, and an integration program for up to 90 days after a trial if the victims would remain in Sweden.

Compensation schemes and civil remedies

Victim compensation

In some cases, and in addition to court-ordered compensation, victims of human trafficking may be eligible for compensation from the Crime Victim Compensation and Support Authority (CVCSA), whose main task is to administrate and pay criminal injuries compensation, i.e. compensation from the state to crime victims.

In 2009, the Ministry of Justice commissioned the CVCSA to carry out a study on state compensation to victims of human trafficking. The objective was to establish routines for payments that ensure that victims of trafficking in human beings for sexual exploitation to Sweden actually receive payment of criminal injuries compensation, preventing appropriation by traffickers or others.

In its report from February 2010, the CVCSA concluded that in “[l]ittle more than half of the victims in criminal cases leading to convictions for human trafficking claimed damage from the perpetrator” due to fear of the perpetrator.⁷⁰

In 2013, three victims of human trafficking for sexual purposes received a total of SEK 435,000 in state compensation from the CVCSA, a decrease compared to 2012, when the CVCSA paid out a total of SEK 547,000 in compensation to two victims of human trafficking for sexual purposes.⁷¹

⁶⁹ Plattformen civila samhället mot människohandel, Nationellt stödprogram. Online at: <https://manniskohandel.se/plattformen-civila-sverige-mot-manniskohandel/nationellt-stodprogram/>

⁷⁰ Holm, Fanny, Utbetalning av brottsskadeersättning till offer för människohandel: Redovisning av ett regeringsuppdrag (Umeå, Sverige: BROM, 2010). Online at: <http://www.brottsoffermyndigheten.se/Filer/Böcker/Utbetalning%20av%20brottskadeersättning%20till%20offer%20för%20människohandel.pdf>

⁷¹ Brottsoffermyndighetens årsredovisning 2013 (Umeå, Sverige: BROM, February 2014) at 10. Online at: <http://www.brottsoffermyndigheten.se/Filer/Böcker/BrOMs%20årsredovisning%202013.pdf>

In its 2014 and 2015 annual reports, the CVSA notes that no individual applied for or received state compensation as a result of being victims of human trafficking for any purpose.⁷² In 2016, five victims of trafficking in human beings for the purpose of begging, forced labour and for criminal activity applied for and received a total of SEK 244,000 in compensation. No victims of trafficking in human beings for sexual purposes applied and received compensation in 2016.⁷³

Other prevention measures

Together Against Crime: A National Crime Prevention Program (2017)

In 2017, the Government presented a new crime prevention program with the aim to ensure a national, unified, and structured approach to crime prevention. The Government underlined that a gender equality perspective must be integrated in all crime prevention actions, and that gender equality analyses must be a part of such actions.

The Government also underlined that in the work to prevent violent and sexual crimes, as well as trafficking in human beings for sexual purposes, it is imperative to raise awareness and increase knowledge about the harm caused by destructive masculinity norms.⁷⁴

CHAPTER 3: INSTITUTIONAL FRAMEWORK

The National Police Authority

On 1 January 2015, the Swedish Police became an integrated public authority. The 21 police districts were replaced by seven regional offices, which have the overall responsibility for policing within a specified geographical area. The Office of the National Rapporteur remains located at the National Police Authority (Division for Police Development) in Stockholm.⁷⁵

⁷² Brottsoffermyndighetens årsredovisning 2014 (Umeå, Sverige: BROM, February 2015). Online at: <https://www.brottsoffermyndigheten.se/Filer/Böcker/BrOMs%20årsredovisning%202014.pdf> See also: Brottsoffermyndighetens årsredovisning 2015 (Umeå, Sverige: BROM, February 2016) at 9. Online at: http://www.brottsoffermyndigheten.se/Filer/Informationssidor/Arsredovisning_2015.pdf

⁷³ Brottsoffermyndighetens årsredovisning 2016 (Umeå, Sverige: BROM, February 2016). table, at 13. Online at: <https://www.brottsoffermyndigheten.se/Filer/Böcker/BrOMs%20årsredovisning%202016.pdf>

⁷⁴ Government Communication, Tillsammans mot brott: Ett nationellt brottsförebyggande program, (Skr. 2016/2017) at 12. Online at: <http://www.regeringen.se/49550c/contentassets/d0b212f61d0d49828e5e257f47e892ad/tillsammans-mot-brott---ett-nationellt-brottsforebyggande-program-skr.-201617126>

⁷⁵ The Swedish Police Authority. Online at: <https://polisen.se/en/Languages/The-Swedish-Police/The-Swedish-Police-Authority/>

The Prosecution Authority

Like the National Police, the Prosecution Authority was given a mandate under the 2008 Action Plan Against Prostitution and Human Trafficking for Sexual Purposes to strengthen its work to prevent and prosecute such cases, as well as targeted, additional funding.

In 2011, the Prosecutor General presented the final report with a comprehensive overview of implemented measures, such as strengthened operative measures against prostitution and trafficking in human beings, professional capacity building for specialized prosecutors, and basic training on the topic for all prosecutors across Sweden, and through the development of procedures, and the appointment of four additional prosecutors at the international prosecuting chambers.

The Prosecutor General underlined in his report in 2011 that, between 2008 and 2010, these measures resulted in increased number of prosecutions of such cases with higher numbers of convictions.⁷⁶

The international prosecution chambers

The international prosecution chambers at the Prosecution Authority handle highly complex criminal law cases, including cases involving national and international organized criminality, which requires special expertise, special working methods, which often require cross-border cooperation. Preliminary investigations in cases of trafficking in human beings – a prioritized area - for sexual and other purposes are generally lead by specialized prosecutors placed in one of currently three international prosecution chambers.⁷⁷

The Courts

Due to the independence of the Swedish courts, there are no specific policy developed for the courts that focuses on the prevention and elimination of prostitution and trafficking in human beings.

However, the Swedish National Courts Administration was given the task, under the 2008 National Action Plan on Prostitution and Trafficking in Human Beings for Sexual Purposes, to develop and implement capacity building measures, including training for judges, in order to increase the capacity and knowledge within the court system, and to ensure a high level of competency across all stakeholder public agencies.⁷⁸

⁷⁶ Slutredovisning av regeringsuppdraget till Åklagarmyndigheten att förstärka insatserna mot prostitution och människohandel för sexuella ändamål (Ju2008/7403/PO). Online at: <http://www.aklagare.se/PageFiles/4616/ÅM%20att%20förstärka%20insatserna%20mot%20prostitution%20och%20människohandel%20för%20sexuella%20ändamål.pdf>

⁷⁷ See: <https://www.aklagare.se/om-brottsligheten/organiserad-brottslighet/arbetet-pa-de-internationella-kamrarna/>

⁷⁸ *Supra*, National Action Plan (2008) at 23.

The Migration Agency

In 2013, the Migration Agency appointed a central coordinator against trafficking in human beings, who is placed at the national office in Norrköping, with six regional coordinators. The mandate of the central coordinator involves e.g. to lead its working group on trafficking in human beings, to coordinate the work to prevent and eliminate trafficking in human beings within the public agency, in collaboration with the regional coordinators, and to develop different measures in partnership with other public authorities and civil society organizations in Sweden, and at the Swedish embassies and consulates.

The Migration Agency underwent a reorganization in 2015, which involved the formation of six geographical regions, each with an administrative reception centre for asylum seekers.

Chapter 4: CHAPTER 4: NATIONAL MONITORING AND COORDINATION MECHANISMS

National Rapporteur on Trafficking in Human Beings

In 1997, Sweden was the first country in the European Union to appoint a National Rapporteur on Trafficking in Human Beings following a joint declaration, the Hague Declaration, of the European Union earlier in 1997. This Declaration recommends that all EU member states appoint National Rapporteurs, who are “to report to governments on the scale, the prevention, and combating of trafficking in women.”⁷⁹

Annual reports

The National Rapporteur investigates, monitors and analyzes the character, state and scale of prostitution and trafficking in human beings for all forms of exploitation to and within and from Sweden, and publishes annual reports with comprehensive recommendations. The eighteenth annual report for 2016 was released in November 2017.⁸⁰

Targeted funding for investigations in cases of trafficking in human beings and capacity building

Cases of cross-border and national trafficking in human beings for sexual purposes and procuring are resource-intensive investigations, and as such very costly. To offset these costs, and to ensure that the Police Authority prioritize such investigations, including through cross-border cooperation with other national police authorities, in 1999, the Government provided SEK 9 million in extra, targeted funding to the Police Authority.

Likewise, in the period between 2004 and 2006, the Police Authority received another SEK 30 million in extra government funding, not only to strengthen the financial capacity in the police districts (now regions) to carry out investigations, but also to ensure that that police personnel across the authority received capacity building training.

⁷⁹ See: The Hague Ministerial Declaration on European Guidelines for Effective Measures to Prevent and Combat Trafficking in Women for the Purpose of Sexual Exploitation (The Hague, Netherlands, 24-26 April 1997). Online at: <http://www.legislationline.org/en/documents/action/popup/id/8747>

⁸⁰ Eighteenth annual report (for year 2016): Lägesrapport 18 - Människohandel för sexuella och andra ändamål (Stockholm, Sweden: Polismyndighetens rapport 2017). *Forthcoming*.

Renewed mandate

As one of the core measures under the 2008 Government Action Plan Against Prostitution and Human Trafficking for Sexual Purposes, the Swedish National Police Board received an express mandate to continue to act as a National Rapporteur on issues related to prostitution and human trafficking.⁸¹

Inspections of police authorities

Since 2011, and in collaboration with the National Police, the National Rapporteur carries out inspections of local police authorities about their efforts to prevent and combat human trafficking, including the use of operational resources, and their capacity to investigate cases of human trafficking for sexual purposes, procuring and the purchase of sexual services, and the purchase of a sexual act from a child.

In 2012, five police districts were randomly selected and inspected. The inspection report, which was published in May 2013, concluded that there is a need for specialist, district-based anti-trafficking units, for intensified Internet surveillance, and a clearer focus on the whole chain of perpetrators – buyers of sexual services, procurers and traffickers.⁸²

Reinforcement of the capacity of the Police Authority to investigate trafficking in human beings

In 2015, and in the light of the sharp increase in the number of refugees seeking asylum in Sweden, the Police Authority adopted a special policy decision aimed at strengthening its capacity to combat trafficking in human beings. The objectives include strengthened collaboration within the authority and with stakeholders, building of capacity through enhanced skills and methods training, and the establishment of specialized investigation teams.

The National Rapporteur on Trafficking in Human Beings is charged with the coordination of the implementation of the policy decision, with a final report to be submitted in September 2017.

⁸¹ Handlingsplan mot prostitution och människohandel för sexuella ändamål (Skr. 2007/08:167) Measure 19 at 23. Online at: <http://www.regeringen.se/contentassets/149560f55fcd4c0c9a77e86da272be4d/handlingsplan-mot-prostitution-och-manniskohandel-for-sexuella-andamal-skr.-200708167>

⁸² Rikspolisstyrelsen, Polisens förmåga att utreda ärenden om människohandel-Inspektion av polismyndigheternas förmåga att utreda ärenden om människohandel för sexuella ändamål och köp av sexuell tjänst (Tillsynsrapport 2013:7). Online at: https://polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Ovriga%20rapporter-utredningar/Inspektioner-tillsyns%20rapporter/2013/Tillsynsrappp_7_Manniskohandel_13.pdf

Review of the work of the Police Authority to investigate cases of trafficking in human beings

In 2015, to counteract the low number of successful prosecutions and conviction for trafficking in human beings for different purposes, and to investigate whether all available actions had been taken by the police, the national Police Chief decided in 2015 to initiate a review of such cases for the year 2015; 67 cases.⁸³ A report with the results was released in July 2017.

The researchers established that in 38 of the cases that were closed without further actions, the perpetrator could not be identified due to a lack of details and insufficient information in the initial report, and because the witness/victim had left Sweden. In close to 50 percent of the cases, if additional, available measures been implemented, the cases could possibly have been taken forward. However, the effects of such measures were difficult to assess. Only in a very limited number of cases could the researchers establish that substantial errors were made.

The report concluded that there is a need for further development of methods and routines in relation to the initial stage of an investigation, including in relation to interview techniques when interviewing vulnerable victims, and that such routines are mainstreamed across the organization.⁸⁴

National Board of Health and Welfare

In 1999, following the passing of the Anti-Violence against Women Act⁸⁵, the National Board of Health and Welfare (NBHW) was charged with the task to gather information on and to monitor the extent and development of prostitution in Sweden, as well as to give support to local authorities on the development and improvement of measures against prostitution. The NBHW reports annually to the Government.

In 2008, the NBHW was given additional tasks including to evaluate municipal support services for individuals involved in prostitution, as well as services for individuals, who purchase or who have purchased a sexual service. A comprehensive research report was published in 2012.⁸⁶

⁸³ Further limited to cases of trafficking in human beings for begging purpose and for forced labour.

⁸⁴ Resultat av genomlysning - nedlagda ärenden rörande människohandel 2015 (Stockholm, Sweden, Polismyndigheten, Utvecklingscentrum region Stockholm, 2017). Online at: <https://polisen.se/Global/www%20och%20Intrapolis/Människohandel/Genomlysning-nedlagda-manniskohandelsarende-2015.pdf>

⁸⁵ *Supra*, Kvinnofrid, (Prop. 1997/98:55)

⁸⁶ Svedin, Carl-Göran et al., Prostitution i Sverige. Huvudrapport: Kartläggning och utvärdering av prostitutionsgruppernas insatser samt erfarenheter och attityder i befolkningen (Stockholm, Sweden: Socialstyrelsen, 2012). Online at: <http://www.diva-portal.org/smash/get/diva2:506410/FULLTEXT01.pdf>

New mandate

In 2013, the Government again added to the reporting tasks of the National Board of Health and Welfare. The NBHW was, thus, mandated to regularly examine development trends in the area of prostitution, and to collect data on the needs for support and assistance from individuals selling and buying sexual services, in cooperation with other public authorities.⁸⁷

Within the scope of this assignment, the NBHW was also tasked with investigating the further needs within the health and social services sectors for capacity building to better meet the needs of persons, who sell and purchase sexual services, including within the LGBT community. In line with the new mandate, bi-annual reports are to be presented by 13 March of the reporting year, beginning in 2014.

In October 2015, the Government extended the NBHW reporting mandate indefinitely, including the requirement to report bi-annually.⁸⁸

National coordination mechanism

Stockholm County Administration Board

In 2009, under the National Action Plan, the County Administration Board of Stockholm (CABS) was given the mandate to act as a National Coordination Body and contact point for the work to be carried out by public agencies, regional authorities, and municipalities to prevent and combat prostitution and human trafficking for sexual and other purposes, and to ensure strengthened collaboration between government bodies, NGOs and other actors through the National Taskforce against Trafficking in Human Beings.

The CABS appointed regional coordinators against trafficking in human beings in six regions. The mandate of the regional coordinators, who were selected by Social Services agencies in the region, is to provide support to municipalities in cases that concern trafficking in human beings, promote local stakeholder cooperation, and to function as a liaison with CABS.⁸⁹

The CABS is also responsible for the provision of strategic methodological support, runs the national Victim Voluntary Return Project for victims of all forms of human trafficking

⁸⁷ Regleringsbrev för budgetåret 2013 avseende Socialstyrelsen (Stockholm, Sweden: Government Offices, 2013). Online at: <http://www.esv.se/Verktyg--stod/Statsliggaren/Regleringsbrev/?RBID=14674>

⁸⁸ Regleringsbrev for budgetåret 2015 avseende Socialstyrelsen (Stockholm, Sweden: Government Offices, 2015). Online at: <http://www.esv.se/Verktyg--stod/Statsliggaren/Regleringsbrev/?RBID=16900>

⁸⁹ Online at: <http://www.lansstyrelsen.se/stockholm/Sv/manniska-och-samhalle/jamstalldhet/prostitutionochmanniskohandel/Pages/default.aspx>

(see below), and operates a national advisory hotline on matters concerning trafficking in human beings.⁹⁰ The mandate of the CABS expires on 31 December 2017.

The Gender Equality Agency

In 2017, the Government announced the intention to establish a special public authority for gender equality, with the overarching objective to “contribute to the strategic, coherent and long-term governance and effective implementation of the national gender equality policies and strategies.”⁹¹ The Gender Equality Agency, which will be placed in Gothenburg, opens its doors on 1 January 2018.

The proposed mandate of the Gender Equality Agency includes the responsibility to analyze, follow-up, coordinate, produce knowledge and give support in order to implement the national gender equality policy objectives as set out in the National Strategy on Gender Equality.⁹²

Importantly, to enhance efficiency and coordination long-term, and to counteract fragmentation, the responsibility for the coordination of the work to prevent and eliminate prostitution and trafficking in human beings for sexual purposes, currently held by the County Administration Board of Stockholm, will be transferred to the Gender Equality Agency on 1 January 2018.

Other functions

Anti-Trafficking Ambassador

In January 2016, the Government decided to appoint an Ambassador for the work against trafficking in human beings, based at the Ministry for Foreign Affairs. The aim of the appointment was to send a political signal to the international community that Sweden intends to strengthen its actions against trafficking in human beings and against the exploitation of women and girls. The mandate of the Ambassador includes to improve the effectiveness of international actions and cooperation to prevent and combat trafficking in human beings, with a particular focus on a strong gender equality perspective. The Ambassador is appointed for a term of four years.⁹³

Civil society organizations

Women’s equality-seeking associations

Roks – the National Organisation for Women’s Shelters and Young Women's Shelters

Roks is the largest feminist member organisation for women's shelters and young women's shelters in Sweden, uniting around a hundred women’s and young women's shelters.

⁹⁰ See: website of the National Methodology Team, at <http://www.nmtsverige.se>

⁹¹ *Supra*, Makt, mål, och myndighet (2017).

⁹² *Supra*.

⁹³ Government Decision: Protokoll vid regeringssammanträde ”Inrättande av tjänsten som Sveriges ambassadör för arbetet mot människohandel” (28 January 2016).

The aim of Roks is to safeguard the common interests of the shelters in their work against male violence towards women. Roks strives to shape public opinion, and actively works to make the public aware of the reality that the shelters face, as well as conduct outward dialogues around the issues concerning the shelters.

Since the organization was established in the mid-1980's, Roks has been active in feminist advocacy for laws, policies and actions to discourage the demand by men for women and girls for prostitution purposes.

The Roks shelters regularly receive and provide support and protection for women, who are victims of prostitution and trafficking in human beings for different purposes.⁹⁴

Unizon

Unizon represents 130 Swedish women's shelters, young women's empowerment centres and other support services that work together for a gender equal society free from violence.⁹⁵

These shelters offer support and protection to women, who are victims of male violence, including women with experiences of prostitution, or who have received some form of payment for sexual services.

The Unizon empowerment centres for girls and youth are in contact with young girls and boys, who are sold for or received or been offered some form of payment for sexual services.⁹⁶

Swedish Women's Lobby

The Swedish Women's Lobby, which was established in 1997, is an umbrella organization for 49 women's organizations in Sweden. The organization is politically and religiously independent, and works towards a gender equal society in and outside of Sweden. The work of the organization is based on feminist principles and aims to improve the status of women in society. Its activities are founded on the CEDAW principles and the Beijing Declaration and Platform for Action.⁹⁷

The Swedish Civil Society Platform on Trafficking in Human Beings

The Platform was formed following the Council of Europe expert group, GRETA, evaluation of Sweden in 2013, when a broad range of representatives of civil society were invited to participate in consultations. The Platform is a human rights-based, non-profit organization with the aim to combat human trafficking, and to strengthen the human rights of victims.

⁹⁴ About ROKS, online at: <https://www.roks.se/about-roks>

⁹⁵ About Unizon, online at: <http://unizon.se/english>

⁹⁶ See also Unizon's web page on prostitution and trafficking, online at: <http://unizon.se/mans-vald-mot-kvinnor/sexkop-och-prostitution>

⁹⁷ Online at: http://www.unesco.org/education/information/nfsunesco/pdf/BEIJIN_E.PDF

The Platform:

- coordinates the assistance to victims of human trafficking, and gathers data;
- runs a national support program, which grants certifications to accredited service providers that comply with minimum standards;
- provides funding for support to victims where the system otherwise cannot provide it;
- monitors and reports on the compliance with Sweden's international obligations; and
- encourages and facilitates exchange of information and knowledge among the members of the Platform, but also to and with public authorities and other stakeholders.⁹⁸

PRIS – Network for individuals with experience in the prostitution industry

In 2007, the network, PRIS – Prostitutes' Revenge in Society, was founded by and for women with experience in different areas of the sex industry.⁹⁹ PRIS has three main aims: to provide mutual support and support to others in the sex industry, to raise awareness of the sex industry and its negative effects, and to improve services for those, who want to exit the sex industry. PRIS also has a sister organizations, Friends of PRIS, for feminists, who do not have experience in the sex industry, but who are supportive of the aims of the organization.¹⁰⁰

Chapter 5: CHAPTER 5: ACTIONS TO DISCOURAGE THE DEMAND

International obligations to discourage the demand

United Nations

Article 9.5 of the Protocol¹⁰¹ stipulates that State parties address the demand that encourages the trafficking in human beings for sexual exploitation. Article 20 further underlines the obligation for information exchange between and training of all relevant public officials.

Article 9.5 underlines that the parties to the Protocol “shall adopt or strengthen legislative or other measures, such as education, social or cultural measures, including through bilateral and multilateral cooperation, to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking.”

Council of Europe

Likewise, the Council of Europe Convention on Action against Trafficking in Human Beings determines that:

⁹⁸ Swedish Civil Society Platform against Human Trafficking Online at: <https://manniskohandel.se/in-english/>

⁹⁹ Website of Nätverket PRIS, online at: <http://www.natverketpris.se/start-english.html>

¹⁰⁰ Online at: <http://www.natverketpris.se/friends.html>

¹⁰¹ United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (“The Palermo Protocol).

To discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking, each Party shall adopt or strengthen legislative, administrative, educational, social, cultural or other measures including:

- a. research on best practices, methods and strategies;
- b. raising awareness of the responsibility and important role of media and civil society in identifying the demand as one of the root causes of trafficking in human beings;
- c. target information campaigns involving, as appropriate, inter alia, public authorities and policy makers;
- d. preventive measures, including educational programmes for boys and girls during their schooling, which stress the unacceptable nature of discrimination based on sex, and its disastrous consequences, the importance of gender equality and the dignity and integrity of every human being.¹⁰²

United Nations Special Rapporteur on Trafficking in Persons

In 2006, the United Nations Special Rapporteur on Trafficking in Persons, Especially Women and Children clarified that “[i]t is not necessary for demand itself to lead to trafficking; rather, it is sufficient that the exploitation fostered by the demand leads to trafficking.”¹⁰³

Hence, the obligations to address the demand under e.g. article 9.5 of the Palermo Protocol are extended to also include actions that “discourage the use of prostituted persons generally.”¹⁰⁴

European Union

Likewise, the Member States of the European Union agreed in 2011 that they are bound to take preventative measures, such as education and training to discourage and reduce demand. Notably, the Member States must adopt gender and gender equality perspectives in all actions to prevent and discourage the demand.¹⁰⁵

¹⁰² Council of Europe Convention on Action against Trafficking in Human Beings, article 6.

¹⁰³ Report of the Special Rapporteur on the human rights aspects of the victims of trafficking in persons, especially women and children, Dr. Sigma Huda (E/CN.4/2006/62) (20 December 2006) at 11, para. 52 Online at: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/G06/109/64/PDF/G0610964.pdf?OpenElement>

¹⁰⁴ *Supra*, at 12, para. 60. The reason is, according to the Special Rapporteur, the incapacity of prostitution users to distinguish between those prostituted individuals “that are subject to illicit means ... and those that are not.”

¹⁰⁵ European Commission, Directive 2011/36/ EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA, preamble (25), articles 16 (4) and 18. Online at: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32011L0036>

By ratifying thematic, binding international and regional treaties and directives, and by taking part in the negotiations of non-binding agreements and strategies, Sweden has, unequivocally, agreed to fully address the demand for women, children and others for the purpose of prostitution and sexual exploitation in general, as well as in relation to the trafficking in human beings for sexual purposes.

This means that all levels of government take pro-active efforts to prevent and reduce the demand by adopting or strengthening e.g. legislation, and strategies for the prevention and reduction of the demand, and to conduct public information campaigns that raise awareness of the demand as a one of the root causes of trafficking in human beings, as well as of prostitution.¹⁰⁶

As outlined in the feminist and international human rights principles that form the basis for the Swedish approach to laws, policies and interventions on prostitution and trafficking in human beings for sexual purposes, prostitution is understood as a form of male sexualized violence against women and girls, especially targeting those who are economically, racially or ethnically marginalized/discriminated. Hence, measures to discourage the demand and to hold prostitution users accountable for their actions are core to a successful implementation of the approach.

Men who attempt to purchase or purchase sexual services

Notably, the purchase of a sexual service is a gender-specific crime. According to Swedish data (see below) all perpetrators of the offence that criminalizes the purchase of a sexual services or a sexual act from a child under the age of 18, are men and boys. Male prostitution users pay for sexual acts to exploit women, girls, men and boys.

They represent all ages, with the majority being between 25 and 55 years of age, all income classes and a wide diversity of nationalities and ethnic backgrounds. Prostitution users have been, or are often married or cohabit with a partner of the opposite or same sex, and they often have children. Men, who have or have had many sexual partners are the most common prostitution users.¹⁰⁷

Swedish and international research show that a majority of those men, who have purchased sexual services, have done so on one to three occasions, whereas ten percent of the prostitution users have purchased a sexual service on more than ten occasions, often in connection with job-related travels (33 percent).¹⁰⁸

¹⁰⁶ *Supra*.

¹⁰⁷ National Institute for Population Health, Sex in Sweden: On Swedish Sexual Life (NIPH, 2000). Online: <https://www.folkhalsomyndigheten.se/publicerat-material/publikationsarkiv/s/Sex-in-Sweden---on-the-Swedish-sexual-life/>

¹⁰⁸ Svedin, Carl-Göran et al., Delrapport 1: Sälja och köpa sex i Sverige 2011. Förekomst, hälsa och attityder (Stockholm, Sweden: Socialstyrelsen, 2012).

Prostitution users and awareness of human trafficking

Certain recent studies show that although many men, who purchase someone for prostitution purposes, are aware that the prostituted women are exploited, they do not report their suspicions to the relevant authorities. According to a 2014 research study carried out in the Republic of Ireland, Finland, Lithuania, Bulgaria and Cyprus, one-third of the interviewed men (or 222 individuals) acknowledged that they knew that the prostituted women were exploited, but that they did not report the exploitation to law enforcement or social support agencies. An additional number of interview subjects avoided responding to the question.¹⁰⁹

Laws that prohibits the purchase of a sexual service as a deterrent

International studies (e.g. in Belgium,¹¹⁰ United Kingdom,¹¹¹ Scotland,¹¹² Lebanon,¹¹³ USA¹¹⁴) about the prostitution behaviour of men, all show that a majority of men, who have purchased sexual services, consider that the most effective deterrents would be:

1. Legislation that prohibits the purchase of a sexual act or sexual services;
2. “Public shaming” through the publication of personal information in e.g. news media, on public billboards, social media and websites, through publicly displayed posters, or to their families.

Services for men who purchase of sexual services (BOSS/KAST)

The three municipal services for victims of prostitution and trafficking in human beings for sexual and other purposes (see above) also operate separate support services for men, who purchase, men who have purchased sexual services in the past, and for potential prostitution users.

The services for buyers of sexual services and users of pornography, offer free-of-charge support to those, who wish to stop their harmful behaviour.

¹⁰⁹ The Immigrant Council of Ireland et al., Stop Traffic! Tackling Demand for Sexual Services of Trafficked Women and Girls (Dublin, Ireland: ICI, 2014).

¹¹⁰ Ekberg, Gunilla S. and Werkman, Karin, A Snapshot Study on the Prevalence, Laws, Policies and Practices regarding Prostitution and Trafficking in Human Beings for the Purpose of Sexual Exploitation in Belgium (Brussels, Belgium: Sorbus Research, 2016).

¹¹¹ Eaves for Women, Routes in, Routes out: Quantifying the Gendered Experience of Trafficking to the UK. (London, United Kingdom: Eaves, 2008).

¹¹² Macleod, Jan et al., Challenging Men’s Demand for Prostitution in Scotland: A Research Report Based on Interviews with 110 Men who Bought Women in Prostitution (Glasgow, Scotland: Women’s Support Project, 2008).

¹¹³ Jabbour, Ghada, et al., Exploring the Demand for Prostitution: What Male Buyers Say about Their Motives, Practices, and Perceptions (Beirut, Lebanon: Kafa Enough Violence and Exploitation, 2014).

¹¹⁴ Chicago Alliance Against Sexual Exploitation, Deconstructing the Demand for Prostitution: Preliminary Insights from Interviews with Men Who Purchase Sex (Chicago, Illinois: CAASE, 2008).

Those, who contact BOSS/KAST can choose to remain anonymous, and all services are confidential. The BOSS/KAST services offer support in a variety of ways, for example via email, online chat, phone or in personal meetings. Family members, partners or friends and professionals are also welcome to contact BOSS/KAST.¹¹⁵

Statistical data on prostitution users

Please see chapter 7 for statistical data on offenders, and those convicted under the prohibition for the purchase of sexual services, and refer to international research for more specific information on prostitution users.¹¹⁶

Direct and normative effects

The 2010 evaluation shows that the prohibition on the purchase of sexual services acts as a deterrent for prostitution users. Individuals with experience in prostitution, as well as the police and social workers conclude that these men now are more cautious, and that the demand has decreased considerably since the prohibition came into force in 1999.¹¹⁷

The legislation has strong support in Sweden among the public, and has brought about significant positive changes in attitudes. Hence, the law has normative as well as direct effects on the reduction of crime.¹¹⁸

¹¹⁵ Stockholm BOSS/KAST, online at: <http://www.stockholm.se/FamiljOmsorg/Socialt-och-ekonomiskt-stod/Missbruk-och-beroende/Stod-till-dig-som-saljer-eller-koper-sexuella-tjanster/Rad-och-stod-for-dig-som-koper-sexuella-tjanster/>

See also: Gothenburg BOSS/KAST, online at: <http://goteborg.se/wps/portal?uri=gbglnk:GBG.Enh.SexuellHalsa.Kast> and Malmö KAST, online at: <http://www.malmo.se/prostitution>

¹¹⁶ For more information about the attitudes and actions of prostitution users, see also: Ekberg, Gunilla S. and Werkman, Karin, A Snapshot Study (2016); Immigrant Council Ireland, Stop Traffic! (2014); and Kafa (Enough) Violence & Exploitation, Exploring the Demand for Prostitution (2014).

¹¹⁷ Förbud mot köp av sexuell tjänst. En utvärdering 1999-2008 (SOU 2010:49) (2 July 2010). Online at: <http://www.regeringen.se/sb/d/12634/a/149142>

See also: Selected Extracts of the Swedish Government report SOU 2010:49 - The Ban against the Purchase of Sexual Services: An Evaluation 1999-2008 (Stockholm, Sweden: Swedish Institute, November 2010). Online at: https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/the_ban_against_the_purchase_of_sexual_services_an_evaluation_1999-2008_1.pdf

¹¹⁸ *Supra*.

Chapter 6: CHAPTER 6: ACTIONS TO PREVEN PROSTITUTION AND TRAFFICKING IN HUMAN BEINGS AND TO STRENGTHEN PUBIC AWARENESS AND CAPACITY BUILDING

Capacity building and training

An important component of the work to prevent and combat prostitution and trafficking in human beings in Sweden is regular training of law enforcement, prosecutors and judges. In Sweden, the training focuses not only on adequate investigation techniques, and but, importantly, also on attitudes, and underlying principles for legislation, policies and interventions regarding prostitution and trafficking in human beings.

The National Rapporteur concluded in her 2011 report on initiatives carried out under the National Action Plan (above) that regular capacity building of police and other key public agencies is a core element in the success of the Swedish law enforcement measures to prevent and combat prostitution and trafficking in human beings.¹¹⁹

Online training for Police Authority investigators

Since 2011, all employees, who work for the National Police Authority, in particular investigators and police officers on external duty, have access to an internal, interactive, online training package on all forms of trafficking in human beings. The aim of this capacity building material is to illustrate the complexity of trafficking in human beings, and to give employees access to information about effective working methods to uncover and investigate such crimes.

University courses on trafficking in human beings.

The University of Uppsala offers an intensive, five-week continuing education course for lead investigators (prosecutors) and police investigators on trafficking in human beings for different purposes with a focus on current legislation and policies, awareness-raising, information about victim rights, training on victim assistance and support, and effective investigation methods.¹²⁰ The Swedish National Police Academy and the Blekinge Institute of Technology offer an annual, advanced two-week course on Internet surveillance. The advanced course includes a special section on children as victims of trafficking in human beings.

Awareness raising and information campaigns

The Swedish approach to prostitution and trafficking in human beings for sexual purposes recognizes that prevention is paramount to the elimination of these crimes, with the recognition that, to be successful in the elimination of these crimes, comprehensive legal, policy and practice interventions must take place prior to women and girls being drawn into

¹¹⁹ Wahlberg, Kajsa, Slutredovisning av regeringens uppdrag till Rikspolisstyrelsen att förstärka insatserna mot prostitution och människohandel för sexuella ändamål 2008-2010 (Stockholm, Sweden: Rikspolisstyrelsen, 2011). Online at: https://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Organiserad%20brottslighet/slutredovisning_prostit_manniskohandel.pdf

¹²⁰ Människohandel: Kurs för poliser, online at: <http://www.uu.se/utbildning/utbildningar/selma/kursplan/?kpid=30029>

prostitution by traffickers, procurers and prostitution users. Hence, prevention is paramount to the elimination of trafficking in human beings. Equally, awareness raising is key to successfully campaigning to discourage the demand.

The Swedish government has, and continues to invest in both. As discussed in the chapter on impact assessments, the evaluations show that public support for the offence that criminalizes the purchase of a sexual service are firmly in place.

Since the late 1990s, awareness-raising campaigns have been carried out in Sweden and the region that focus on the prevention of prostitution and trafficking for sexual purposes, including the eight country Nordic-Baltic Campaign against Trafficking in Women (2002-2003),¹²¹ the four-country (Sweden, Norway, Finland and Russia) Project against Trafficking in Women and Girls in the Barents Region (2004-2006).¹²²

Nordic Baltic campaign against trafficking in women

In 2001, the Nordic and Baltic Ministers for Gender Equality agreed to plan and carry out a joint information and awareness campaign during 2002. The ministers also agreed that “the formation of opinion and information from a gender perspective is an important part of the work of combating trafficking in women.”

The actual campaign took place during 2002, and was financed by, and carried out under the auspices of the Nordic Council of Ministers.

An Intergovernmental Working Group for the Nordic Baltic Campaign against Trafficking in Women, chaired by Sweden, was set up to plan and organize the joint campaign which aimed to “increase knowledge and awareness among the public, and to initiate discussion about the problems surrounding the issue of trafficking in women”.

The Working Group agreed to use the United Nations Protocol¹²³ and its definition of trafficking in human beings as a point of reference for the Campaign, as well as for the national campaigns, and agreed to address the demand that encourages the trafficking in women for sexual exploitation by using Article 9.5 of the Protocol as an important guideline for the activities during the Campaign.¹²⁴

¹²¹ *Supra*, Ekberg, Gunilla S., Nordic-Baltic Campaign Against Trafficking (2004).

¹²² Nordic Council of Ministers, Project Against Trafficking in Women and Girls in the Barents Region: Final Report (Copenhagen, Denmark: Nordic Council of Ministers, 2006).

¹²³ *Supra*.

¹²⁴ *Supra*, Ekberg, Gunilla S., Nordic Baltic Campaign against Trafficking in Women (2004) at 5 - 12.

Thematic days for high school students on prostitution, human trafficking and gender equality

The film, *Lilja 4-ever*, produced in 2002 by the Swedish film director, Lukas Moodysson,¹²⁵ was extensively used for the purpose of public awareness raising about prostitution and trafficking in human beings at more than 100 events organized by the Swedish Government jointly with the Swedish Institute for educational purposes in a large number of countries during 2003-2004.

Full-day workshops were organized for over 65,000 students between 15-18 years of age in Swedish high schools by the Swedish Film Institute in collaboration with the Government Division for Gender Equality. The manual, *Vad har mitt liv med Lilja att göra?* was distributed in 13,000 copies to schools across the country.¹²⁶

Elimination-of-demand campaigns

Sexköpslagen 2.0: Prohibition against the purchase of a sexual service in other countries

Since 2013, the National Organization for Women's Shelters and Young Women's Shelters (Roks), the Swedish Association of Women's Shelters and Young Women's Empowerment Centres (Unizon) and the Swedish Women's Lobby have carried out a campaign to amend the offence that prohibits the purchase of a sexual service.¹²⁷ The amendment, inspired by the Norwegian legislation that prohibits the purchase of a sexual service, would allow enforcement against and prosecution of Swedish residents, who purchase sexual services in another country, in Sweden.

Pornography-free hotels

Since 2003, Roks has carried out a successful campaign, called *Porrfrria Hotell* ["Porn-Free Hotels"] to certify those hotels and conference centres that remove all in-room, free or pay-per-view pornography TV channels and videos. As of December 2014, 189 hotels and conference centres in Sweden have been certified, and are encouraged to use the Porn-Free logo on their marketing material. Hotel customers can book porn-free hotels through the *Porrfrritt* website.¹²⁸

"Travel Courage – Report your suspicions about commercial sexual exploitation of children"

In 2014, a campaign directed towards Swedish residents that travel abroad with the objective to inform about the existence of sexual exploitation of children in connection with tourism and international travel was initiated.

¹²⁵ *Lilja 4-ever* (Memfis Film AB) (2002). Online at: <http://sfi.se/en-GB/svensk-filmdatabas/Item/?type=MOVIE&itemId=50446>

¹²⁶ Lundqvist, D., and Viklund K., *Lilja 4-ever på skolbio: Dokumentation av Svenska Filminstitutets insatser kring Lilja 4-ever på skolbio i Sverige 2003–2004* (Stockholm: Svenska Filminstitutet, 2005).

¹²⁷ Sexköpslagen 2.0 website. Online at: <https://www.facebook.com/Sexkopslagen2.0/?fref=ts>

¹²⁸ The *Porrfrria Hotell* website, online at: <http://porrfritt.se>

The campaign aimed to encourage the general public to report suspicious activities by Swedish residents (and others) in other countries to the Swedish police authorities.¹²⁹ Initially, the campaign was a collaborative short-term effort within the context of the National Action Plan on Prostitution and Trafficking in Human Beings for Sexual Purposes, between the County Administration Board in Stockholm, the Police Authority, and the World Childhood Foundation.¹³⁰ It was later transformed into a long-term project with the aim to develop issue-specific knowledge and capacity building.¹³¹

Changing attitudes towards the purchase of a sexual service

In January 2015, the County Administration in Värmland, in cooperation with the regional police force, initiated a public awareness campaign on attitudes towards the purchase of sexual services, and about the harm prostitution users cause to those, who are exploited in prostitution. The campaign, called #somliga tror... [#some people believe...] aimed to dispel the common myths about prostitution, about men, who purchase sexual services, and about those individuals, who are sexually exploited.¹³²

“You Decide! – Take a stand against the purchase of a sexual service”

In 2016, the County Administration of Stockholm, acting as the National Methodology Support Team (see above) initiated a national information campaign against the demand for the trafficking in human beings, with a focus on the men that purchase a sexual service.¹³³

Fair Sex

RealStars is a non-profit, non-governmental organization founded in 2010 that “works for a better world free from sex trafficking.” It promotes and campaigns with the label “Fair Sex,” which is defined as “sex on equal terms, with respect and without violence or force.” In 2012, The Swedish Agency for Youth and Civil Society (MUCF) together with the Västra Götaland

¹²⁹ “Child sex tourism,” although not a legal term, is a prohibited activity under Swedish law, and involves a series of Penal Code offences including the sexual abuse of children, the use and creation of “child pornography” i.e. images of sexual abuse of children, trafficking in children for the purpose of sexual exploitation, and the purchase of a sexual act from a child under 18 years of age. Offenders can be prosecuted in a Swedish court if they have committed any of these offences in a third country.

¹³⁰ World Childhood Foundation, online at: <https://childhood.se>

¹³¹ The “Resekurage” campaign website, online at: <http://www.resekurage.se>

¹³² County Administration of Värmland, Somliga tror (2015). Online at: <http://www.lansstyrelsen.se/Varmland/Sv/manniska-och-samhalle/jamstallldhet/prostitution-manniskohandel/Pages/somliga-tror.aspx>

¹³³ The campaign website “Du avgör” Ta ställning mot sexköp!”. Online at: <http://nmtsverige.se/duavgor#ta-stallning> See also: The campaign video clip, “Du avgör!”. Online at: <http://nmtsverige.se/sites/default/files/Lansstyrelsen%20-%20Du%20Avgor%20-%20Kort%20Version-HD.mp4>

County Administration Board, funded an awareness raising project by RealStars, entitled "A Europe Free from Trafficking."¹³⁴

"Moving in the Right Direction" Corporate ethical guidelines against the purchase of a sexual service

The Swedish Women's Lobby, Roks and Unizon campaign for ethical rules against the purchase of sexual acts for businesses and corporations in Sweden, received an award from the National Crime Prevention Council in October 2014.

In October 2014, the Swedish Women's Lobby, Roks and Unizon jointly organized an awareness raising campaign entitled Rätt Riktning ["Going in the right direction]." The objective of the campaign is to "involve corporations in the counter-trafficking and women's rights process. By implementing ethical guidelines against purchases of sexual services and sexual exploitation, companies show that they respect and take an active part in realizing the common goal of safeguarding human rights."¹³⁵

Demand: the link between prostitution and pornography

In order to collect evidence and to raise awareness on the ongoing necessity to target the demand for commercial sexual services, Unizon recently published a report on the consumption of pornography and prostitution.¹³⁶

CHAPTER 7: ASSESSMENT OF THE IMPACT OF THE LEGAL AND POLICY FRAMEWORK
Evaluation of the implementation of the offence that prohibits the purchase of a sexual service – Special Inquiry (2008-2010)

In April 2008, the Government appointed a Special Inquiry Commission led by Chancellor of Justice,¹³⁷ Anna Skarhed, to evaluate the implementation of the ban against the purchase of sexual services and its effects. The underlying presumption for the evaluation was that the purchase of a sexual service should remain criminalized.¹³⁸

¹³⁴ See: RealStars website, online at: <http://realstars.eu/about/>

¹³⁵ "Rätt riktning," online at: <http://sverigeskvinnolobby.se/blog/projekt/ratt-riktning-for-etiska-riktlinjer-mot-sexkop>

¹³⁶ Unizon, Pornography and prostitution, a report on exploitation and demand (Stockholm: Unizon, 2016).

¹³⁷ The Chancellor of Justice is an independent legal officer set up as a public authority with the main tasks to act as the Government's ombudsman in the supervision of authorities and civil servants, represent the State in legal disputes, ensure that the limits of the freedom of the press and other media are not transgressed and to act as sole prosecutor in cases concerning offences against the freedom of the press and freedom of the press. See also: <http://www.jk.se/other-languages/english/> Ms. Skarhed was appointed to the position in 2009.

¹³⁸ Utvärdering av förbudet mot köp av sexuell tjänst, Dir. 2008:44 (24 April 2008). Online at: <http://www.regeringen.se/contentassets/084e5a216d8c4c15a8a70d19d30b3fa6/utvardering-av-forbudet-mot-kop-av-sexuell-tjanst-dir.-200844>

The Special Inquiry consulted widely, including with women and men involved in prostitution, women and men, who have had experiences of prostitution, the police and prosecutions services, social workers, civil society, women's, human rights and victim support organizations, public authorities, and other key stakeholders.

In July 2010, the Chancellor of Justice presented the Special Inquiry report to the Government. The Special Inquiry's most important conclusions were the following:

Link between prostitution and human trafficking

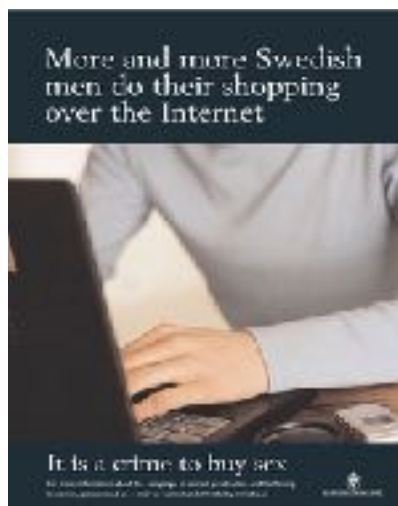
The Inquiry concluded that there is a clear connection between the existence of prostitution and trafficking in human beings for sexual purposes.

The prostitution industry did not expand

The number of individuals exploited in street prostitution halved since 1999. Neighbouring countries Denmark and Norway had three times as many individuals in street prostitution. The concern that prostitution would move to other arenas was not substantiated.

Internet prostitution

Prostitution via the Internet increased in Sweden as it did in other countries, due not to the law, but to the development generally of online technologies.



The number of individuals that were sold via Internet web pages/web advertisement were much larger in similar, neighbouring countries such as Denmark and Norway.

No increase in prostitution activities

Despite a significant increase in prostitution in the neighbouring countries during the past ten years, there was no evidence of a similar increase in Sweden. The inquiry concluded that it reasonable to believe that this was due to the criminalization of the purchase of sexual services in Sweden. There was also no evidence of an increase in indoor prostitution activities.

Barrier to the establishment of organized crime

The prohibition of the purchase of a sexual service deters the establishment of organized crime networks/groups in Sweden. As also concluded by the National Police, there is evidence that the legislation functions as a barrier against the establishment of traffickers and procurers in Sweden.

Public support – normative effects

The legislation has strong support in Sweden among the public, and has brought about significant positive changes in attitudes. Hence, the law has normative as well as direct effects on the reduction of crime.

Deterrent for prostitution users

The prohibition functions as a deterrent for men, who purchase sexual services. Individuals with experience in prostitution, as well as the police and social workers concluded that prostitution users were and are more cautious, and that demand has decreased considerably since the prohibition came into force in 1999. In 2008, only 7.8% of Swedish men had purchased someone for prostitution purposes compared to 13.6% of Swedish men prior to the coming into force of the legislation.

No negative effects for prostituted persons

Despite misgivings that it would be more difficult to reach out and offer support to women in prostitution, that prostitution activities would "go underground", and that the conditions of prostituted individuals would worsen, the Inquiry did not find evidence that the prohibition had negative effects for individuals exploited in prostitution.

Enforcement

The enforcement of the legislation generally worked very well: police and prosecutors did not identify any administrative or investigative difficulties to enforce the law. The Inquiry concluded that successful enforcement of the legislation depends on available resources, and the priorities made by the justice system.¹³⁹

Recommendations to the government

The most important recommendation was for the Government to continue the work to prevent and combat prostitution and trafficking in human beings for sexual purposes.

Victims support and measures on demand

The Inquiry recommended that those who are exploited in prostitution should be given adequate support and assistance, those who risk being prostituted should be given support and assistance to prevent their exploitation, and measures to deter buyers of sexual services should be developed further.

National coordination centre

It was recommended that a national centre for the prevention and combat of prostitution and trafficking in human beings be created to be responsible for coordination, research and other matters on topic.

Legal recommendations

The maximum sentence for the purchase of sexual services should be increased from six months to one year in prison. This would allow the police to arrest perpetrators, and would

¹³⁹ Förbud mot köp av sexuell tjänst. En utvärdering 1999-2008 (SOU 2010:49) (2 July 2010). See also: Selected Extracts of the Swedish Government report SOU 2010:49 - The Ban against the Purchase of Sexual Services: An Evaluation 1999-2008 (Stockholm, Sweden: Swedish Institute, November 2010). See also: Ekberg, Gunilla S. and Wahlberg, Kajsa, "The Swedish Approach: A European Union Country Shows How to Effectively Fight Sex Trafficking" 2:2 (2011) Solutions Journal.

allow other investigative methods to be used that would facilitate the pursuit of responsible networks.

Women in prostitution should be considered as plaintiffs in selected cases of the purchase of sexual services allowing them to receive compensation, or initiate civil law suits.

Finally, the option to prosecute Swedish citizens and residents, who purchase sexual services outside the country, in a Swedish court, should be investigated further.¹⁴⁰

Evaluation of the National Action Plan on Prostitution and Trafficking in Human Beings

In 2011, the National Crime Prevention Council publicized its evaluation of the initiatives under the 2008 National Action Plan on Prostitution and Trafficking in Human Beings for Sexual Purposes. The researchers concluded that the objectives of the National Action Plan generally were fulfilled, in particular in relation to its awareness raising and capacity building aspects, but that measures for support and assistance to victims needed to be further developed.¹⁴¹

The National Crime Council also collects statistics on all other crimes in Sweden, which the Council publishes annually.¹⁴²

Selected research studies

Since the coming into force of the legislation that prohibits the purchase of a sexual service, and in particular as a result of the concerted efforts to implement the Swedish approach on the prevention and elimination of prostitution and trafficking in human beings for sexual purposes between 2001 and 2007, many academic and other research studies on different aspects have been carried out in Sweden and in other countries.

This research material contributes to a solid knowledge bank with studies that assess the rationale, impact, benefits and drawbacks of the targeted laws, policies, strategies and actions.

National Board of Health and Welfare

Evaluation of municipal victim support services

In 2008, the National Board of Health and Welfare was given additional tasks including to evaluate the municipal support services for individuals involved in prostitution, as well as services for individuals, who purchase or who have purchased a sexual service.

¹⁴⁰ *Supra*.

¹⁴¹ Prostitution och människohandel: Slutredovisning av regeringens handlingsplan (2011:18). (Stockholm, Sverige: Brottsförebyggande rådet, 2011). Online at: <http://www.bra.se/bra/publikationer/arkiv/publikationer/2011-11-30-prostitution-och-manniskohandel-for-sexuella-andamal.html>

¹⁴² Online at: <https://www.bra.se/brott-och-statistik.html>

A comprehensive research report was published in 2012.¹⁴³

Mapping of the scale and extent of prostitution activities in Sweden

In 2015, and in collaboration with the Anti-Trafficking Unit at the Stockholm County Administration, the National Board of Health and Welfare presented its first report under its new mandate focusing on the scale and extent of prostitution activities in Sweden.

This report attempted to measure e.g. the number of individuals in street prostitution, the number and percentage of the population of men in Sweden, who have purchased a sexual service, the public support for the legal and policy approach to prostitution, and, most debated, the number of prostitution-related activities and number of involved individuals online during the past eight years.¹⁴⁴

Improved mapping methodology

In October 2015, and to ensure that information concerning the extent and development of prostitution activities in Sweden collected by the different monitoring mechanisms, civil society and other stakeholders is reliable and consistent, the Government mandated the National Board of Health and Welfare to investigate and propose a (new) model for the collection of information and data about prostitution over time.¹⁴⁵ The new methodology with indicators will be presented in 2018.

Stakeholder studies

National mapping of the situation of children, victims of human trafficking for different purposes

In June 2015, the Government appointed the Stockholm County Administration in collaboration with the Health and Social Care Inspectorate, the Migration Agency, the National Rapporteur on Trafficking in Human Beings, the Board for National Health and Welfare, the National Board for Institutional Care, the Association of Local Authorities and Regions, and the Prosecution Authority, to map and investigate the situation of children, who are or who are believed to be victims of human trafficking and human trafficking related

¹⁴³ Svedin, Carl-Göran et al., Prostitution i Sverige. Huvudrapport: Kartläggning och utvärdering av prostitutionsgruppernas insatser samt erfarenheter och attityder i befolkningen (Stockholm, Sweden: Socialstyrelsen, 2012). Online at: <http://www.diva-portal.org/smash/get/diva2:506410/FULLTEXT01.pdf>

¹⁴⁴ Prostitutionen i Sverige 2014: En omfattningskartläggning (Stockholm, Sweden: Länsstyrelsen i Stockholms län Rapport 2015:10). Online at: <http://www.lansstyrelsen.se/stockholm/SiteCollectionDocuments/Sv/publikationer/2015/prostitution-kartlaggning-2014.pdf>

¹⁴⁵ Socialdepartementet, Uppdrag att utreda och föreslå en modell för att samla kunskap om prostitutionen över tid ” (S2015/06285/JÄM) (1 October 2015). Online at: <http://www.regeringen.se/regeringsuppdrag/2015/10/uppdrag-att-utreda-och-foresla-en-modell-for-att-samla-kunskap-om-prostitutionen-over-tid/>

crimes, with a particular attention to the different needs of girls and boys.¹⁴⁶ The final report was submitted to the Government on 10 December 2015.¹⁴⁷

Stockholm Police Authority

Pilot study of prostitution users in the Stockholm region

A recent pilot study of prostitution users in the police region of Stockholm showed that of the 274 cases in 2016 reported under the offence that prohibits the purchase of a sexual service (and attempts), 188 prostitution users were Swedish citizens, with the remaining 86 representing 38 different nationalities.

All prostitution users were men between 15 and 81 years of age, with seven prostitution users being less than 20 years old. The study also showed that the majority of prostitution users contacted the procurers via online prostitution websites, and sexually exploited the victims in their own private homes or their hotel rooms.¹⁴⁸

Chapter 8: CHAPTER 8: STATISTICAL DATA ON PROSTITUTION AND TRAFFICKING IN HUMAN BEINGS FOR SEXUAL PURPOSES

The number of cases of trafficking in human beings for sexual purposes has been relatively stable since the introduction of legislation in 2002 and 2004 that criminalizes all forms of trafficking in human beings.

The victims of human trafficking for sexual purposes to, through and within Sweden, are almost without exception women and girls, mainly aged between 16-40 years, with some younger girls also falling victims. Recently, there have been indications that some underage boys also have been trafficked to Sweden for sexual purposes, but it has not been possible to confirm this information.¹⁴⁹

In 2016, the number of reported cases of trafficking in human beings for sexual purposes increased to 85 compared to 2015, when only 58 cases were reported. Most of these cases (46) were reported by the Swedish Migration Agency, and involved in the majority of cases, crimes that were committed in other countries than Sweden, against women and girls, who

¹⁴⁶ Regeringsbeslut, Uppdrag att genomföra en nationell kartläggning av barn som utsatts för eller misstänks att ha utsatts för människohandel eller människohandelsliknande brott (S2015/04481/FST) (17 juni 2015). Online at: <http://www.regeringen.se/regeringsuppdrag/2015/06/uppdrag-att-genomfora-en-nationell-kartlaggning-av-barn-som-utsatts-eller-misstanks-ha-utsatts-for-manniskohandel-eller-manniskohandelsliknande-brott/>

¹⁴⁷ Människohandel av barn: nationell kartläggning 2012-2015 (Stockholm: Länsstyrelsen, rapport 2015:30) (10 December 2015).

¹⁴⁸ *Supra*, Lägesrapport 18.

¹⁴⁹ *Supra*.

were fleeing armed conflict, starvation or national disasters in countries such as Syria, Iraq, Afghanistan.¹⁵⁰

The last few years, a majority of women, who are victims of trafficking in human beings for sexual purposes to, within and through Sweden, were citizens of EU Member States in Eastern and South-Eastern Europe, in particular Romania, with some women being recruited in Bulgaria, Ukraine, Russia, Lithuania, and Poland. Some women, who originally came to Europe from Nigeria, and who hold residence permits in e.g. Italy and Spain were also trafficked to Sweden for prostitution purposes.¹⁵¹

Likewise, the traffickers, recruiters and procurers of victims of that were trafficked to Sweden for prostitution purposes over time, are citizens of the same European Member States, some with permanent residency in Sweden, are part of smaller networks that recruit victims locally in friendship circles, through family connections, or with the use of social media.¹⁵²

Statistical data: Enforcement of the ban on the purchase of a sexual service/sexual act (1999-2016)

Since the legislation came into force on January 1, 1999, 7059 men have been apprehended for attempting to purchase or for having purchased a sexual service (PSS). In addition, 1593 men have been arrested for the purchase of a sexual act from a child under 18 years of age (PSA). Through the direct or indirect intervention by the police, many more have been dissuaded from purchasing someone for the purpose of exploitation in prostitution.

Reported offences: 1 January 1999-31 December 2016

	99	00	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	TOTAL
PSS	94	92	86	110	300	156	460	163	189	187	352	1277	765	551	544	601	523	600	7059

¹⁵⁰ In 2015, Sweden received approximately 163,000 asylum seekers, mostly from Syria, Iraq and Afghanistan, fleeing the armed and political conflicts in the Middle East. Of these refugees, approximately 50,000 were women and girls, with only 2,857 of the 35,369 unaccompanied children being girls. See: “Asylsökande till Sverige under 2000-2016”, statistical data from the Migration Agency (2017). See also a 2017 report from the National Board of Health and Welfare on the situation of unaccompanied girls, *Analys av situationen i socialtjänsten våren 2017: Fokus på ensamkommande flickor, yngre barn, nätverksplaceringar samt suicidrisk – delrapport 3* (Stockholm, Sweden: Socialstyrelsen, 2017). Online at: <http://www.socialstyrelsen.se/publikationer2017/2017-6-14>

¹⁵¹ *Supra*, National Rapporteur on Trafficking in Human Beings, Lägesrapport 18.

¹⁵² *Supra*.

	99	00	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	TOTAL
PSA	19	21	30	56	22	38	60	46	67	46	150	233	131	103	150	96	134	183	1593

The National Council for Crime Prevention (Brottsförebyggande Rådet) [<http://www.bra.se>]

Convictions: 1 January 1999-31 December 2016

	99	00	01	02	03	04	05	'06	07	08	'09	'10	'11	'12	'13	'14	'15	'16	TOTAL
PSS	11	29	38	37	72	48	94	108	85	69	107	336	450	319	391	260	282	270	3006
PSA	—	—	—	—	—	—	—	1	6	69	6	9	7	33	76	3	8	15	233

The National Council for Crime Prevention (Brottsförebyggande Rådet) [<http://www.bra.se>]

NB. Convictions rates are reported the year after the year the offence was reported.

Statistical data: Enforcement of the offences of procuring and trafficking in human beings for sexual purposes (1999-2016)

Reported crimes: Procuring and gross procuring - 1 January 1999-31 December 2016

'99	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16	TOTAL
32	46	43	46	69	98	94	58	65	51	94	120	86	95	108	109	82	102	1328

The National Council for Crime Prevention (Brottsförebyggande Rådet) [<http://www.bra.se>]

Reported crimes: Trafficking in human beings for sexual purposes - 1 January 2002-31 December 2016

	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16	TOTAL
Total AD + CH	-	22	29	44	27	15	15	31	32	35	21	40	31	58	81	481
AD	-	-	-	-	-	-	15	22	25	25	12	29	26	47	66	267
CH	-	-	-	-	-	-	0	9	7	10	9	11	5	11	15	77

The National Council for Crime Prevention (Brottsförebyggande Rådet) [<http://www.bra.se>]

NB: The trafficking in human beings offence came into force in 2002. Beginning in 2008, data was collected separately for THB-SP of adults (AD) and THB-SP of children (CH) under the age of 18.

Suggested citation: Ekberg, Gunilla S. et al, *Brief: Swedish Laws, Policies and Interventions on Prostitution and Trafficking in Human Beings: A Comprehensive Overview* (Stockholm, Sweden, 22 November 2017).