

# Trafficking in Human Beings and the 2006 World Cup in Germany

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# **Trafficking in Human Beings and the 2006 World Cup in Germany**

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## EXECUTIVE SUMMARY

- Prior to the World Cup in Germany in 2006, there was considerable international concern that this event would contribute to a sharp increase in trafficking for sexual exploitation.
- Media reports suggested that prostitution would increase and that up to 40,000 women might be trafficked.
- This report investigates whether the number of victims of human trafficking for sexual exploitation increased during the World Cup 2006 in Germany.
- The study also examines the measures taken by the authorities and the NGO community in Germany before and during the World Cup.
- The study was conducted between June and September 2006. Research included a systematic review of media and statistical sources, an analysis of previous large-scale events and their impact on trafficking, and in-depth interviews with representatives of key agencies responsible for combating human trafficking in Germany.
- Sixteen in-depth interviews were conducted in total with six experts from the relevant departments of German *Länder* Criminal Police Offices or the City Police Offices of selected World Cup cities, and ten in-depth expert interviews with civil society organizations (street work and assistance to victims of trafficking).
- In addition to the analysis of the situation in Germany, information on trends in connection with the World Cup was gathered in cooperation with IOM missions.

### Main Findings

- All data, information and expert statements that are available to date strongly indicate that an increase in human trafficking did not occur either during or after the World Cup.
- It is concluded that the estimate of 40,000 women expected to be trafficked was unfounded and unrealistic. The current number of known victims of trafficking for sexual exploitation in Germany is around 1,000 persons per year. Even if it is assumed that only one in ten cases of trafficking is discovered, the 40,000 figure is still unrealistically high.
- The German authorities and NGOs had started their planning as far back as the summer/autumn of 2005. However, the international attention received encouraged and fortified these efforts.
- It is likely that the German experience offers lessons to other countries organizing large-scale sporting events. Few previous studies have looked at the impact of high-profile sporting events on human trafficking. This study

also suggests ways to enhance efforts to combat human trafficking at future large-scale sporting events, based on Germany's experience.

- Prevention campaigns and increased law enforcement efforts during the World Cup may have reduced the risk of trafficking.
- It is also possible that the characteristics of the fan-base at the 2006 World Cup had an impact on the demand for sexual services. Many of the fans were women or families with children. Further research is needed to explore any such link.
- Moreover, trafficking in human beings is a process that requires prior logistics and investment on the part of the traffickers – possibly a short and one-time event like the World Cup in Germany was not perceived as sufficiently profitable for the traffickers in this respect.
- Most experts called for better coordination of campaigns and activities between NGOs and recommended a single, comprehensive and professionally organized campaign covering different target groups and launched with a view to sustainability.



# 1. INTRODUCTION

The general objective of this pilot research project is to investigate whether there is any evidence to suggest that the number of victims of trafficking (VoT) for sexual exploitation increased during the 2006 World Cup in Germany. Research findings are intended to help formulate recommendations to combat trafficking during similar major events, including Olympic Games and World Cups, in the future and to provide an important tool for policymakers and relevant authorities and NGOs.

## 1.1 Background

Trafficking in persons is a serious human rights violation and one of the worst criminal offences facing society. The 2006 US Department of State Trafficking in Persons (TIP) report<sup>1</sup> estimates that between 600,000 and 800,000 persons are trafficked across international borders each year.<sup>2</sup> Many victims are women and children trafficked for sexual exploitation. Whilst research on human trafficking for sexual exploitation has broadened available knowledge and facilitated the understanding regarding the scale, routes, recruitment methods and human rights abuses in a range of locations (Kelly, 2001: 3), there are many areas where further research is needed; in particular, there is a lack of credible empirical data examining the possible links between trafficking for sexual exploitation and major events, including sporting events.

Commentators have sought to highlight the importance of tackling human trafficking in relation to major events; however, in an attempt to adequately assess the extent of any such links, it is necessary to collate, analyse and evaluate accurate and verifiable data regarding any possible increase in trafficking during such major events. The 2006 World Cup presents such an opportunity. From 9 June to 9 July 2006, Germany held the 18<sup>th</sup> FIFA World Cup and hosted 32 participating nations and thousands of football fans from around the world. Initial commentaries surrounding the sporting event suggested that the 2006 World Cup could lead to a potential increase in the number of foreign prostitutes entering Germany, many of whom, it was feared, would have been trafficked to meet the anticipated demand for sexual services during the event.

Germany is a source, transit and destination country for men, women and children trafficked for the purpose of sexual and non-sexual exploitation. Victims are primarily from central and eastern Europe and, to a lesser extent, from Asia, Africa and America.<sup>3</sup> The 2006 TIP report highlights that the 2006 World Cup generated widespread concern over a potential increase in trafficking for sexual exploitation to

Germany for the duration of the championship. Given the sheer size of the event, the report cautioned that the potential for increased human trafficking surrounding the games was a realistic concern.

## 1.2 Methodology

### *Research Questions:*

Did the World Cup lead to an increase in trafficking in human beings (THB)?<sup>4</sup>

- What effect did the increased focus on the phenomenon by police, authorities and civil society have?
- Can any possible trends regarding recruitment, transport and sale of VoTs be distinguished?
- Can any possible trends regarding the profile of VoTs and the potential customers be distinguished?
- What main activities were taken to counter trafficking and what were the possible visible gaps?

### *Aim:*

The aim of this project was to conduct a pilot study aimed at gathering reliable and verifiable data concerning potential increases in trafficking for the purpose of sexual exploitation to Germany during the 2006 World Cup. The research findings and recommendations are intended to provide information for policymakers, relevant authorities and NGOs planning similar events in the future.

### *Methodology:*

To enable the analysis of any potential increase in human trafficking, the project was implemented over a period of four months and involved the cooperation of a researcher in Germany, IOM Headquarters in Geneva and IOM missions in selected countries of origin.

### *Preparation phase:*

**Desktop Research:** Similar projects previously undertaken in other countries were analysed. A virtual expert advisory group was created, composed of individuals at IOM HQ, in Germany and at IOM Kiev. This expert group developed the research parameters and devised the necessary questions and strategy to be used in the data collection phase.

### *Data collection:*

The desktop research provided a summary of discussions in Germany and abroad regarding the possible effects of the World Cup event on THB, including predictions

of the expected numbers of foreign prostitutes and THB victims. The research included the monitoring of press coverage (more than 300 relevant German online articles published between May and July 2006), press releases and reports before and during the World Cup, and included the monitoring of operations, activities and statements.

A questionnaire was developed in the first phase of the study in order to streamline and harmonize the collection of information during the expert interviews. The questions asked included the experts' assessment of the situation before the World Cup; extra activities implemented by their respective institution/organization undertaken to counter THB before and during the World Cup; their assessment of the situation regarding THB during the World Cup and possible reasons for the observed situation; their assessment of counter-trafficking activities in Germany during the World Cup at large; support received from politicians, authorities and sports officials; the role of the media; the expected impact of the World Cup on their future work, and their recommendations regarding future major events.

In-depth interviews were conducted with six experts from the relevant departments of German *Länder* Criminal Police Offices or the City Police Offices of selected World Cup cities. The Federal Criminal Police Office was also contacted and responded with a written statement. Ten in-depth expert interviews plus one written response to the questionnaire were obtained from civil society organizations (street workers and assistance to victims of THB), in all representing 23 counselling centres throughout Germany (see map in Annex).

In addition to the analysis of the situation in Germany, information on trends in connection with the World Cup was gathered in cooperation with IOM missions in important countries of origin and transit for THB to Germany, i.e., Ukraine, Belarus, Romania, the Czech Republic, Moldova and Albania.

## 2. TRAFFICKING, MAJOR EVENTS AND DEMAND ISSUES

Prior to the commencement of the 2006 World Cup there was significant international discussion concerning the possible increases of trafficking for the purpose of sexual exploitation linked to major events, such as sporting events.

Concern was frequently expressed by various actors, including the European Parliament,<sup>5</sup> intergovernmental organizations, NGOs and the media that major international events, including sports events, risked contributing to a temporary increase in the trafficking of human beings.

Speaking at the European Parliament debate on forced prostitution during the 2006 World Cup, one commentator noted that, *from past experience – for example in Athens, during the Olympics – we have seen that international sporting events cause an increase in human trafficking.*<sup>6</sup> It should be noted, however, that the paucity of credible empirical data makes it difficult to verify, analyse and legitimize such a claim.

To begin to adequately assess the extent of any possible link between increases in human trafficking and major events, a review of similar projects previously undertaken was conducted. The preparatory research phase comprised a review of the literature on human trafficking, demand issues and major events; Intranet literature searches;<sup>7</sup> the posting of a request for information on the StopTraffic listserv, and direct e-mail and telephone contacts with IOM missions and NGOs in France, Portugal and Greece.<sup>8</sup>

### 2.1 Issues of Demand and Major Events

During the build-up to the 2006 World Cup, the owner of Artemis – what has since been termed Berlin's mega-brothel – commented that *football and sex belong together*. This section will explore the issues of trafficking for sexual exploitation and demand for sexual services focusing on demand issues during the 2006 World Cup.

The UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention Against Transnational Organized Crime (UN, 2001), was the first international instrument to address the issue of demand in relation to human trafficking. Article 9 (5) states that:

*States Parties shall adopt or strengthen legislative or other measures, such as educational, 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.*

Anderson and O’Connell Davison (2003)<sup>9</sup> argue that the notion of “demand” for sexual services and trafficking can be explained through a diverse range of motivations and interests; from those who recruit, organize and profit from the sexual exploitation of women to those who consume their services (2003: 10). Demand for sexual services, they conclude, is thus *very much a socially, culturally and historically determined matter* (2003: 41). Taking this discussion further, it is worth commenting on how the issue of demand features in the debate surrounding possible increases of trafficking for the purpose of sexual exploitation during major events, such as sporting events.

## **2.2 Past Events**

### **2.2.1 France**

In 1998 France played host to the FIFA World Cup in Paris. A review of the literature and Internet searches failed to reveal any significant information on whether the 1998 World Cup had any impact upon demand for sexual services and human trafficking. Information provided to the research team by an official in France re-stated that no significant data were available from institutions and NGOs concerning instances of forced prostitution during the 1998 World Cup or other major events held in France. It was further commented that the French Ministry of Interior did not collate information on the number of prostitutes entering France on the occasion of the 1998 World Cup.

### **2.2.2 Portugal**

In 2004 Portugal hosted the UEFA championships. A review of the literature and Internet searches failed to reveal any significant information on whether the 2004 UEFA championships had any impact on human trafficking. Though contact was made with the IOM mission in Lisbon, it was stated that IOM Lisbon was not actively conducting research on counter-trafficking in 2004 and that no information on human trafficking during the UEFA championship was available.

It was nevertheless stated that a Portuguese NGO, primarily set up to offer support to prostitutes and active in campaigning against the trafficking of women for the purpose of sexual exploitation, had initiated a counter-trafficking campaign to coincide with EXPO 1998 held in Lisbon. The NGO was said to have been involved in raising awareness of the issue of human trafficking during EXPO 1998, and released press articles and engaged in media campaigns. The post-event outcome, however, was that the 1998 EXPO counter-trafficking campaign had little public impact: based on the apparent lack of public interest, the NGO decided not to conduct or engage in a counter-trafficking campaign during the 2004 UEFA championships.

### 2.2.3 Greece

The 2004 Olympic Games were hosted by Greece and took place in Athens. A review of the literature and Internet searches provided more information than was available in Portugal and France.

Prior to the commencement of the 2004 Olympic Games in Athens it was feared that traffickers would seek to take advantage of, and profit from an increase in demand for sexual services: the Italian NGO Terre Libere (2003)<sup>10</sup> commented that, *the cost and number of women being smuggled into Greece is expected to rise during next year's Olympics in Athens, with traffickers apparently calculating that the prostitution business will be brisk.*<sup>11</sup>

With regard to prevention activities by the Greek authorities, a 2004 paper by the Greek embassy in Washington, D.C., entitled "Greek actions for the suppression of trafficking in human beings", highlighted an integrated programme of action for the suppression of trafficking in human beings. Concerning the 2004 Athens Olympic Games, the paper states that the Greek Ministry of Foreign Affairs would finance two specific activities relating to human trafficking, i.e., the provision of free legal aid and an information campaign on the prevention of contagious diseases.

Regarding legal aid, the document stated that an agreement had been signed with the chairpersons of the Bar Associations of the five Olympic cities (Athens, Thessaloniki, Patras, Heraclion and Volos) for the provision of free legal protection and aid to foreign nationals victims of trafficking, covering the period of the Olympic Games until 15 October 2004. It was further stated that the Ministry of Foreign Affairs would *finance a foreign language program aiming to provide information and basic treatment advice in anticipation of a possible upsurge of contagious diseases during the period of the Olympic Games to foreign visitors and possible victims of human trafficking. At the same time, the Ministry of Foreign Affairs place[d] particular emphasis on account rendering, supervision and transparency in assessment as well as on the continuous monitoring of the actions of NGOs involved in the combat against human trafficking.*<sup>12</sup> However, no post-Olympic Games assessment of any counter-trafficking activities financed by the Ministry for Foreign Affairs could be discerned by the research team.

While there is a paucity of post-event analysis of the issue, it can nevertheless be stated that neither the 2004 annual report on Organised Crime in Greece by the Greek Ministry of Public Order,<sup>13</sup> nor the IOM Athens case data in the IOM CTM database<sup>14</sup> referred to instances of trafficking for the purpose of sexual exploitation during the 2004 Olympic Games.

It should be noted that counter-trafficking activities and campaigning occurred also at the grassroots level: the organization Terre des Hommes (TdH) and partners were further concerned that the organization of a major event such as the Olympic Games might raise the interest of traffickers to make quick and easy money through the exploitation of children for forced labour, begging and sexual exploitation.<sup>15</sup> In response to the specific concern that cases of child trafficking from Albania to Greece during the Olympic Games for the purpose of exploitation would increase, TdH partnered with the Greek NGO Arsis and set up field operations under the Emergency Response Against Child Trafficking (ERACT) project. Several campaign initiatives were also undertaken, including press releases and TdH sponsored travel leaflets distributed by travel agencies to inform persons travelling to the games of child trafficking issues. A temporary reduction in the number of children in the streets during the Olympic Games was reported.<sup>16</sup> Further, it was stated that the high security context of the games prevented an increase in the visible exploitation and trafficking in minors.

### 2.3 Germany and the 2006 FIFA World Cup

As for the 2006 World Cup in Germany, there was significant international discussion concerning the possible increase in demand for sexual services. Some observers were concerned that as many as 40,000 foreign prostitutes might be introduced into Germany during the event and, although prostitution is legal in Germany, it was feared that many would have been trafficked to meet expected demand. While such claims have since been dismissed as unfounded, it is interesting to note the extent to which initial comments sought to associate the temporary gathering of persons for the purpose of the World Cup with an increase in demand for sexual services and further potential significant increases in trafficking.

As a general recommendation, the European Parliament in its aforementioned resolution,<sup>17</sup> called on the Commission and Member States to launch a European-wide campaign during international sporting events to inform and educate the general public of the scale of trafficking for forced prostitution and, most importantly, *to seek to curb demand by raising awareness among potential clients.*

A recent study in Germany funded by Federal Ministry for Economic Cooperation and Development investigated the possibility of reducing trafficking for sexual exploitation by directly targeting demand issues through information campaigns and projects, and concluded that, *the majority of [German] clients identified within this study are against coercion and violence in the context of prostitution* (GTZ, 2005: 12).<sup>18</sup> Thus, that the majority of clients of sexual services in Germany were aware of the trafficking phenomenon and the exploitation and human rights violations involved.

A comprehensive assessment of the trafficking situation in Germany during the World Cup will be provided in section five.



### **3. GENERAL INFORMATION ON TRAFFICKING OF HUMAN BEINGS IN GERMANY**

#### **3.1 Prosecution of THB<sup>19</sup>**

The most important legal provisions are provided in the Criminal Code (*Strafgesetzbuch*, StGB) and deal explicitly with trafficking in human beings. Previously, trafficking was covered in sections 180b and 181 of the StGB and focused exclusively on sexual exploitation. The criminal provisions on THB have since been expanded to cover all forms of exploitation through the 37th Criminal Law Reform Act, which came into force on 19 February 2005. The StGB was amended in line with the Framework Decision of the European Union on Trafficking in Human Beings, and the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

The former sections 180b and 181 StGB have been moved to Chapter 18 of the StGB under Crimes Against Personal Freedom, and merged with parts of the former section 234 StGB on kidnapping. The reform act has expanded the definition of trafficking in human beings to cover not only sexual exploitation of victims (section 232 StGB), but also exploitation through forced labour (section 233 StGB).

A new section 233a StGB concerns accessory actions, and section 233b StGB provides for the possibility of monitoring the future conduct of a perpetrator of THB (*Führungsaufsicht*) and for the proceeds from THB to be confiscated and transferred to the state treasury (extended forfeiture, *erweiterter Verfall*).

Sections 232 to 233a StGB enumerate offences that fall under the principle of universal jurisdiction and may be prosecuted regardless of where they were committed and the nationality of the perpetrator.

#### **3.2 Prostitution Law**

The law and policy in Germany concerning prostitution is based on the concept of voluntary prostitution. Hence, provided that the act of prostitution is carried out voluntarily, it is legal and neither prostitutes nor their clients face criminal charges.

In 2002 the Prostitution Law was enacted to improve the legal position of prostitutes and to limit the possibilities for criminals to exploit prostitutes' vulnerable legal position. The law improves the rights of prostitutes without at the same time benefit-

ing clients, brothel owners and other persons active in the sex business. Prostitutes can sue their clients to obtain payment of the sum agreed upon, if payment is later refused. As a result, victims of THB for sexual exploitation and prostitutes exploited by their pimps may claim damages. Moreover, prostitutes are now recognized as employees, and are entitled to health insurance and social benefits. These measures are intended to make it easier for prostitutes to leave and build a new livelihood in a different occupation.<sup>20</sup>

Germany has opted for an extension of the transitional period regarding the European Community rules on free movement of workers and thus restricts employment of persons from the new EU Member States. However, prostitutes from these countries may work legally in Germany, provided they are self-employed.

A report providing a detailed evaluation of the Law on Prostitution has been published by the Federal Ministry of Family Affairs, Youth, Women and Seniors, in January 2007.<sup>21</sup>

### 3.3 Statistics

The most recent data on criminal investigations of THB for sexual exploitation published by the German Federal Criminal Police (*Bundeskriminalamt*, BKA)<sup>22</sup> show that 317 investigations against 683 suspects were completed in 2005, and concerned 642 victims.

The number of investigations decreased for the second successive year (2003: 431 investigations, 1,235 victims as against 370 investigations, 972 victims in 2004). One reason is that the BKA changed their statistics base in 2005 from investigations initiated to investigations completed. A further reason, according to the BKA, may be that the police possibly switched the classification of their investigations to offences that are easier to establish (e.g. smuggling).

Almost all victims of THB were women. About 8 per cent of the victims were minors and most of them were German. Of the 683 victims in 2005, 118 were from Romania, 115 from Germany, 101 from Russia and 62 from Bulgaria.

The majority of suspects (283) were German nationals (41%), 57 of whom were not born in Germany. The second largest group (10%) of suspects from a single country were Turkish nationals, followed by Romanian and Bulgarian nationals.

## 4. TRAFFICKING AND THE 2006 WORLD CUP IN GERMANY

### 4.1 Discussion/Concerns/Activities before the World Cup

#### 4.1.1 Germany

##### *Estimates*

In autumn 2005, most NGOs and law enforcement agencies had long started their work on concepts for World Cup activities and campaigns. Reference to some 40,000 foreign prostitutes – some media reports even referred to 40,000 *forced* prostitutes – expected to come to Germany for the World Cup quickly made the rounds throughout Germany and beyond. Law enforcement services and many NGOs were quick to dissociate themselves from this estimate as it apparently lacked any valid basis. However, it was persistently reported by the media and, in the end, few seemed to know where it had originated from. One expert interviewed for this study, together with co-authors, attributed the first public mention of an estimate of over 30,000 prostitutes to be introduced to Germany for the World Cup to the German Women’s Council (*Deutscher Frauenrat*), with reference to the women’s representative of the German Association of Cities and Towns (*Deutscher Städtetag*), a figure later increased to 40,000 in various media, and referring to 40,000 *forced* prostitutes. By this time, the German Association of Cities and Towns had already disclaimed the figure.<sup>23</sup>

##### *Campaigns and Hotlines*

Five major information campaigns were conducted before and during the World Cup.<sup>24</sup>

The German Women’s Council campaign *Abpfiff – Stoppt Zwangsprostitution* (“Final Whistle – Stop Forced Prostitution”) aimed to use the World Cup as a platform to raise broad social awareness of the darker side of major sporting events and as a vehicle to demand better prevention and prosecution measures. It was implemented under the patronage of the Governing Mayor of Berlin, Klaus Wowereit, and the Executive President of the German Football Federation, Dr Theo Zwanziger. The campaign received widespread national and international support with about 80,000 signatures. A further 100,000 signatures were collected by Catholic women’s organizations, which shared the campaign’s concern, but did not support a statement from the introduction to the policy recommendations regarding the need for expanding the rights of prostitutes. The Catholic women’s organizations prepared their own flyers excluding this statement but including all of the policy recommendations. A total of

180,000 signatures was handed over officially to Dr Susanne Kastner, Vice President of the German Parliament, in January 2007.<sup>25</sup>

The NGO Solwodi implemented the campaign *Rote Karte für sexuelle Ausbeutung und Zwangsprostitution* (“Red Card for Sexual Exploitation and Forced Prostitution”). They distributed 100,000 leaflets, 10,000 posters and 40,000 stickers in Germany. Together with their partner Renovabis, they also carried out prevention campaigns in countries of origin. 300 NGOs were contacted and leaflets and posters disseminated.<sup>26</sup>

The NGO Frauenrecht ist Menschenrecht (FiM) organized an awareness campaign for clients of prostitutes *Stoppt Zwangsprostitution* (“Stop Forced Prostitution”). Under the patronage of Heide Simonis, President of the German UNICEF Committee, the campaign aimed to raise awareness among customers of prostitutes<sup>27</sup> of forced prostitution and to encourage them to accept responsibility. In addition to conventional campaign materials, the campaign received much attention through the Internet. More than 40,000 people visited the campaign website, many of them through links from sex websites, whose owners supported FiM’s initiative.

The Diakonie, the welfare organization of the Protestant Church in Germany, implemented a further major information campaign: *Handeln gegen Zwangsprostitution* (“Action Against Forced Prostitution”). The campaign aims to raise general public awareness and to encourage clients of prostitutes to contact the police or counselling centres if they become aware of instances of forced prostitution. The main elements of the campaign were posters, postcards in various languages and newspaper advertisements.

IOM, the MTV Europe Foundation, the Swedish International Development Cooperation Agency (Sida) and the World Childhood Foundation launched a Public Service Announcement (PSA) prior to the World Cup to raise awareness among football fans that many women might be trafficked into Germany and forced into sexual slavery to meet an increased demand for prostitution during the World Cup. The PSA, which was offered rights free of charge to all broadcasters worldwide, directed viewers to a website<sup>28</sup> where they could obtain hotline information to anonymously report any cases of trafficking and forced prostitution to the German authorities. In addition to these campaigns, many NGOs implemented their own smaller, regional campaigns, using PSAs, leaflets, posters, postcards and the Internet.

Three national hotlines were in place during the World Cup. Two (Solwodi and Diakonisches Werk) were intended for victims of trafficking or persons in their environment seeking help. The third (FiM) addressed clients of prostitutes and encouraged

them to report suspicious cases anonymously. All hotlines would refer callers to local specialized counselling centres if further assistance was needed. In addition, many NGOs had set up their own emergency numbers to be called by local police offices, authorities or other NGOs.

#### *Law enforcement*

Combating THB is the responsibility of both the German federal and state police. Both anticipated that a higher number of potential clients would lead to an increase in prostitution as well as an increase in attendant criminal activities, including THB. However, the estimates of 40,000 foreign prostitutes or even 40,000 forced prostitutes were not supported. Nevertheless, German law enforcement had incorporated measures regarding THB into the National Security Concept FIFA-WM 2006, mainly regarding cooperation between law enforcement agencies at national and international levels, and between the police and specialized counselling centres and authorities.<sup>29</sup>

The actual approach to combating THB during the World Cup differed considerably among the various German *Länder*: some intensified raids on brothels and sex clubs prior to the World Cup. Hesse, Bavaria, Rhineland-Palatinate and Baden-Wuerttemberg carried out coordinated, large-scale raids with more than a thousand police officers in May.<sup>30</sup> Others concentrated on gathering intelligence from the red-light milieu (e.g. Hamburg) and intensified their usual checks and controls of brothels and clubs (e.g. Berlin). The Munich police authorities deployed a concept exploring the fields in which trafficking into prostitution was most likely to occur and focused their prevention activities accordingly. Information material was distributed to hotels, Internet and newspaper advertisements were monitored, and police officers conducted undercover investigations as potential clients.<sup>31</sup> North Rhine-Westphalia updated and distributed to police officers a concept developed some years earlier for the identification of victims of trafficking and conducted additional training measures for the police.<sup>32</sup>

#### **4.1.2 Abroad**

The European Parliament also expressed concern over a temporary increase in demand for sexual services and in trafficking prior to the commencement of the 2006 World Cup, leading to the European Parliament resolution in the context of world sports events.<sup>33</sup> The European Parliament further expressed support for the “Red Card to Forced Prostitution” campaign.

The United States was also an active participant in calling for Germany to do more to combat trafficking during the World Cup, and used the games as an opportunity to lobby against the legalization of prostitution in Germany. The 2006 TIP Report had cautioned that despite the efforts by German authorities to prevent trafficking, the

potential for increased trafficking remained an issue and it was stated that Germany should continue to focus attention on demand-reduction efforts... (TIP, 2006: 124).

Other key participants in the debate included the French coach, Raymond Domenech, who condemned the prospect that thousands of women might be imported to Germany for the World Cup; a Vatican Archbishop who spoke out condemning the promotion of prostitution during the World Cup, and the British police who distributed information leaflets. There was also a debate whether the Swedish national team should boycott the World Cup, initiated by Claes Borgstrom, the Swedish equal opportunities ombudsman, with Lars-Ake Lagrell, president of the Swedish football association, promising that no Swedish player would use a brothel during the World Cup.

International debate, however, often confused human trafficking and prostitution as being synonymous. As stated, World Cup fears concerning the number of women and girls who might be trafficked into Germany for the purpose of sexual exploitation also presented for some a tangible opportunity to lobby against the legalization of prostitution in Germany.

#### *International campaigning and awareness, media coverage*

Prior to the event, MTV and IOM launched an information campaign supported by Sida and World Childhood Foundation, among others. The German campaigns "Red Card to Forced Prostitution" and "Final Whistle – Stop Forced Prostitution" received considerable international support. In addition, several international agencies and NGOs released press statements on the issue, including the International Labour Organization, UNICEF and Amnesty International.

FIFA released a statement that it had no power to take legal action against human trafficking and forced prostitution: / *in response to various demands for FIFA to intervene in such practices with regard to the 2006 FIFA World Cup Germany™, FIFA wishes to make it clear that, legally, it has no power to do so and that as world football's governing body, it cannot be responsible for such matters.*<sup>34</sup>

Concerning demand issues, some international media articles continued to cite the 40,000 figure well into the tournament. However, it soon became apparent that World Cup fans had not boosted the local sex industry and that demand for sexual services had not increased to the extent initially feared.

In fact, the 2006 World Cup may be seen as having acted as a catalyst for concerns over potential increases in trafficking during future major events, such as the 2007 European Football Championship and the 2010 World Cup in South Africa.

## 4.2 Assessment of the Situation During the World Cup in Germany

### 4.2.1 Germany

#### *The World Cup*

The FIFA 2006 World Cup took place from 9 June to 9 July in Germany. Twelve German cities (Berlin, Cologne, Dortmund, Frankfurt, Gelsenkirchen, Hamburg, Hannover, Kaiserslautern, Leipzig, Munich, Nuremberg, Stuttgart – see map in annex) hosted the 64 matches between the 32 participating states.

The FIFA World Cup Organizational Committee had expected about 10 million World Cup tourists, with 1 million coming from abroad.<sup>35</sup> A total of 21,000 media representatives, including journalists and technicians, reported on the World Cup and 260,000 police officers were deployed. Germany made public viewing and fan fests an integral part of the World Cup planning – and they became a symbol of peaceful celebration. Eighteen million fans celebrated at the official fan fests in the 12 host cities, almost six times as many as watched the games at the stadiums.<sup>36</sup>

#### *Statistics, press releases, media coverage*

Of the 33 investigation cases reported to the Federal Criminal Police Office on the grounds of human trafficking for the purpose of sexual exploitation and/or the promotion of human trafficking at the time of the 2006 World Cup, only five cases were assumed to have a direct link to the 2006 World Cup. In these five cases, five victims of human trafficking were found, four women and one man. The victims were between 18 and 21 years of age and came from Bulgaria (two women, both 20 years old), Hungary (one man, 20 years old), the Czech Republic (one woman, 19 years old) and Germany (one woman, 19 years old).<sup>37</sup>

The evaluation of the hotlines for victims of trafficking set up for the World Cup, funded by the German Federal Ministry of Family Affairs, Senior Citizens, Women and Youth, and implemented by Prof. Kavemann at the Catholic University for Applied Sciences Berlin, was submitted to the Ministry in November 2006. The decision to publish the results was still pending at time of publication.

With over 300 relevant German online articles published in May and June alone, the issue gained the widest attention ever: articles on trafficking were published on the websites of sports clubs, local activist groups, and the issue was the subject of communal council meetings not only of the World Cup cities, but also of small and remote communities. In Germany, most reviewed articles distinguished between

THB/forced prostitution on the one hand, and prostitution on the other. Frequently, statements by experts from the police or specialized counselling centres were quoted. Media reporting during the World Cup suggested an increase in business for sexual services in a few internationally known clubs, but a steep drop in business in most others. It was soon confirmed by police statements that there were no indications of an increase in trafficking.

#### *Expert interviews*

Sixteen experts from relevant police departments and specialized NGOs were interviewed for this study, while another NGO sent a written response to the questionnaire.<sup>38</sup> As some NGOs operate several counselling centres, the received information covers a total of 23 counselling centres throughout Germany.<sup>39</sup> In addition, the Federal Criminal Police Office (BKA) responded with a short statement.

The questions included expert assessments of the situation before the World Cup; extra activities implemented by their respective institution/organization undertaken to counter THB before and during the World Cup; assessments of the situation regarding THB during the World Cup and possible reasons for the observed situation; their assessments of counter-trafficking activities in Germany during the World Cup in general; support received from politicians, authorities and sports officials; the role of the media; the expected impact of the World Cup on their future work, and their recommendations regarding future major events.

#### *Situation assessment prior to the World Cup*

According to the interview partners, preparations and discussions regarding the World Cup and the prevention of THB mostly started in the summer and autumn of 2005. All but one of the experts stated that they had not supported the 40,000 figure; most regarded it as completely unrealistic and unfounded. However, they also felt that this was not adequately reflected by the media.

There was some variation in the assumptions regarding a possible increase in THB during the World Cup: most experts assumed that prostitution was likely to increase to some extent and considered a proportionate increase in trafficking as possible; but almost all put it well below the level of 40,000. Some NGOs did not expect any increase at all. The experts' own assessment of the expected situation regarding THB during the World Cup was based on their local experience (the general situation in respective cities/regions; international fairs and events), and on discussion within networks and contacts with organizations and institutions with experience of previous major events. Two international events were frequently cited as reference events: the 2004 Olympic Games in Athens, and the Expo 2000 in Hanover, Germany.<sup>40</sup>



### *Activities before and during the World Cup*

The counter-trafficking sector in Germany is well developed and NGOs can rely on long-established networks, including other NGOs, public authorities, the police and church institutions. With one exception (Solwodi), the NGOs operate locally or regionally, generally with just one counselling centre. KOK,<sup>41</sup> the German umbrella organization for counter-trafficking NGOs, funded by the Federal Ministry of Family Affairs, Senior Citizens, Women and Youth, provides the basis for exchange and cooperation among the NGOs. In many German states cooperation agreements among the police, local authorities and NGOs are in place, providing for early involvement of specialized counsellors when a victim of trafficking is detected by the police.

In preparation for the World Cup, the NGOs intensified their networking activities and their cooperation with the relevant local and regional police departments. Further, the NGOs used the opportunity of the World Cup and the respective campaigns to establish contacts and cooperation with other organizations, institutions and public authorities, which had either not, or only marginally been involved in counter-trafficking activities before.

One NGO which expected an increase in trafficking checked for extra shelter capacities in other regions. All NGOs were preparing extra World Cup projects, campaigns and/or activities. Some NGOs had prepared counter-trafficking plans prior to the World Cup (e.g., FiM), and subsequently determined that the World Cup in Germany offered a good opportunity to launch their campaigns.

Two NGOs participating in this study, Solwodi and FiM, had initiated and implemented their own major campaigns combining awareness campaigns with hotlines (see section 4.1.1). The other NGOs had either participated in one or more of the major campaigns and distributed their respective material, or had initiated local/regional campaigns in cooperation with other NGOs and with regional authorities. Organizations conducting street work intensified that part of their activity during the World Cup. Most organizations extended the availability of specialized counsellors or had emergency numbers set up for the police, authorities and other NGOs. Much of the material produced for, or used during, the World Cup is thematically not linked to it, but has a more general message. Thus, it can be used for future campaigns or training purposes.<sup>42</sup> Many of the NGO experts emphasized this aspect of sustainability of their World Cup activities.

The interviewed police experts had also strengthened their cooperation with counselling centres in preparation of the World Cup. Apart from that, the approaches in combating THB during the World Cup differed considerably and confirmed the information in section 4.1.1 above.

### *Assessment of the situation during the World Cup*

The NGOs FiM and Solwodi declined to issue an assessment yet, as they are still evaluating the data and information collected from their hotlines and other activities. FiM indicated that over 20 persons called their hotline concerning serious indications of cases of forced prostitution.

The Federal Criminal Office (BKA) stated that they had no indications of an increase in trafficking in human beings during the World Cup. This was also confirmed by the interviewed experts (except FiM and Solwodi, as mentioned above). Some pointed out, that they were only aware of registered cases and/or actual calls at their counselling centres, and that other cases may have remained undiscovered. However, almost all experts agreed that if there had been a significant increase in THB, this would have shown in the number of officially registered cases and calls to hotlines and counselling centres.

If, from the information available, no significant increase in THB occurred, what might be the reasons? Possible reasons referred to by the experts included the characteristics of the fan base, factors related to the traffickers themselves, and the prevention campaigns. Many also reiterated that the number of 40,000 foreign or forced prostitutes had been unrealistic and unfounded. Regarding the fans, many experts noted that the World Cup had not been a predominantly male event. There had been many mixed groups, couples and families. In general, interest in football and partying seemed to have prevailed. Further, it was pointed out that there were many low-budget tourists among the fans, who had just enough money for tickets and transport. The hot weather was also mentioned by two experts as a factor that decreased the demand for sexual services in general.

As possible reasons specific to the traffickers, several experts mentioned that the process of trafficking requires considerable logistics and investment, which may just not be profitable during a four-week period. Further, in some cities prostitution is highly regulated and allowed only in some quarters – therefore capacities are limited and were already occupied by legal prostitution (brothels, clubs, apartments and street prostitution areas). Some experts also found that the campaigns might have had a direct positive impact on the level of THB. However, practically none found that the international attention and pressure had contributed to a drop in the demand (big sex clubs even gained from the extra and free publicity) or had put traffickers off. Some considered the “public viewings” and fan parties organized by the respective cities as a positive factor. These parties were a big success; millions of fans celebrated there, and simply stayed on also after the matches.

*Assessment of activities in Germany in general – Has enough been done, were the priorities set right?*

The police experts found that police response had been adequate; regarding the NGO campaigns some thought they could have been better coordinated – both among NGOs and with the police. Responses received from NGOs were mixed: some found the large campaigns with their different focus (i.e., victims, clients, the general public) complemented each other; many, however, felt that a single, national hotline would have been better than several run by different providers. Some NGOs felt the focus had shifted too much towards awareness raising and “big campaigns”, while they had difficulties funding their practical work: street work, counselling and assistance to victims. For example, one NGO pointed out that they were reaching their maximum capacity on a regular basis, with the consequence that they were not able to assist all cases of THB in their region and had to refer some to non-specialized counselling centres and shelters. Another NGO reported a case of two African victims of THB, who spoke a rare African language and where the only locally available interpreter had requested a fee somewhat above the usual rate. The NGO had not been able to receive the needed 400 Euro additional funding from the relevant authorities for the interpreter to accompany the women to first medical examinations and appointments with the social authorities.

Only few NGOs were entirely satisfied with the support the NGOs in Germany had received from politicians, authorities and sports representatives, most had hoped for more.

#### *Role of the media*

All experts (NGOs and police) had experienced an increased interest from the media and tried their best to respond. Many were disappointed by journalists who were just after “sex-n’-crime” stories and further support of the 40,000 figure, without much interest in other accounts. Some NGOs felt they had first been ignored by the media with their assessment of a moderate increase in trafficking or even none at all; after the World Cup, some press articles blamed the NGOs generally for circulating an inaccurate and unfounded figure. Many NGO experts were dissatisfied with the way the media mixed the issues of (legal) prostitution and THB.

However, all acknowledged the enormous increase in public awareness of the issue of trafficking in human beings, even if some pointed out that this was very strongly linked to the World Cup and therefore might not be sustainable.

#### *International attention and debate*

The enormous international attention raised by THB in connection with the World Cup in Germany was noted by most experts (NGO and police). However, all but one

were aware of it only long after they had planned their own activities. Hence, none of the experts thought the international pressure had had an effect on their planned activities, besides the information and interview requests resulting from this attention. Some experts even felt that the international pressure had had a negative impact, stating that it led to some short-term action without sustainability.

Several experts commented that the international debate had projected a distorted view of the problem of trafficking in Germany. German NGOs and authorities had put the problem of THB onto the agenda of the World Cup preparations. However, the way in which the issue had been picked up internationally gave the impression that THB is a more serious problem in Germany than in other countries, especially when linked to the fact that prostitution in Germany was legal. Thus, in the experts' view, Germany had become the focus of much criticism because of the German counter-trafficking efforts. They emphasized that THB was a global and ongoing problem and that the degree of public discussion and counter-trafficking activities was not a valid indicator for the actual extent of THB in any one country.

One NGO noted that the international debate generated by the World Cup in Germany had fuelled and positively influenced discussions in some countries envisaging to legalize prostitution.

#### *Impact of World Cup, surrounding activities and public awareness for future work*

Many experts stated that there would be no change in their work; they emphasized that counter-trafficking had been the focus of their work prior to the World Cup and would continue to be so in the future. Some hoped that the level of awareness reached through the World Cup and the increased public interest in the issue would benefit their cause. However, some NGOs also feared that their work might be more difficult in the future, mainly for three reasons: prostitution and trafficking had been mingled; the issue of trafficking was being directly linked to the World Cup and as such it may disappear from public awareness after the event, and as the hype around the 40,000 figure proved to be unfounded, it might make it harder for the cause of counter-trafficking NGOs to be taken seriously in the future.

#### *Recommendations*

Almost all experts (NGOs and police) emphasized that an early and sound situation assessment was extremely important. This should be based on the assessments of local and regional experts from police and NGOs. Most thought that an early and coordinated media approach would be needed to avoid a situation as it arose with the notorious estimate of 40,000 foreign or forced prostitutes. Further, most experts also called for the better coordination of campaigns and activities among NGOs, or even a uniform and collective campaign for future events. The same was stated regarding

the several hotlines. One NGO suggested that campaigns of a scale similar to those undertaken during the World Cup should be outsourced to professional agencies (with close involvement of the NGOs) as the NGOs themselves would not have the experiences and capacities to implement such campaigns professionally. All NGOs stressed the need to strengthen NGOs in general and to increase their capacities to provide direct assistance to victims of trafficking, especially before and during major events.

As the research regarding previous major events proved to be limited, one police expert recommended the use of a database at Europol to collect the summary reports of police offices after major events, not only as concerned trafficking, but also other criminal activities.

#### **4.2.2 Countries of origin**

In addition to the analysis of the situation in Germany, the research team further sought to obtain information regarding trends in countries of origin and of transit concerning the trafficking of women to Germany for the 2006 World Cup. As previously stated, Germany is primarily a destination country for trafficking from central and eastern Europe, as well as from Asia, Africa and, to a lesser extent, from North and South America (TIP, 2006: 124). For the purpose of the research, attempts were made to gather information in cooperation with IOM missions in Ukraine, Belarus, Romania, Moldova, the Czech Republic and Albania.

At the time of writing, the caseload data from Ukraine, Belarus, Moldova and Romania revealed no increase in trends or actual numbers of victims of trafficking assisted. In fact, indications from several countries point to a drop in trafficking activities to Germany during 2006 compared to 2005. Further, out of several hundred cases registered in 2006, information to date reveals that no criminal cases were initiated in the Ukraine and Belarus as being directly linked to the World Cup. Regarding the Czech Republic, it was similarly stated that the Crime Prevention Department in the Ministry of Interior had not received any indication that the World Cup in Germany had influenced or changed trafficking trends in human beings on Czech territory

A pending report by IOM Albania,<sup>43</sup> which seeks to assess the information concerning regular and irregular migration in Albania, makes a small reference to the 2006 World Cup in Germany. Within the broader survey of 698 participants, the research team interviewed a sub-sample of 84 persons to assess the perception that the 2006 World Cup might have served as an event to be used by international trafficking groups for the purpose of sexual exploitation. While any findings should be treated with caution given the statistically small sample size and hence the lack of representative standing, it was concluded that 29 per cent of the sub-sample had received offers of

employment or travel abroad for the occasion of the 2006 World Cup. It was felt that [t]his finding can be taken as an indication that the world football event can serve as an opportunity for the traffickers to be active (pending publication: 43). In addition, it was relayed that of the 29 per cent of the sample who had received offers for the purpose of the World Cup, 17 per cent had been promised “settlement” in Germany; and that a third of these accepted the offer with pleasure, a quarter were undecided and nearly 18 per cent viewed the offer as suspicious, 13 per cent ignored it and some 10 per cent viewed the offer as dangerous. Caseload data from Albania revealed no significant trends or actual numbers of victims of trafficking assisted.

## 5. CONCLUSIONS AND RECOMMENDATIONS

The FIFA 2006 World Cup in Germany was unique for its strong association with the issue of trafficking in human beings nationally and internationally. This link was also made in the agendas of high-level meetings of political representatives as well as on the websites of sports clubs. Despite the strong international pressure in the immediate run-up to the World Cup, the research findings revealed that the German authorities had been developing concepts and plans of action regarding an increased risk of human trafficking during the World Cup event well before the media coverage started in autumn 2005.

The full scale of trafficking remains relatively unknown and only partly reflected in official statistics; trafficking is not only a highly organized and transnational underground criminal activity, but victims are also often unwilling, too scared or unable to report their situation to the authorities. However, all available data, information and expert statements indicate that no increase in THB before and during the World Cup occurred.<sup>44</sup>

Prevention campaigns and increased police focus may have contributed to this development. Certainly, the characteristics of the fan community and the overall setting of the 2006 World Cup itself played an important role, too: mixed fan groups, many couples and families celebrating together at the “Fan Parties” in the host cities. While further research is needed, it can be argued that the characteristics of the fan base at the 2006 World Cup had an impact on the demand for sexual services. Moreover, trafficking in human beings is a process that requires considerable logistics and investment on the part of the traffickers – possibly a short and one-time event like the World Cup in Germany was not perceived as profitable enough in this respect.

Apart from their possible impact on the level of trafficking, there is little doubt that the campaigns have been a success in terms of raising awareness and advocacy among the general public and potential clients of prostitutes, as well as among policymakers.

However, much of public attention was due to the hype triggered by the unfounded estimate of 40,000 foreign/forced prostitutes allegedly expected to be brought to Germany for the World Cup. Even if many German NGOs had not supported this estimate, this may hinder their future efforts to gain long-term attention and support for the important work they are doing. It should be noted that though most campaigns were launched for the World Cup, they were not limited to this event, and many activities are being continued.

One large, comprehensive and professionally organized campaign covering different target groups, and with an overall consistent message, may have been even more effective than the combination of several separate campaigns. However, the German federal system and the different approaches and backgrounds of NGOs active in this field constitute considerable barriers to such a desirable combination of funds<sup>45</sup> and efforts in Germany.

Major sporting events may present a good opportunity for future public awareness-raising and advocacy campaigns. However, an early and reliable situation assessment with regard to THB in cooperation with local experts from the police, international organizations and NGOs is extremely important. A coordinated media approach, possibly accompanied by media training, may ensure that the issue of THB receives the necessary public attention, while at the same time ensuring that journalists are made familiar with the correct definition of THB and the disseminating of facts rather than hype. Organizations should further avoid using valuable resources for counter-trafficking measures solely within the context of major events. All campaigns and projects should thus be launched with a view to their sustainability. Finally, practical assistance to victims of trafficking, effective transnational investigation and prosecution, as well as dealing with the causes of THB in countries of origin should not be neglected. Information campaigns are important, but can never in themselves constitute the sole and effective solution to modern slavery.

Moreover, it should be borne in mind that THB for sexual exploitation is only one form of trafficking in human beings covered by the UN definition.<sup>46</sup> During the World Cup the sole focus was on trafficking for sexual exploitation, which contributed to a narrow perception of the issue by many commentators and observers. It is feasible to widen the scope of CT activities linked to major events to include forced labour, criminal activities and begging, and advocate more strongly for adequate reporting by the media as to the true nature and scope of trafficking.

Further research is also needed to analyse the characteristics of fans attending major events and whether the profile of the spectator community has any impact on the demand for sexual services and any possible impact upon THB during major events.



## 6. ANNEX

### Police Offices and NGOs Interviewed for the Study

#### Police Offices

- Criminal Police Office Berlin (Landeskriminalamt Berlin)
- Criminal Police Office Hamburg (LKA Hamburg)
- Criminal Police Office North Rhine-Westphalia, Dusseldorf (LKA Nordrhein-Westfalen, Düsseldorf)
- Criminal Police Office Lower Saxony, Hannover (LKA Niedersachsen, Hannover)
- Munich Police Headquarters (Polizeipräsidium der Stadt München)
- Police Headquarters West Palatinate, Kaiserslautern (Polizeipräsidium Westpfalz, Kaiserslautern)

#### NGOs

- Dortmunder Mitternachtsmission e.V., Dortmund
- FiM e.V., Frankfurt
- Frauenberatungsstelle Düsseldorf, Düsseldorf
- Hydra e.V., Berlin
- JADWIGA, Fachberatungsstelle für Opfer von Frauenhandel, Munich
- KOBRA – Koordinierungs- und Beratungsstelle für Opfer von Frauenhandel, Hannover
- KOBRAnet, Leipzig
- KOOFRA – Koordinierungsstelle gegen Frauenhandel e.V., Hamburg
- Ona e.V., Berlin
- Service e.V. – Sex Workers Rights International, Nuremberg
- SOLWODI e.V., Boppard

## Map: Interview Partners and World Cup Cities



## **Details on Selected World Cup Counter-trafficking Campaigns in Germany**

### **FiM e.V.**

The NGO FiM (Frauenrecht ist Menschenrecht) based in Frankfurt, offers general counselling for migrant women and their families, and also special counselling and assistance to victims of THB.

On the occasion of the FIFA World Cup, FiM launched a campaign targeting men, especially clients of prostitutes. Under the patronage of Heide Simonis, president of the German UNICEF Committee, the campaign aimed to raise awareness of the problem of forced prostitution and to promote the responsible conduct of clients of prostitutes, i.e., the explicit demand for voluntary sexual services and the rejection of forced prostitution. Moreover, men were encouraged to contact the local police or specialized counselling centres in case of suspected cases of trafficking in human beings. The campaign is not directed against prostitution and does not pass moral judgement on clients in general.

The city of Frankfurt funded the campaign development. The production of the information material was supported by private companies, mainly by a well-known advertising agency. Further funding was secured from public sources, church institutions, donations from companies and individuals.

A network of 40 official cooperation partners – associations, organizations and counselling centres – supported the campaign. In the end, some 140 organizations were involved in local activities in 35 German cities, and disseminated 450 posters, three mega posters, 100,000 leaflets, 100,000 postcards, 20,000 infocards, 20,000 door hangers, 25,000 single condom packages and 10,000 beer mats. Further, the campaign included the involvement of the media, advertisements and articles in the print media, information on the Intranet of the police and on the websites of police offices. On the campaign website ([www.stoppt-zwangsprostitution.de](http://www.stoppt-zwangsprostitution.de)), FiM provided information on THB in German and English, including a list of indicators of forced prostitution and of specialized counselling centres in Germany. The campaign was complemented by a hotline which operated 24 hours/7 days during an eight-week period. Information and counselling was provided by nine male volunteers.

According to FiM, the campaign was a big success and reached clients of prostitutes in an objective and responsible manner. The assumption was confirmed that men can recognize cases of forced prostitution and are willing to act responsibly. The

campaign was met with huge interest by the national and international media. About 500 persons, mostly men, contacted FiM during the campaign, all with a serious interest in further information on THB.

The campaign website was accessed 52,000 times by the end of September, mainly via links from cooperating sex websites. This is an indication that the target group has been reached and that it has accepted the campaign. Until the end of October 2006, FiM received in 29 cases serious information from men, referring to a total of 41 suspected cases of forced prostitution. A detailed analysis and evaluation of the campaign is currently being carried out by the University of Applied Sciences in Wiesbaden.

Contact:

FIM – Frauenrecht ist Menschenrecht e.V.

Varrentrappstr. 55, 60486 Frankfurt am Main

Tel: +49-69- 9709797-0, Fax: +49-69-9709797-18

E-Mail: [fiminfo@web.de](mailto:fiminfo@web.de)

Homepage: [www.fim-frauenrecht.de](http://www.fim-frauenrecht.de), [www.stoppt-zwangsprostitution.de](http://www.stoppt-zwangsprostitution.de)



## Solwodi

The NGO Solwodi operates ten specialized counselling centres for victims of trafficking and female migrants in need in several German regions.

Before and during the World Cup, Solwodi implemented information campaigns both in Germany and in known countries of origin of victims of THB. Further, a hotline for victims of trafficking was launched.

The campaign in Germany aimed to raise public awareness of THB and forced prostitution, and included an appeal for activities and funds to support the hotline. Solwodi disseminated 100,000 information leaflets, 40,000 stickers and 10,000 posters which were distributed at information stands and events and exposed in public buildings, such as town halls, railway stations and airports. Further, Solwodi produced a PSA to be shown in stadiums and at stations.

The campaign was complemented by presentations, press releases and numerous interviews for the print media, radio and television. The dissemination network included catholic and non-catholic women's organizations, 200 religious orders, bishops, parishes, motorway restaurants, churches, hotels and restaurants, equal opportunity commissioners, German *Länder* ministries of the interior, *Länder* Criminal Police Offices, general police offices, politicians, municipalities, counter-trafficking NGOs and 200 individual supporters.

The prevention campaign in countries of origin of victims of THB aimed to raise awareness of the danger of THB to Germany and to warn potential victims of unscrupulous traffickers who might use the World Cup as an opportunity to lure girls and young women to Germany under the pretence of attractive job offers. Further, cooperation with local NGOs in the field of prevention of THB was to be strengthened. This campaign was implemented in cooperation with the NGO Renovabis<sup>47</sup> between February and July 2006. Some 300 organizations, including religious orders in 20 countries were contacted.

30,000 posters and 6,000 leaflets in eight languages were disseminated at the request of local organizations in Poland, Ukraine, Bulgaria, Estonia, Romania, Moldova, Russia and Brazil.

The hotline for victims of THB was operated from 1 May to 31 July 2006.

Twenty counsellors covered the free hotline (08 000 111 777) around the clock for seven days a week. The counsellors had received special training and offered counselling in several languages (Polish, Ukrainian, Czech, Slovak, Estonian, Bulgarian, English, Spanish and German). Victims of THB were referred to local counselling centres, women shelters and/or the police for further counselling and assistance.

The hotline received a total of 2,200 calls. A detailed analysis and evaluation of the hotline has been completed, but a decision on publishing the results was still pending in January 2007.

Contact:

SOLWODI Deutschland e.V.

Propsteistraße 2

D-56154 Boppard – Hirzenach

Tel.: +49-6741-2232

Fax: +49-6741-2310

E-Mail: [info@solwodi.de](mailto:info@solwodi.de)

Homepage: [www.solwodi.de](http://www.solwodi.de)

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**für Frauen in Not.**  
Help for women in distress.  
Abi hädasolevatele naistele.  
Pomoc dla kobiet w potrzebie.  
Ayuda para mujeres en desamparo.  
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☎ **08-000-111-777**  
(01.05. - 31.07.2006) **freecall**

**WWW.SOLWODI.DE**  
Aktion: Rote Karte bei Zwangsprostitution  
SOLWODI Deutschland e.V. - (0 67 41) 22 32

# FUSSBALLWELTMEISTERSCHAFT IN DEUTSCHLAND 2006



VORSICHT  
MENSCHENHANDEL

## NEIN ZUR ZWANGSPROSTITUTION



KOPFLOSE FREIER



HILFE FÜR FRAUEN  
IN NOT



DAS KÖNNEN SIE TUN



SPENDENAUFRUF

→ KOSTENLOSER NOTRUF (MAI BIS JULI 2006):

**08 000 111 777**



### → HILFE FÜR FRAUEN IN NOT

**SOLWODI** Solidarität mit Frauen in Not hilft Millionen, die in Deutschland aufgrund von Menschenhandel, Heiratshandel und Sexuallinien in Not geraten. Zur Fußball Weltmeisterschaft 2006 in Deutschland wird damit gevohrt, das junge Frauen und Mädchen mit falschen Jobangeboten nach Deutschland gelockt und schließlich zur Prostitution gezwungen werden. Info: [www.solwodi.de](http://www.solwodi.de)



**SOLWODI**

solidarity with  
women in  
distress

# FUSSBALLWELTMEISTERSCHAFT IN DEUTSCHLAND 2006

Illustration: SOLWODI, Übersetzung: Projektschwerpunkt 3, 30.11.10, Kopierrecht / Gestaltung: Anne Pösch



## LUKRATIVE JOBANGEBOTE – VORSICHT MENSCHENHANDEL

### VERSPRECHUNGEN



### REALITÄTEN



→ KOSTENLOSER NOTRUF (MAI BIS JULI 2006):

**08 000 111 777**



### → HILFE FÜR FRAUEN IN NOT

**SOLWODI** Solidarität mit Frauen in Not hilft Migrantinnen, die in Deutschland aufgrund von Menschenhandel, Heiratshandel und Sextourismus in Not geraten. Zur Fußball Weltmeisterschaft 2006 in Deutschland wird damit gerechnet, dass junge Frauen und Mädchen mit lukrativen Jobangeboten nach Deutschland gelockt und schließlich zur Prostitution gezwungen werden. Infos: [www.solwodi.de](http://www.solwodi.de)



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women in  
distress



## **Deutscher Frauenrat – National Council of German Women’s Organizations**

The campaign “Final Whistle – Stop Forced Prostitution”, initiated by the National Council of German Women’s Organizations (NCGWO), used the FIFA 2006 World Cup in Germany as a platform to increase public awareness of trafficking in human beings. The campaign targeted forced prostitution; it was explicitly not opposed to legal prostitution.

The campaign’s goal was to raise broad social awareness that the trafficking of women for forced prostitution occurred daily in Germany and throughout Europe. This violation of human rights was to be discussed after the World Cup by a much wider public and on a much higher level than before. For this purpose, the campaigners were collecting the signatures of visitors to the World Cup to support a range of concrete measures to combat forced prostitution and to improve the protection of those affected. These demands were targeted primarily at the Federal Government and the local governments of the German *Länder*.

The campaign was initiated in November 2005 by the National Council of German Women’s Organizations (NCGWO) and launched officially on 7 March 2006, on the eve of the international women’s day under the patronage of Klaus Wowereit, Governing Mayor of Berlin, and Dr Theo Zwanziger, Executive President of the German Football Federation.

Many different German organizations, associations and NGOs have been committed to combating human trafficking for a long time. In order to contribute to a better networking of local activities, the NCGWO invited them to join forces for the campaign. Thus a nationwide network was built, with the following members:

Amnesty International, Germany (ai); Ecumenical Forum of Christian Women in Europe, German Section; German-wide committee of municipal offices for gender equality; German Confederation of Trade Unions (DGB); German Federation of Sex Service Providers (BSD); Federal Association of Women’s Counselling Programmes and Rape Crisis Centres; Women Against Violence; Federation of the German Investigative Police (bdk); Men against Violence by Men; Men’s Work of the Protestant Church in Germany; Medica mondiale; National Association Against Trafficking in Women and Violence Against Migrant Women (KOK); National Council of German Women’s Organizations.

The campaign lasted until October 2006, with a peak period during the World Cup between 9 June and 9 July 2006. About 80,000 signatures were collected. A further

100,000 signatures were collected by Catholic women's organizations, which shared the campaign's concern, but did not support the following statement from the introduction to the policy recommendations:

*Existing rights for prostitutes need to be expanded in order to improve working conditions, to ensure that services are voluntary and independent, and to combat social stigma. We have to make sure that the human rights of prostitutes are upheld and that prostitutes themselves are treated with respect by society at large and by their clients in particular.*

The Catholic women's organizations prepared their own flyers excluding this statement but including all policy recommendations. The total of 180,000 signatures was handed over officially to Dr Susanne Kastner, Vice President of the German Parliament, in January 2007.

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English/German documentation of the campaign:

[http://www.frauenrat.de/files/abpfiff\\_dokumentation.pdf](http://www.frauenrat.de/files/abpfiff_dokumentation.pdf)



# ab/pfiff

**Schluss mit  
Zwangsprostitution**

Under the patronage of

**Klaus Wowereit**, *Governing Mayor of Berlin*  
**Dr. Theo Zwanziger**, *Executive President of the German Football Federation (DFB)*

## **URGENT RECOMMENDATIONS OF THE CAMPAIGN “FINAL WHISTLE – STOP FORCED PROSTITUTION”**

The motto of the 2006 Football World Cup is “A time to make friends”. We in the host country Germany are hoping to enjoy exciting and fair competition, and looking forward to welcoming old and new friends from abroad.

At the World Cup, as with similar large-scale events, there will be an increased demand for sex services. Women’s and human rights organisations fear that there will be an increase in human trafficking as well, for the purpose of sexual exploitation (forced prostitution). Human trafficking and forced prostitution are major violations of human rights. Those affected, especially women, suffer physical and psychological violence.

The campaign “Final Whistle – Stop Forced Prostitution” is using the World Cup as a stage to increase public awareness of this problem. This campaign is not opposed to legal prostitution. In fact, existing rights for prostitutes need to be expanded in order to improve working conditions, to ensure that services are voluntary and independent, and to combat social stigma. We have to make sure that the human rights of prostitutes are upheld, and that prostitutes themselves are treated with respect by society at large and by their clients in particular.

Respectful treatment of prostitutes, however, must be combined with resolute measures taken against forced prostitution.

## **WE THEREFORE URGENTLY RECOMMEND THAT THE GERMAN FEDERAL AND STATE ADMINISTRATIONS DO THE FOLLOWING:**

### **I. FOR THE COUNTRIES OF ORIGIN**

- Provide economic assistance that specifically promotes economic independence for women.
- Provide sustained support to local human rights groups and civil society in order to ensure that the following measures are implemented.
- Promote local counselling and aid projects, and ensure stable coordination among these groups.
- Help establish counselling centres and shelters for women and girls affected by sexual violence and human trafficking, especially in wartorn and crisis regions.
- Establish and/or support awareness and response strategies among national and international police and criminal investigation units in these countries.
- Ensure widespread availability of reliable information about safe and legal immigration options, as well as about methods used by human traffickers.

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*V.i.S.d.P.: Henny Engels, Deutscher Frauenrat,  
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## II. FOR THE VICTIMS OF HUMAN TRAFFICKING AND FORCED PROSTITUTION IN THE FEDERAL REPUBLIC OF GERMANY



- Provide residence permits for a minimum of three months. Victims need this period to decide whether they are willing to serve as witnesses in legal proceedings. This period is also needed for stabilization and physical/psychological recovery.

This residence status must contain the following elements:

- It must exclude premature deportation, while ensuring sensitive treatment of potential victims, providing comprehensive information about their rights in Germany, and arranging for support from specialised counselling centres.
- It must ensure subsistence and suitable accommodation as well as access to job training and the labour market.
- It must provide medical treatment and comprehensive therapy options.
- It must include the right to free legal counsel.
- For those who testify in legal proceedings, residency should be assured regardless of the outcome of these proceedings.
- The relevant government agencies must thoroughly investigate each individual case before deciding on the type of residence permit. Their recommendations must take into account all possible threats and dangers to the affected persons.
- Establish binding cooperative agreements between counselling centres and police authorities in all German states.
- Provide sustained financial support for these counselling centres as well as the relevant coordinating bodies, such as the Germany-wide Koordinierungskreis gegen Frauenhandel und Gewalt an Frauen im Migrationsprozess e.V. (KOK).

## III. FOR THE GERMAN AUTHORITIES

- Ensure that the problem of human trafficking/forced prostitution is a mandatory part of general education and further training programs. The objective is to make police officers and the staff of social services departments, immigration offices, and youth agencies aware of the problem in their treatment of those affected.
- Establish a sufficient number of special police units staffed by qualified personnel.
- Strengthen national and international cooperation in combating human trafficking.
- Establish and/or expand specialised public prosecutors' offices.
- Enhance awareness on the part of judges by providing targeted information and further educational programs.

The following organisations support these recommendations:

amnesty international Germany – Germany-wide committee of municipal offices for gender equality and women's issues – Union of the German Investigative Police (bdk) – German Union of Sex Workers (BSD) – National Association against Trafficking in Women and Violence against Migrant Women (KOK) – National Council of German Women's Organizations – German Association of Trade Unions (DGB) – Federal Association of Women's Counselling Programmes and Rape Crisis Centres, Women Against Violence – Men against Violence by Men – Men's Work of the Protestant Church in Germany – Medica mondiale – Ecumenical Forum of European Christian Women, German Section (OFCE)



## KOBRA

Based in Hanover, KOBRA is the Central Coordination and Advisory Centre for Victims of Trafficking in Women in Lower Saxony.

In cooperation with the Prevention Council, Lower Saxony, the Criminal Police Office, Lower Saxony and the City of Hanover, and the support of a small film production company, KOBRA produced a short Public Service Announcement. Its aim is to raise public awareness of THB not only for sexual exploitation, but in general, it gives a graphic illustration of the desperate situation of victims of trafficking. The PSA was produced for the World Cup, though it is not thematically linked. However, it was shown at public viewings in 17 cities and towns in Lower Saxony and 45 times per day at the fan fest in Hanover – with an audience of 20,000 World Cup fans.

The film will be continued to be used by KOBRA and the Criminal Police Office for training purposes. It can be viewed online at:

<http://www.kobra-beratungsstelle.de/filmspot.html>

KOBRA further implemented a regional signature collection campaign together with two regional women's associations with the aim to raise the awareness of the public and of politicians and authorities, and to gain support for their political demand to improve the assistance to victims of THB in Lower Saxony.

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Homepage: [www.kobra-beratungsstelle.de](http://www.kobra-beratungsstelle.de)



## NOTES

1. Hereinafter referred to as the 2006 TIP report.
2. It must, however, be borne in mind that, given the clandestine nature of trafficking, accurate figures are difficult to obtain and that estimates have to be viewed with caution.
3. German Federal Criminal Police Office (BKA): Lagebericht Menschenhandel 2005: 5.
4. Hereinafter THB.
5. EU (2006) Council Conclusions on Trafficking in Human Beings, Luxembourg, 27, 28 April 2006.
6. EU (2006) Debate on forced prostitution during the football World Cup (O-0054/2006), <http://www.europarl.europa.eu/omk/sipade3?L=EN&OBJID=120219>.
7. For example: Google; Google Scholar; electronic journal databases and citation indexes.
8. France, Greece and Portugal were specifically selected as target information points due to the fact that each country has been host to a major sporting event in the past; respectively, the FIFA World Cup in Paris in 1998; the UEFA Championship in Lisbon in 2004, and the Olympic Games in Athens in 2004.
9. Anderson, B., and J. O'Connell Davidson (2003), *Is Trafficking in Human Beings Demand Driven? A Multi-Country Study*, Geneva, IOM.
10. Terre Libere (2003), "Trafficking of women: the Balkan red road", <http://www.terrelibere.org/terrediconfine/index.php?x=completa&riga=0474>, Date visited 27/ 06/ 06.
11. Terre Libere (2003), "Trafficking of women: the Balkan red road", <http://www.terrelibere.org/terrediconfine/index.php?x=completa&riga=0474>, Date visited 27/ 06/ 06.
12. Greek Actions for the Suppression of Trafficking in Human Beings, Washington D.C., (2004).
13. Greek Ministry of Public Order (2004) Annual Report on Organised Crime in Greece for the year 2004, Athens.
14. The Counter-Trafficking Module (CTM) database is a standardized tool available to all IOM Missions worldwide. The database is used to assist in the case management of the victims of trafficking by IOM, but also to collect valuable data from the victims themselves. The data held in the IOM database thus only reflects IOM CT programmes actually being implemented. The IOM CTM database is in operation in Greece: IOM Athens assisted seven victims of trafficking in 2004. Individual case analysis revealed no reference to human trafficking for the purpose of exploitation during the Olympic Games.

15. Information provided to the research team in response to a request for information posted on the StopTraffic listserv.
16. ARSIS (2004) Emergency Response Against Child Trafficking: Bilateral Project (Albania/ Greece) Final Report, Greece, ARSIS.
17. Resolution on forced prostitution in the context of world sports events, P9\_TA-PROV(2006)0086.
18. Deutsche Gesellschaft für Technische Zusammenarbeit (2005), "Target group: Clients. Possibilities of addressing clients of prostitutes", Germany: GTZ.
19. For a detailed legal analysis see Marian Benbow: "Country report: Germany", in *Awareness Raising of Judicial Authorities Concerning Trafficking in Human Beings Handbook*, Vol. II, IOM, 2005.
20. *Ibid.*, pp. 141-142.
21. Bundesministerium für Familie, Senioren, Frauen und Jugend: Bericht der Bundesregierung zu den Auswirkungen des Gesetzes zur Regelung der Rechtsverhältnisse der Prostituierten (Prostitutionsgesetz - ProstG), 2007, available in German online at [www.bmfsfj.de](http://www.bmfsfj.de)
22. BKA: Lagebild Menschenhandel 2005, available in German online at [www.bka.de/lageberichte/mh.html](http://www.bka.de/lageberichte/mh.html)
23. M. Schuster, A. Sülzle, und A. Zimowska, Zu Gast bei Freunden, in: *iz3w*, June 2006, p. 293.
24. See Annex for further information and examples of campaign literature.
25. German/English documentation available for download at: [http://www.frauenrat.de/files/abpfiff\\_dokumentation.pdf](http://www.frauenrat.de/files/abpfiff_dokumentation.pdf)
26. [www.solwodi.de](http://www.solwodi.de)
27. [http://www.diakonie.de/de/html/hilfe/513\\_4226.html](http://www.diakonie.de/de/html/hilfe/513_4226.html)
28. [www.mtvstreaker.com](http://www.mtvstreaker.com)
29. Protocol of the Interministerial Working Group on trafficking in women, 28th meeting, Federal Ministry of Family Affairs, Senior Citizens, Women, and Youth, p. 7.
30. Press releases of several police offices, 11.5.2006., [www.presseportal.de](http://www.presseportal.de)
31. Der Stern online: Bordell Flaute: Hoffentlich ist die WM bald vorbei, 7.7.2006.
32. Expert interview with LKA NRW.
33. P6\_TA-PROV(2006)0086.
34. Media Information (13 April 2006), "FIFA has no power to take legal action against human trafficking and forced prostitution", <http://fifa.com/en/media/index/0,1369,116822,00.html>.
35. Deutsche Flugsicherung GmbH, Newsletter, Mai 2006: 1.
36. FIFA Newsletter #15, August 2006.

37. Federal Ministry of the Interior: Experience Report on Human Trafficking for the Purpose of Sexual Exploitation and Forced Prostitution in Connection with the 2006 Football World Cup in Germany. December 2006, p. 4.
38. See Annex for a list of the participating police offices and NGOs.
39. See map in Annex.
40. At the Expo 2000, more than 170 nations and international organizations presented their ideas for the future. More than 17 million guests from all continents visited the exhibition between June and October 2000. Both NGOs and the police had expected an increase in prostitution and a proportionate increase in THB, none of which apparently occurred.
41. [www.kok-potsdam.de](http://www.kok-potsdam.de)
42. One organization in a country of origin commented that some of the campaigning literature they received for the World Cup was deemed unusable. The texts of the leaflets and posters sent from Germany were said to be poorly translated and thus the material could not be distributed. It was further highlighted that some of the images used for the campaigns were inappropriate and even perceived as offensive in the country of origin. It was recommended that campaign material should be well produced, professionally translated and culturally sensitive.
43. IOM (pending publication), *Promoting Safe Migration and Preventing Human Trafficking in Albania*, Geneva: IOM.
44. It must be noted, that official statistics on THB in 2006 in Germany are not available, yet.
45. Funding for the campaigns and other NGO World Cup activities came from federal resources (Ministry for Family Affairs, Senior Citizens, Women and Youth), German states (länder), regional and local authorities, foundations, sponsors and direct donations to the NGOs.
46. United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the Convention Against Transnational Organized Crime.
47. Renovabis was founded in March 1993 by the German Bishops' Conference as Solidarity action by German Catholics with the peoples of Central and Eastern Europe.



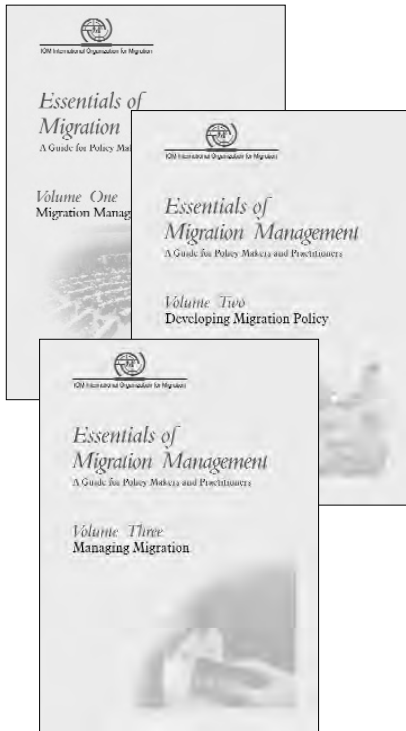
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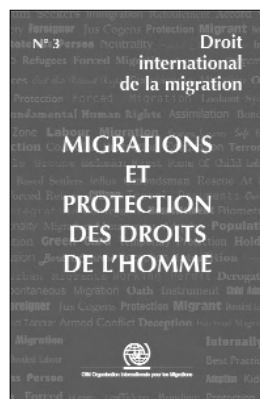
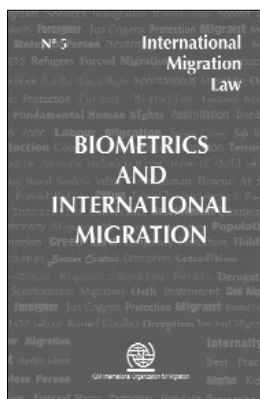
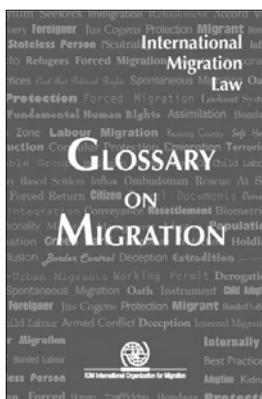
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The trafficking of women for the purpose of sexual exploitation received considerable attention prior to the 2006 World Cup in Germany. It was widely suggested that this sporting event would contribute to an increase in prostitution and a sharp increase in the number of women trafficked to Germany for sexual exploitation.

This report investigates whether there is any evidence to suggest an increase in the number of women trafficked to Germany for the purpose of sexual exploitation during the 2006 World Cup. It further examines the measures taken by the authorities and non-governmental organizations to counter trafficking in Germany during the event.

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