


One man in eight  
has bought sex



It is a crime to buy sex

For more information about the campaign to combat prostitution and trafficking in women, please send an e-mail to: [kvinnohandel@industry.ministry.se](mailto:kvinnohandel@industry.ministry.se)

REGERINGSKANSLIET

## SWEDISH LAWS, POLICIES AND INTERVENTIONS ON PROSTITUTION AND TRAFFICKING IN HUMAN BEINGS: AN OVERVIEW

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## PROSTITUTION: LAWS AND POLICIES

### History

The initiative to criminalize the men who buy sexual services originally came from the Swedish women's movement, and was carried forward by the women's associations of the political parties. Feminists, including women with experience of prostitution, analyzed women's position in society and how men, through the exercise of power through violence against women ensured that the subordinate position of women was maintained, including by men using some women and children, mostly girls, for prostitution purposes.

### Principles

Swedish laws and policies on prostitution and human trafficking are particularly innovative. They rest firmly on human rights principles such as:

- Prostitution is a serious barrier to gender equality.
- Prostitution is a serious problem that is harmful to the prostituted woman or child, but also to society at large.
- Prostitution is male sexualized 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; the majority of victims are women and girls, although a number of young men and boys also fall victims.

- Women and others in prostitution are not to be criminalized or subjected to 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 must 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.
- Eliminating the demand as the root cause of prostitution and human trafficking for sexual purposes is a cornerstone of Swedish policies. If men did not consider that they had the right to buy and sexually exploit women and children, prostitution and trafficking in human beings for sexual purposes would not occur. Consequently, men must take criminal and ethical responsibility for their own and other men's oppressive sexual behaviour and change it.
- Prostitution and trafficking in human beings for sexual purposes are seen as issues that cannot, and should not be separated; both are harmful practices and intrinsically linked.
- All forms of legal or policy measures that legalize different prostitution activities, such as brothels, or that decriminalize the perpetrators of the prostitution industry, including pimps, traffickers, brothel owners, and buyers, are threats to gender equality and the rights of women and girls to live lives free of male violence.
- The legalization of prostitution will inevitably normalize an extreme form of sexual discrimination and violence and strengthen male domination of all female human beings.

See also: Government Bill, *Kvinnofrid* (prop. 1997/98:55 - the Violence Against Women Act).  
 Online at: <http://www.regeringen.se/contentassets/1733625e719c43b28f073fa9cdec90f2/kvinnofrid-prop.-19979855> [Swedish]

See: Government *National Action Plan for Gender Equality 2002-2006 (Jämt och ständigt, Skr. 2002/03:140)*.  
 Online at: <http://www.regeringen.se/sb/d/108/a/2069> [Swedish]

## **Legislation that prohibits the purchase of a sexual service/a sexual act of a child under 18 years of age**

### **Prohibition of the purchase of a sexual service**

On January 1, 1999, as the first country in the world, Sweden passed legislation that prohibits the purchase of a sexual service:

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.

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

*Penal Code, Chapter 6: Sexual Crimes, section 11*

The offence comprises all forms of sexual services, whether they are purchased on the street, in brothels, in a hotel, in someone's home, or in other similar circumstances. Attempts to purchase a sexual service are also punishable.

On July 1, 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 Government underlined in its Bill that the aim of the legislation is to protect both individual and societal interests, and hence, that prostitution is a crime both towards the affected individuals, public order, and society at-large.

The prohibition applies to Swedish peacekeepers stationed abroad, 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.

See: Government Bill - *Skärpt straff för köp av sexuell tjänst*, Prop. 2010/11:77 (20 January 2011).  
Online at: <http://www.regeringen.se/contentassets/1c2c8a3ef79a4c7abd77ebc2fa9bc317/skarpt-straff-for-kop-av-sexuell-tjanst> [Swedish]

See: Ekberg, Gunilla S., “The Swedish Law that Prohibits the Purchase of Sexual Services: Best Practices for Prevention of Prostitution and Trafficking in Human Beings” 10 (2004) *Violence Against Women* 1187 (Sage Publications).  
Online at: <http://vaw.sagepub.com/cgi/reprint/10/10/1187> [English]

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

On January 30, 2015, the Minister of Justice formally commissioned the *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 (see below), to consider whether individuals, who purchase sexual services outside Sweden, could and should be prosecuted in Swedish courts. An interim report, with a strong dissenting opinion against the inquiry conclusions written by the inquiry experts (prosecutors, police, researchers, and public authorities), was presented on 16 June 2016.

See: *Regeringsförklaringen* (3 oktober 2014).  
Online at: <http://www.regeringen.se/contentassets/436960c05f524109b8a020b879efd76b/regerings-forklaringen-3-oktober-2014> [Swedish]

See: *Pressrelease: Lagföring i Sverige av sexköp utomlands ska utredas* (30 January 2015).  
Online at: <https://www.regeringen.se/sb/d/19725/a/253662> [Swedish]

See: *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> [Swedish]

See: *Ett starkt straffrättsligt skydd mot köp av sexuell tjänst och utnyttjande av barn genom köp av sexuell handling, m.m.* (SOU 2016:42)  
Online at: [http://www.sou.gov.se/wp-content/uploads/2016/06/SOU-2016\\_42\\_webb.pdf](http://www.sou.gov.se/wp-content/uploads/2016/06/SOU-2016_42_webb.pdf) [Swedish]

## 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.

*Penal Code, Chapter 6: Sexual Crimes, section 9*

As part of the amendment to the sexual offences legislation on July 1, 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 this conduct is not prohibited.

See: Government Bill, *En skärpt sexualbrottslagstiftning*, Prop. 2012/13:111.

Online at: <http://www.regeringen.se/sb/d/108/a/211292> [Swedish]

## Development of similar legislation in other countries

The positive direct, indirect and normative effects of this legislation have inspired other countries in the European Union and beyond to develop similar laws e.g. Northern Ireland and Canada [2014], Norway and Iceland (2009), South Africa (2007), and South Korea (2003). Consultations on whether to pass legislation that fully prohibits the purchase of a sexual act or sexual service are presently under way in e.g. France, the Republic of Ireland, Scotland, and Finland.

### Norway

Any person who

- a) procures sexual activity or a sexual act by providing or agreeing on payment,
- b) obtains sexual activity or a sexual act by such payment being agreed on or provided by another person, or
- c) in the manner described in (a) or (b) gets a person to perform acts on himself or herself that correspond to sexual activity shall be liable to fines or imprisonment not exceeding six months or both. If the sexual activity or sexual act is committed in a particularly offensive manner, without the act being punishable pursuant to other provisions, the punishment shall be imprisonment for a term not exceeding one year.

See: *General Civil Penal Code (Act of 21 December 2005 No. 131)*, Chapter 19: Sexual offences, section 202a : *Purchase of a sexual from an adult*; and section 203: *Purchase of a sexual act from a person under 18 years of age*.

Online at: [http://www.unodc.org/cld/document/nor/1902/the\\_general\\_civil\\_penal\\_code.html](http://www.unodc.org/cld/document/nor/1902/the_general_civil_penal_code.html) [English]

The Norwegian legislation was evaluated in 2014 by a government-appointed academic research institute. Fully in line with the results in the 2010 evaluation of the Swedish prohibition (see below), this offence was found to “have contributed to the reduction in the demand for ‘sex’ with prostituted individuals.”

The researchers also concluded that:

- The enforcement of the law, in combination with the laws against trafficking and pimping, makes Norway a less attractive country for prostitution based trafficking than what would have been the case if the law had not been adopted.
- The economic conditions for prostitution in Norway are reduced following the implementation of the law. These effects are in line with the intentions of the law and are thus not considered as unintended side effects.
- There is not any evidence of more violence against ‘prostitutes’ after the ban on buying sex entered into force.

See: Rasmussen, Ingeborg, et al., *Evaluering av forbudet mot kjøp af seksuelle tjenester: Rapport 2014/30* (Oslo, Norway: Vista Analyse, 2014).

Online at: [https://www.regjeringen.no/contentassets/0823f01fb3d646328f20465a2afa9477/evaluering\\_sexkjoeplsloven\\_2014.pdf](https://www.regjeringen.no/contentassets/0823f01fb3d646328f20465a2afa9477/evaluering_sexkjoeplsloven_2014.pdf) [Norwegian with Summary in English]

See: Press release with summary of findings: *Prostitusjonsomfanget i Norge redusert som følge av lovforbud* (11 August 2014).

Online: <http://www.vista-analyse.no/no/nyheter/prostitusjonsomfanget-i-norge-reduert/> [Norwegian]

### Iceland

Any person who pays, or promises payment or any other type of consideration, for prostitution shall be fined or imprisoned for up to 1 year.” [s.206]

Any person who pays, or promises payment or any other type of consideration, for prostitution on the part of a child under the age of 18 shall be fined or imprisoned for up to 2 years.” [s. 206]

See: *Penal Code (Act No. 19/1940)*, Chapter 22: Sexual offences, article 206: Prostitution offences.

Online at: [http://eng.innanrikisraduneyti.is/media/Log\\_og\\_reglugerdir/AH\\_sept.-2015.pdf](http://eng.innanrikisraduneyti.is/media/Log_og_reglugerdir/AH_sept.-2015.pdf) [English]

### Canada

See: *Bill C-36, An Act to amend the Criminal Code in response to the Supreme Court of Canada decision in Attorney General of Canada v. Bedford and to make consequential amendments to other Acts*, which passed into law on 6 December 2014.

Article 45.1(1) of the Bill mandates a review of the amendments to the *Criminal Code* by a parliamentary committee within five years after its coming into force.

Online at: <http://www.parl.gc.ca/HousePublications/Publication.aspx?Language=E&Mode=1&DocId=6767128&File=4> [English and French];

See also: *Criminal Code of Canada (R.S.C. 1985, c. C-46*, article 286.1: Obtaining sexual services for consideration; and, article 286.2: Obtaining sexual services for consideration from person under 18 years.

Online at: <http://laws-lois.justice.gc.ca/eng/acts/C-46/page-67.html#h-84> [English].

### **Northern Ireland**

See: *Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 c. 2*, which became law on 9 December 2014. Article 64A of the *Sexual Offences (Northern Ireland) Order 2008 (No. 1769)*: Paying for sexual services of a person.

Online at: <http://www.niassembly.gov.uk/assembly-business/legislation/current-non-executive-bill-proposals/human-trafficking-and-exploitation-further-provisions-and-support-for-victims-bill-/>; <http://www.legislation.gov.uk/nia/2015/2/contents/enacted>; and <http://www.legislation.gov.uk/nisi/2008/1769/contents> [English].

### **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 led by Chancellor of Justice, Anna Skarhed, to evaluate the implementation of the ban against the purchase of sexual services and its effects.

The starting point for the evaluation was that the purchase of a sexual service remains criminalized. The Special Inquiry consulted 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.

See: *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> [Swedish]

In July 2010 the Chancellor of Justice presented the Special Inquiry report to the Government. The Special Inquiry concluded that:

1. There is a clear connection between the existence of prostitution and trafficking in human beings for sexual purposes.
2. The number of individuals exploited in street prostitution has halved since 1999.
3. The neighbouring countries, Denmark and Norway have three times as many individuals in street prostitution.
4. The concern that prostitution should move to other arenas has not been fulfilled.
5. Prostitution through the Internet has increased in Sweden as it has in other countries. This is not due to the law but due to the development generally of online technology.
6. The number of individuals that are sold via Internet web pages/web ads are much larger in similar neighbouring countries such as Denmark and Norway.
7. There is no evidence of an increase of indoor prostitution.
8. Despite a significant increase in prostitution in the neighbouring countries during the past 10 years, there is no evidence of a similar increase in Sweden. It is reasonable to believe that this is due to the criminalization of the purchase of sexual services in Sweden.

9. The prohibition deters the establishment of organized crime networks/groups in Sweden. As concluded by the National Police, the legislation functions as a barrier against the establishment of traffickers and pimps in Sweden.
10. 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.
11. The prohibition also acts as a deterrent for men who buy of sexual services. Individuals with experience in prostitution, as well as the police and social workers conclude that buyers are more cautious, and that demand has decreased considerably since the prohibition came into force.
12. Only 7.8% of Swedish men have bought someone for prostitution purposes (2008) compared to 13.6% of Swedish men before the legislation came into force.
13. Despite misgivings that it would be more difficult to reach women in prostitution, that prostitution would "go underground", and that the conditions of prostituted individuals would worsen, there is no evidence that the prohibition has had negative effects for individuals exploited in prostitution.
14. The enforcement of the legislation generally works very well: police and prosecutors do not identify any administrative or investigative difficulties to enforce the law.
15. Successful enforcement of the legislation depends on available resources, and what priorities are made by the justice system.

The Special Inquiry also presented a list of recommendations to the Government:

1. Continue the work to prevent and combat prostitution and trafficking in human beings for sexual purposes.
2. Those who are exploited in prostitution should be given adequate support and assistance, those who risk being prostituted should be given support and assistance, and measures to deter buyers of sexual services should be developed further.
3. Creation of a national centre for the prevention and combat of prostitution and trafficking in human beings responsible for coordination, research and other matters.
4. The maximum sentence for the purchase of sexual services should be increased to one year in prison. This will allow the police to arrest the perpetrators, and allows other investigative methods to be used that will facilitate the pursuit of responsible networks.
5. Women in prostitution should be seen as plaintiffs in selected cases of the purchase of sexual services allowing them to receive compensation or initiate civil suits.
6. The possibility to charge Swedish citizens and residents that purchase sexual services outside the country should be investigated further.

See: *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> [Swedish]

See: *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](https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/the_ban_against_the_purchase_of_sexual_services_an_evaluation_1999-2008_1.pdf) [Summary in English]

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*. Online at: <http://www.thesolutionsjournal.com/node/895>

## Monitoring 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 (“EU”) 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.”

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> [English]

### 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 sixteenth annual report was released in November 2015.

See: Sixteenth annual report (for year 2014): *Människohandel for sexuella ooh andra ändamål: Lägesrapport 16* (Stockholm, Sweden: Polismyndighetens rapport 2015).

Online at: <https://polisen.se/Aktuellt/Rapporter-och-publikationer/Rapporter/Publicerat---Nationellt/Dokument/Manniskohandel-for-sexuella-och-andra-andamal2/> [Swedish].

Fifteenth annual report (for year 2013): *Människohandel for sexuella och andra ändamål: Lägesrapport 15* (Stockholm, Sweden: RPS Rapport 2014).

Online at: [http://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Manniskohandel/Lagesrapport\\_15\\_Manniskohandel.pdf](http://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Manniskohandel/Lagesrapport_15_Manniskohandel.pdf) [Swedish]

Fourteenth annual report (for year 2012): *Människohandel for sexuella och andra ändamål: Lägesrapport 14* (Stockholm, Sweden: RPS Rapport 2012).

Online at: [http://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Manniskohandel/Lagesrapport\\_14\\_Manniskohandel.pdf](http://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Manniskohandel/Lagesrapport_14_Manniskohandel.pdf) [Swedish]

### New mandate

As one of the core measures under the 2008 Government Action Plan Against Prostitution and Human Trafficking for Sexual Purposes (see also below), 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.

See: *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> [Swedish]

### *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.

See: 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/Tillsynsrapp\\_7\\_Manniskohandel\\_13.pdf](https://polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Ovriga%20rapporter-utredningar/Inspektioner-tillsyns%20rapporter/2013/Tillsynsrapp_7_Manniskohandel_13.pdf) [Swedish]

### *New police organization*

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 (Development Department) in Stockholm.

See: *The Swedish Police Authority* Online at: <https://polisen.se/en/Languages/The-Swedish-Police/The-Swedish-Police-Authority/> [English]

### *National Board of Health and Welfare*

In 1999, following the passing of the *Anti-Violence against Women Act (Kvinnofrid, Prop. 1997/98:55)*, 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 Swedish 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.

See: 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> [Swedish]

### ***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.

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 in order 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.

See: *Regleringsbrev för budgetåret 2013 avseende Socialstyrelsen* [Budget and policy appropriation directive for the budget year 2013 concerning the National Board of Health and Welfare] (Stockholm, Sweden: Government Offices, 2013). [Swedish]

Online at: <http://www.esv.se/Verktyg--stod/Statsliggaren/Regleringsbrev/?RBID=14674> [Swedish]

### ***Mapping of scale and extent of prostitution in Sweden***

In 2015, and in collaboration with the Anti-Trafficking Unit at the Stockholm County Administration (see below), the NBHW presented its first report under its new mandate focusing on the scale and extent of prostitution in Sweden. This report, which was criticized by academics and civil society organizations for its flawed methodology, 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.

See: *Prostitutionen i Sverige 2014: En omfattningskartläggning* (Stockholm, Sweden: Länsstyrelsen i Stockholms lan Rapport 2015:10).

Online at: <http://www.lansstyrelsen.se/stockholm/SiteCollectionDocuments/Sv/publikationer/2015/prostitution-kartlaggning-2014.pdf> [Swedish]

### ***Improved mapping methodology***

In October 2015, and to ensure that information concerning the extent and development of prostitution in Sweden collected by the different monitoring mechanisms, civil society and other stakeholders is reliable and consistent, the Government mandated the NBHW to investigate and propose a (new) model for the collection of information and data about prostitution over time.

See: Ministry of Social Affairs, *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/globalassets/regeringen/dokument/socialdepartementet/jamstalldhet/uppdrag-att-utreda-och-foresla-en-modell-for-att-samla-kunskap-om-prostitutionen-over-tid.pdf> [Swedish]

In October 2015, the Government extended the NBHW reporting mandate indefinitely, including the requirement to report bi-annually. Next evaluation report is due to be released in March 2016.

See: *Regleringsbrev för budgetåret 2015 avseende Socialstyrelsen* [Budget and policy appropriation directive for the budget years 2015 concerning the National Board of Health and Welfare] (Stockholm, Sweden: Government Offices, 2015).

Online at: <http://www.esv.se/Verktyg--stod/Statsliggaren/Regleringsbrev/?RBID=16900> [Swedish]

## DATA COLLECTION - PROSTITUTION

### Enforcement of the ban on the purchase of a sexual service/sexual act (1999-May 2016)

Since the legislation came into force on January 1, 1999, 6695 men have been apprehended for attempting to purchase or for having purchased a sexual service (PSS). In addition, 1454 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 May 2016

	'99	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16/ 05	TOT
<b>PSS</b>	94	92	86	110	300	156	460	163	189	187	352	1277	765	551	544	601	523	245	<b>6695</b>
<b>PSA</b>	19	21	30	56	22	38	60	46	67	46	150	233	131	103	150	96	134	52	<b>1454</b>

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

### Convictions (individuals): 1 January 1999-31 December 2015

	'99	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	TOT
<b>PSS</b>	11	29	38	37	72	48	94	108	85	69	107	336	450	319	391	260	282	<b>2736</b>
<b>PSA</b>	—	—	—	—	—	—	—	1	6	69	6	9	7	33	76	3	8	<b>218</b>

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.

## Men who attempt to purchase or purchase sexual services

### Swedish studies

Men, who purchase sexual services, represent all ages, with the majority being between 25 and 55 years of age, all income classes and all ethnic backgrounds. They have been, or are married or cohabiting, and they often have children. Men who have or have had many sexual partners are the most common buyers.

See: National Institute for Population Health, *Sex in Sweden: On the Swedish Sexual Life* (NIPH, 2000). Online: <http://www.folkhalsomyndigheten.se/publicerat-material/publikationer/Sex-in-Sweden---on-the-Swedish-sexual-life/> [English]

Recent Swedish research shows that the majority of those men, who had purchased sexual services, had done so on one to three occasions, whereas 10% had purchased a sexual service on more than on ten occasions, often in connection with travelling for work (33%).

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

Online at: <http://liu.diva-portal.org/smash/record.jsf?pid=diva2:505995> [Swedish]

### *International studies*

International studies (e.g. in United Kingdom, Scotland, Lebanon, USA) about the prostitution behaviour of men, all conclude that the 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, or through publicly displayed posters.

See: 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).

Online at: <http://www.kafa.org.lb/studies-publications/43/2/exploring-the-demand-for-prostitution-what-male-bu> [English and Arabic]

See: 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).

Online at:

<http://www.womenssupportproject.co.uk/content/publications/183,182,216/ChallengingMensDemandforProstitutioninScotland2008.html> [English]

Certain recent studies also show that although many men, who purchase someone for prostitution purposes, are aware that the woman is 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.

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

Online at: <http://www.stoptraffick.ie/wp-content/uploads/2013/03/STOP-TRAFFICK-full-report.pdf> [English]

### Services for buyers of sexual services (BOSS/KAST)

The three municipal services for victims of prostitution and trafficking in human beings for sexual and other purposes (see below) also operate separate services for men, who buy or who have bought sexual services.

See:

Stockholm KAST

Online at: <http://www.stockholm.se/Fristaende-webbplatser/Fackforvaltningssajter/Socialtjanstforvaltningen/Prostitutions--och-Spiralenheten/Koper-du-sexuella-tjanster/> [Swedish]

Gothenburg KAST

Online at: <http://goteborg.se/wps/portal?uri=gbglnk:GBG.Enh.SexuellHalsa.Kast> [Swedish]

Malmö KAST

Online at: <http://www.malmo.se/prostitution> [Swedish]

### Direct effects of the ban against the purchase of a sexual service

According to research by the National Board of Health and Welfare, there is clear evidence of a considerable decrease in street prostitution since the legislation came into force.

See: *Kännedom om prostitution*, (Stockholm, Sverige: Socialstyrelsen, 2007).

Online at: <http://www.socialstyrelsen.se/publikationer2008/2008-126-65> [Swedish]

### Number of presumed victims

The National Rapporteur on Trafficking in Human Beings concluded in several of her annual reports that the legislation that prohibits the purchase of sexual services functions as an “effective barrier to the establishment of traffickers in Sweden” (see above). The National Rapporteur estimates that less than 400 women are trafficked into Sweden every year, mainly from new EU member states such as Bulgaria and Romania, and from Nigeria. This number has remained fairly constant during the past several years.

### Barrier to human trafficking

According to a joint Nordic research study, the situation concerning prostitution and trafficking is different in Sweden compared to that in the other Nordic countries due to the effective implementation of this legislation. There is still trans-national prostitution from several countries, particularly from Eastern and Southern Europe. 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”.

See: Holmström, Charlotta et al., *Prostitution i Norden: en forskningsrapport* (Köpenhamn, Danmark: Nordiska ministerrådet, 2009).

Online at: <http://norden.diva-portal.org/smash/get/diva2:702704/FULLTEXT01.pdf> [Scandinavian languages]

The 2008 *Special Inquiry into the Effects of the Ban Against the Purchase of Sexual Services* confirmed, through an independent investigation, all these findings in their Inquiry report published in 2010 (see above).

### Sexualization of young women and men through social media

A 2009 Swedish research study on youth and Internet use showed that approximately 10% of young people between 16 and 25 had posted sexualized photos of themselves on the Internet. Almost 50% of young female Internet users had to field requests to send sexualized photos, talk about sex or act in front of a web camera. Only 13% of young men had the same experiences.

See: Swedin, C-G and Priebe, G, *Se mig: Unga om sex och internet* [See Me: Young People About Sex and the Internet] (Stockholm, Sweden: Ungdomsstyrelsen, 2009:9).

Online at:

[http://www.mucof.se/sites/default/files/publikationer\\_uploads/se-mig-unga-om-sex-och-internet.pdf](http://www.mucof.se/sites/default/files/publikationer_uploads/se-mig-unga-om-sex-och-internet.pdf) [Swedish]

[http://www.mucof.se/sites/default/files/publikationer\\_uploads/see-me.pdf](http://www.mucof.se/sites/default/files/publikationer_uploads/see-me.pdf) [Summary in English]

A comprehensive study published in 2014, which investigated the differences between high school boys and girls in relation to their use of pornography, their sexual experiences, experiences of sexual abuse, and perceptions of sexuality, concluded that:

- Almost all boys (96%) and 54% of the girls had watched pornography;
- Regardless of sex, those, who consumed pornography, had a positive perception of pornography;

- Both girls and boys had been involved in sexual activities inspired by pornography; and
- A higher proportion of girls (15%) than boys (6%) had experienced sexual abuse.

See: Mattebo, Magdalena et al., "Pornography and Sexual Experiences Among High School Students in Sweden" (2014) 35:3 *Journal of Developmental & Behavioral Pediatrics* 179.

Online at: <http://www.ncbi.nlm.nih.gov/pubmed/24695119>

### **Normative effects of the ban against the purchase of a sexual service**

Swedish research shows that the legislation that prohibits the purchase of a sexual service has had a lasting impact on the prostitution behaviour of men.

i. *Fewer buyers:* Academic research from 2008 shows that the percentage of Swedish men who have bought one or more individuals for the purpose of prostitution has decreased from 13.6% in 1996 to 7.8% in 2008.

ii. *Public support for the legislation:* The same study, as well as earlier studies, shows that the legislation has massive public support in Sweden; 71% of the interviewees support it fully.

See: Kuosmanen, Jari, "Attitudes and Perceptions about Legislation Prohibiting the Purchase of Sexual Services in Sweden" (2011) 14:2 *European Journal of Social Work* 1.

Online at: <http://www.tandfonline.com/doi/abs/10.1080/13691451003744341>

## TRAFFICKING IN HUMAN BEINGS AND RELATED CRIMES: LAWS AND POLICIES

### Legislation

#### *Trafficking in human beings*

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

On July 1, 2004, in order to be compliant with and implement the *United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, amendments were made to extend criminalization to all forms of trafficking in persons, including trafficking within national borders and for the purpose of, for example, forced labour, war service or exploitation for removal of organs.

In 2005, the National Rapporteur on Trafficking in Human Beings recommended that the Government amend the anti-trafficking legislation. This recommendation was based on interviews of police, prosecutors and other key informants, and an analysis of case law, which concluded that the complexity of the legislation lead to recurring misinterpretations by the courts.

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:

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.

*Penal Code, Chapter 4: Crimes against Liberty and Peace, section 1 (a)*

See: *Lag om ändring i brottsbalken* (SFS 2010:371)

Online at: [http://www.lagboken.se/dokument/Andrings-SFS/630227/strongSFS-2010strong\\_strong371strong-Lag-om-andring-i-brottsbalken?id=52957&search=sfs%202010:371](http://www.lagboken.se/dokument/Andrings-SFS/630227/strongSFS-2010strong_strong371strong-Lag-om-andring-i-brottsbalken?id=52957&search=sfs%202010:371) [Swedish]

### Procuring

Procuring is also an offence under the *Penal Code*, and includes any prostitution-related activities, including brothels and escort services:

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)

*Penal Code, chapter 6: On Sexual Crimes, section 12*

See: *Brottsbalk* (1962:700)

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

### **Inquiry into a strong criminal law protection framework in cases of trafficking in human beings and of the purchase of a sexual act from a child under 18 years of age (Ju 2014:128).**

In September 2014, the Government appointed a special investigator with the task to examine whether there is a need for additional measures to ensure comprehensive criminal law protection in cases of human trafficking, the purchase of a sexual service, and the purchase of sexual acts from children under 18 years of age. The investigator, who is supported by an expert group, is to submit a report by 9 March 2016. Due to the addition of several new tasks (see below), the deadline for the submission of the Inquiry final report was extended to 9 June 2016.

See: *Kommittédirektiv: Utredningen om ett starkt straffrättsligt skydd vid människohandel och köp av sexuell handling av barn (Ju 2014:128)* (4 September 2014).

Online at: <http://www.regeringen.se/sb/d/108/a/245961> [Swedish]

As mentioned above, in January 2015, the Government added to the mandate of the Inquiry to also “analyze and consider whether the offence that prohibits the purchase of a sexual service should be exempted from the requirement of double criminality.”

See: *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: <http://www.regeringen.se/contentassets/50f52b2c436541478fab0af3f407c437/till-aggsdirektiv-till-utredningen-om-ett-starkt-straffrattsligt-skydd-vid-mannisko-handel-och-kop-av-sexuell-handling-av-barn-ju-201422-dir.-20156> and <http://www.regeringen.se/pressmeddelanden/2015/01/lagforing-i-sverige-av-sexkop-utomlands-ska-utredas/> [Swedish]

In June 2015, the Government again extended the mandate of the Inquiry to include an investigation into the penalty scales for the offences of trafficking in human beings and procuring, and if required, propose amendments to the legislation.

See: *Tilläggsdirektiv till 2014 års människohandelsutredning (Ju 2014:128) Dir. 2015:64* (18 June 2015).

Online at: [http://www.regeringen.se/contentassets/1c1916dc960747748c693c25934a9dcd/till-aggsdirektiv-2015\\_64.pdf](http://www.regeringen.se/contentassets/1c1916dc960747748c693c25934a9dcd/till-aggsdirektiv-2015_64.pdf) and <http://www.regeringen.se/pressmeddelanden/2015/06/straffskalorna-for-manniskohandel-och-koppleri-ska-ses-over/> [Swedish]

In December 2015, the Government added tasks to the mandate of the Inquiry to also include an investigation into whether the current criminal law protection against the exploitation of vulnerable individuals through forced labour, forced begging or for the purpose of other financial gains is adequate.

See: *Tilläggsdirektiv till 2014 års människohandelsutredning (Ju 2014:22) Dir. 2015:131* (11 December 2015).

Online at: <http://www.regeringen.se/contentassets/a4f0fdaea8364e0b993f6e6d5c880322/till-aggsdirektiv-till-2014-ars-manniskohandelsutredning-ju-2014-22-dir-2015-131.pdf> and <http://www.regeringen.se/pressmeddelanden/2015/12/en-oversyn-av-det-strafrattsliga-skyddet-mot-exploatering-av-utsatta-personer-for-tvangsarbete-och-tiggeri/> [Swedish]

## DATA COLLECTION - TRAFFICKING IN HUMAN BEINGS AND RELATED OFFENCES

### Reported offences

#### Procuring and gross procuring - 1 January 1999-31 May 2016

'99	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16/ 05	TOT
32	46	43	46	69	98	94	58	65	51	94	120	86	95	108	108	82	32	<b>1286</b>

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

#### Trafficking in human beings for sexual purposes - 1 January 2003-31 May 2016

	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16/ 05	TOT
Total	-	22	29	44	27	15	15	31	32	35	21	40	31	58	26	<b>426</b>
AD	—	—	—	—	—	—	15	22	25	25	12	29	26	47	22	<b>223</b>
CH	—	—	—	—	—	—	0	9	7	10	9	11	5	11	4	<b>66</b>

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.

#### Trafficking in human beings for other purposes - 1 January 2006-31 May 2016

'99	'00	'01	'02	'03	'04	'05	'06	'07	'08	'09	'10	'11	'12	'13	'14	'15	'16	TOT
—	—	—	—	—	—	—	11	35	8	28	52	63	48	43	13	41	N/A	<b>342</b>

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

### Victims of prostitution and trafficking in human beings for sexual purposes

#### 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. 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 organization, The Friends of PRIS, for Feminists, who have no experience in the sex industry, but who are supportive of the aims of the organization.

See: Website of *Nätverket PRIS*, online at: <http://www.natverketpris.se/start-english.html> [English and Swedish]

#### Specialized victim support services

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

See: *Social Services Act* (SFS 2001:453)

Online at:

[http://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/Socialtjanstlag-2001453\\_sfs-2001-453/#K2](http://www.riksdagen.se/sv/Dokument-Lagar/Lagar/Svenskforfattningssamling/Socialtjanstlag-2001453_sfs-2001-453/#K2) [Swedish]

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, Gothenburg and Malmö.

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.

See: *Stockholm Prostitutionsenheten/Mikamottagningen*

Online at: <http://www.stockholm.se/Fristaende-webbplatser/Fackforvaltningssajter/Socialtjanstforvaltningen/Prostitutions--och-Spiralenheten/> [Swedish]

*Gothenburg Mikamottagningen*

Online at: [http://goteborg.se/wps/poc?urlile=wcm%3apath%3agoteborg.se\\_enhetssidor%2forganisation%2fresurser%2fmikamottagningen%2fart\\_e\\_n130\\_prostitutionsgruppen&page=GBG.Enh.SexuellHalsa.Pro](http://goteborg.se/wps/poc?urlile=wcm%3apath%3agoteborg.se_enhetssidor%2forganisation%2fresurser%2fmikamottagningen%2fart_e_n130_prostitutionsgruppen&page=GBG.Enh.SexuellHalsa.Pro) [Swedish]

*Malmö Råd- och stödteamet sexuella tjänster*

Online at: <http://malmo.se/Social---familjefragor/Personligt-stod/Mika-Malmo/Counselling-and-support-team.html> [English]

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.

See: National Organization for Women's Shelters and Young Women's Shelters (Roks)

Online at: <http://www.roks.se/about-roks-1> [English]

See: Swedish Association of Women's Shelters and Young Women's Empowerment Centres (Unizon)

Online at: <http://www.kvinnojouren.se/english> [English]

### **Other victim-centered measures**

#### **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.

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

In 2014, the Migration Board 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.

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.

See: *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-skyd\\_GX03152/](http://www.riksdagen.se/sv/Dokument-Lagar/Forslag/Propositioner-och-skrivelser/Forstarkt-straffrattsligt-skyd_GX03152/) [Swedish]

See: *Aliens Act* (2005:716) (Chapter 5: Residence permits, section 15).

Online at: [http://www.government.se/contentassets/784b3d7be3a54a0185f284bbb2683055/aliens-act-2005\\_716.pdf](http://www.government.se/contentassets/784b3d7be3a54a0185f284bbb2683055/aliens-act-2005_716.pdf) [English]

See: *Årsredovisning 2014 - Migrationsverket* (Stockholm, Sweden: Migrationsverket, 2014) at 98.

Online at: <http://www.migrationsverket.se/download/18.39a9cd9514a346077212ead/1424702424160/Årsredovisning+2014.pdf> [Swedish]

See also: *Årsredovisning 2013 - Migrationsverket* (Stockholm, Sweden: Migrationsverket, 2013) at 29.

Online at: <http://www.migrationsverket.se/download/18.7c00d8e6143101d166d29f5/1414049602234/%25252525C3%2525252585rsredovisning+2013.pdf> [Swedish]

### Legal advocate for victims

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 human trafficking, who testify against the organizers and facilitators of the trade.

See: *Lag (1988:609) om målsägandebiträde*

Online at: <http://www.notisum.se/rnp/sls/lag/19880609.htm> [Swedish]

### 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 the payment of criminal injuries compensation, preventing appropriation by traffickers or others.

In its report from February 2010, the CVCSA concluded that in “[I]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.

See: 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%20brottsska-deersättning%20till%20offer%20för%20människohandel.pdf> [Swedish with Summary in English]

In 2013, three victims of human trafficking 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.

In its 2014 annual report, the CVSA notes that no individuals applied for or received state compensation as a result of being victims of human trafficking for any purposes.

See: *Brottsoffermyndighetens årsredovisning 2013* (Umeå, Sverige: BROM, Februari 2014) at 10.  
Online at: <http://www.brottsoffermyndigheten.se/Filer/Böcker/BrOMs%20års-redovisning%202013.pdf> [Swedish]

See: *Brottsoffermyndighetens årsredovisning 2014* (Umeå, Sverige: BROM, Februari 2015)  
Online at: <http://www.brottsoffermyndigheten.se/Filer/Böcker/BrOMs%20års-redovisning%202014.pdf> [Swedish]

## National action plans

### Government Action Plan Against Prostitution and Trafficking in Human Beings for Sexual Purposes (2008)

In July 2008, a national action plan for the prevention and combating prostitution and human trafficking for sexual purposes was adopted, covering 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;
- higher level of knowledge and awareness in general.

See: *Info sheet: Action Plan Against Prostitution and Human Trafficking for Sexual Purposes* (10 July 2008).

Online at: <http://www.regeringen.se/contentassets/a577da47222b45dc9d993bce387ed9ec/action-plan-against-prostitution-and-human-trafficking-for-sexual-purposes> [English]

## The Prosecution Authority

Like the National Police, the Prosecution Authority (PA) 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 PA report with a comprehensive description 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 underlines 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.

See: *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> [Swedish]

### **Stockholm County Administration**

Under the National Action Plan, the County Administration Board of Stockholm was given the mandate to act as National Coordination Body for the work to be carried out by public authorities 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. In 2015, this mandate was extended for second four-year period.

See: Website of the *County Administration Board of Stockholm*.

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

### **National Crime Council**

In 2011, the National Crime Council publicized its evaluation of the initiatives under the National Action Plan (NAP). The researchers concluded that the objectives of the NAP generally were fulfilled, in particular its awareness raising and capacity building aspects, but that measures for support and assistance to victims need to be further developed. The National Crime Council also collects all crime statistics in Sweden, which is published regularly.

See: *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> [Swedish]

### **Action Plan for the Protection of Children against Trafficking in Human Beings, Exploitation and Sexual Abuse (2014)**

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 number of measures, and an action plan for the protection of children against human trafficking and other forms 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 for the protection of children from human trafficking, exploitation and sexual abuse. All measures are to be carried out during 2014-2015, and to be reported no later than at year end of 2015.

See: *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/contentassets/1c922352ee524636b1c58afd2a273131/atgarder-for-att-starka-barnets-rattigheter-och-uppvaxtvillkor-i-sverige-skr.-20131491> [Swedish]

### **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 Authority, the National Rapporteur at the Police Authority, 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 crimes, with a particular attention to the different needs of girls and boys. The final report was submitted to the Government on 10 December 2015.

See: 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/globalassets/regeringen/dokument/socialdepartementet/barnets-rattigheter/uppdrag-att-genomfora-en-nationell-kartlaggning-av-barn-som-utsatts-eller-misstanks-ha-utsatts-for-manniskohandel-eller-manniskohandelsliknande-brott.pdf> [Swedish]

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

Online at: <http://www.lansstyrelsen.se/stockholm/SiteCollectionDocuments/Sv/publikationer/2015/R2015-30-manniskohandel-med-barn-WEBB.pdf> and <http://www.lansstyrelsen.se/stockholm/Sv/nyheter/2015/Pages/ny-kartlaggning-av-manniskohandel-med-barn-i-sverige.aspx> [Swedish]

## **Other prevention measures - prostitution and trafficking in human beings**

### **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 training 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.

See: Wahlberg, Kajsa, *Slutredovisning av regeringens uppdrag till Rikspolisstyrelsen att förstärka insatserna mot prostitution och människohandel för sexuella ändamål 2008-2010* (Stockholm, Sverige: Rikspolisstyrelsen, 2011).

Online at: [https://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Organiserad%20brottslighet/slutredovisning\\_prostit\\_manniskohandel.pdf](https://www.polisen.se/Global/www%20och%20Intrapolis/Rapporter-utredningar/01%20Polisen%20nationellt/Organiserad%20brottslighet/slutredovisning_prostit_manniskohandel.pdf) [Swedish]

Since 2011, all employees, who work for the National Police Authority, in particular for investigators and police officers on external duty, have access to an internal, interactive, online training package about 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 training about effective working methods to uncover and investigate such crimes.”

In addition, the University of Uppsala, in collaboration with the Police Academy, offers an intensive, three-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.

### Awareness raising and information campaigns

Since the late 1990s, a large number of 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), the four-country (Sweden, Norway, Finland and Russia) Project against Trafficking in Women and Girls in the Barents Region (2004-2006).

See: Ekberg, Gunilla S., *Nordic-Baltic Campaign Against Trafficking in Women: Final Report* (Copenhagen, Denmark: Nordic Council of Ministers, 2004).

Online at: <http://www.norden.org/en/publications/publikationer/2004-715> [English]

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

Online at: [http://www.kun.nl/no/filer/Sluttrapport\\_Trafficking.pdf](http://www.kun.nl/no/filer/Sluttrapport_Trafficking.pdf) [English]

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

The film, *Lilja 4-ever*, produced in 2002 by the Swedish Director, Lukas Moodysson, 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 in a large number of countries, and for educational purposes during 2003-2004 at full-day workshops for over 65,000 students between 15-18 years of age in Swedish high schools organized by the Swedish Film Institute in collaboration with the Government Division for Gender Equality.

See: *Lilja 4-ever* (Memfis Film AB) (2002).

Online at: <http://sfi.se/en-GB/svensk-filmdatabas/Item/?type=MOVIE&itemId=50446> [English]

See: 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).

Online at:

<http://www.sfi.se/sv/filmiskolan/Filmhandledningar/Filmhandledning/75/> [Swedish]

<http://www.sfi.se/sv/filmiskolan/Publikationer1/Vad-har-mitt-liv-med-Lilja-att-gora/> [Swedish]

### Elimination-of-demand campaigns

#### *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. The amendment, inspired by the Norwegian legislation, would allow enforcement against and prosecution of Swedish residents, who purchase sexual services in another country, in Sweden.

See: *Sexköpslagen 2.0* website. Online at: <https://www.facebook.com/Sexkopslagen2.0/?fref=ts> [Swedish]

### *Pornography-free hotels*

Since 2003, Roks has carried out a successful campaign, *Porr fria 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 *Porrfritt* website.

See: The *Porrfrria Hotell* website, online at: <http://porrfritt.se> [Swedish]

### ***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. 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.”

See: The *Rätt riktning* website, online at: <http://www.rattriktning.se> [Swedish and English]

### ***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 buying of sexual services, and about the harm caused to those, who are exploited in prostitution. The campaign, called *#somliga tror...* [*#some people believe...*] dispels the common myths about prostitution, about men, who purchase sexual services, and about those individuals, who are sexually exploited.

See: Country Administration of Värmland, *Somliga tror* (2015).

Online at: <http://www.lansstyrelsen.se/varmland/Sv/manniska-och-samhalle/manskliga-rattigheter/prostitution-manniskohandel/Pages/somliga-tror.aspx> [Swedish]

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