



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

DRAFT REPORT

**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 (VoT) for sexual exploitation increased during the World Cup 2006 in Germany.
- The study also examines the measures taken by the authorities and NGO community in Germany, before and during the World Cup to prevent human trafficking.
- 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 organisations (street work and assistance to victims of THB).
- 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 experts' statements that are available to date strongly indicate that an increase in human trafficking, during and after the World Cup did not occur.
- It is concluded that the 40,000 estimate was unfounded and unrealistic. The current number of known victims of trafficking for sexual exploitation in Germany is around a 1,000 persons per year. Even if it is assumed that only one in ten cases of trafficking are ever discovered, the 40,000 figure represents a very high estimate.
- The German authorities and NGOs had started their planning as far back as summer/autumn 2005. However, the international attention encouraged and fortified these efforts.
- It is likely that the German experience will provide 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.
- Prevention campaigns and increased law enforcement efforts during the World Cup may have reduced the risk of trafficking.
- It is also likely that the characteristics of the fan-base at the 2006 World Cup had a direct impact on the demand for sexual services. Many of the fans included families with children. Further research is needed to explore any such link.
- Moreover, trafficking in human beings is a process that requires some 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 a profitable enough venture for the traffickers in this respect.
- This study also suggests ways in which to enhance efforts to combat human trafficking at future large-scale sporting events, based on Germany's experience.
- Most experts also called for a better coordination of campaigns and activities between NGOs, and recommended a single, comprehensive and professionally organized campaign covering different target groups.

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1. Introduction

The general objective of this pilot research project is to investigate whether the number of victims of human trafficking (VoT) for sexual exploitation increased during the World Cup 2006 in Germany. Findings from the research will help formulate recommendations for measures to counter-trafficking during similar major events, including Olympic Games and World Cups, in the future; henceforth, providing an important tool for policy makers and relevant authorities and NGOs.

1.1. Background

Trafficking in persons is a heinous human rights violation and one of the worst forms of crime facing modern society. The 2006 US Department of State Trafficking in Persons report¹ estimates that between 600,000 and 800,000 persons are trafficked across international borders each year²: Many of these victims are women and children trafficked for sexual exploitation. Whilst research on human trafficking for sexual exploitation has broadened knowledge and facilitated understanding with regards to '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 link, there is a need to collate, analyze and evaluate accurate and verifiable data regarding any possible increase in trafficking during major events. The World Cup 2006 presents such an opportunity. From the 9th June until 9th July, Germany held the 18th FIFA World Cup and played host to 32 participating nations, and an estimated millions of football fans from around the world. Initial commentaries surrounding the sporting event suggested that the World Cup 2006 could further 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 demand of the increased number of persons traveling to Germany and wishing to purchase the services of a prostitute.

Germany is a source, transit and destination country for men, women, and children trafficked for the purpose of sexual and non-sexual exploitation. Victims come primarily from Central and Eastern Europe, to a lesser extent from Asia, Africa and America.³ The 2006 TIP report highlights that the World Cup 2006 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 tangible concern.

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 thus such estimates are questionable.

³ German Federal Criminal Police Office (BKA): *Lagebericht Menschenhandel 2005*: 5.

1.2. Methodology

➤ *Research Questions:*

Did the World Cup lead to an increase in Trafficking in Human Beings?

- 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 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 research pilot aimed at gathering reliable and verifiably data concerning potential increases of trafficking for the purpose of sexual exploitation to Germany during the 2006 World Cup. The research findings and recommendations will be of tangible benefit in providing invaluable information for future similar events and will stand to provide an important tool for policy makers, relevant authorities and NGOs.

➤ *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 Germany, IOM Headquarters in Geneva and selected countries of origin. Research was conducted in three main areas of activity: the preparation phase; data collection; evaluation of research.

Preparation phase:

Desktop Research: Similar projects previously undertaken in other countries were analyzed by literature review. A virtual expert advisory group was created composed by individuals at IOM HQ, in Germany and at IOM Kyiv. This expert group has 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 discussion in Germany and abroad regarding the possible effects of the World Cup event on THB, including predictions on 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 World Cup, and further 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 CT 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 replied with a written statement. Ten in-depth expert interviews plus one written response on the questionnaire were further obtained from civil society organisations (street work and assistance to victims of THB), with these NGOs representing 23 counseling centres all over Germany (see map).

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, Czech Republic, Moldova and Albania

1.3. Demand issues

During the build-up to the World Cup 2006, the owner of ‘Artemis’- what has since been termed Berlin’s ‘mega-brothel’ - commented that “*football and sex belong together*”. In this section the issues of trafficking for sexual exploitation and demand for sexual services will be explored, with a specific focus being placed upon issues of demand 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. It is stated under Article 9 (5) 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 (2003⁴) posit 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 (10). Demand for sexual services, they conclude, is thus ‘*very much a socially, culturally and historically determined matter*’ (41). Advancing this discussion forward, it is worthy to comment 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 sports events.

➤ *Issues of demand and Major Events:*

Prior to commencement of the 2004 Olympic Games in Athens it was feared that traffickers would stand to take advantage of and attempt to profit from a perceived

⁴ Anderson, B. and O’Connell Davidson, J. (2003) ‘*Is Trafficking in Human Beings Demand Driven? A Multi-Country Study*’, Geneva, IOM.

increase in demand for sexual services: the Italian NGO Terre Libere (2003)⁵ commented that the number of women being brought to Athens by traffickers was expected to rise to meet the demand. While there is a paucity of post-event analysis on the issue, it can be stated that neither the Hellenic Republic Ministry of Public Order ‘Annual report on Organised Crime in Greece for the year 2004’⁶ nor the IOM Athens case data contained within the IOM CTM database⁷ made reference to instances of trafficking for the purpose sexual exploitation during the 2004 Olympic Games.

As for the 2006 World Cup, there was significant international discussion concerning the possible increase in demand for sexual services. It was hypothesised by some observers that as many as 40,000 foreign prostitutes were expected to travel to Germany during the event; and though prostitution is legal in Germany, it was feared that many of these individuals would have been trafficked to fill this demand. While such numeric claims have since been dismissed as being unfounded, it is interesting to note the extent to which initial commentaries sought to associate the temporary gathering of persons for the purpose of the World Cup with increases in demand for sexual services and further potential significant increases in trafficking.

The European Parliament resolution in the context of world sports events⁸ states, for example, that “...*experience has shown that any major event at which large numbers of people congregate results in a temporary and spectacular increase in the demand for sexual services*”; a concern echoed by the International Labour Organization⁹, Amnesty International¹⁰ and signatories of the ‘Red Card to Forced Prostitution’¹¹ and ‘Buying Sex is not a Sport’ campaigns.

While a detailed overview of World Cup counter-trafficking campaigning and activities will be provided in section five, it can be stated that as a general recommendation the European Parliament, under the aforementioned resolution,¹² called on the Commission and Member States to launch a Europe-wide campaign during international sports events to inform and educate the general public about the scale of trafficking for forced prostitution, and, most importantly, “... *to seek to curb demand by raising awareness among potential clients*”.

However, a recent Federal Ministry for Economic Cooperation and Development funded study in Germany that looked into reducing trafficking for sexual exploitation through the direct targeting of client demand issues – through information campaigns and projects- concluded that “*the majority of [German] clients identified within this study are*

⁵ 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

⁶ Hellenic Republic Ministry of Public Order (2004) ‘*Annual report on Organised Crime in Greece for the year 2004*’, Athens, Hellenic Republic Ministry of Public Order.

⁷ The Counter Trafficking Module (CTM) database is a standardized tool that is available to all IOM Missions worldwide. The database is used to assist in case management of the victims of trafficking that IOM assists but also to collect valuable data from the victims themselves.

⁸ P6_TA-PROV(2006)0086

⁹ ILO Online – No.35- Thursday 15 June, Berlin.

¹⁰ Amnesty International (26/04/ 06) ‘Public Statement : Red Card to Trafficking during World Cup’, (ACT 77/008/2006 (Public)), <http://web.amnesty.org/library/print/ENGACT770082006> Date Visited 08/06/06

¹¹ German National Council of Women campaign

¹² Resolution on forced prostitution in the context of world sports events, P9_TA-PROV(2006)0086

against coercion and violence in the context of prostitution” (GTZ, 2005: 12)¹³. And thus, that the majority of users of sexual services in Germany were aware of the phenomenon of trafficking and the exploitation and human rights violations involved. A comprehensive assessment of the trafficking situation in Germany during the World Cup will further be provided in section five.

¹³ Deutsche Gesellschaft für Technische Zusammenarbeit (2005) *Target Group: Clients. Possibilities of Addressing Clients of Prostitutes*, Germany: GTZ.

2. General information on trafficking situation Germany

1.1. Prosecution of THB¹⁴

The most important legal provisions are provided within the Criminal Code (Strafgesetzbuch, StGB) and deal explicitly with trafficking in human beings. Previously, trafficking was covered in sections 180 b 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 February 19, 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*.

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

A new sec. 233a StGB punishes accessory actions, and sec. 233b StGB provides a possibility for the court to order that the future conduct of a perpetrator of THB may be supervised (supervision of conduct, 'Führungsaufsicht'), and that proceeds from THB can be confiscated and fall to the state treasury (extended forfeiture, 'erweiterter Verfall'). The provisions sec. 232 to 233a StGB are enumerated among the offences that fall under the principle of universal jurisdiction and may be prosecuted regardless of where they were committed and which nationality the perpetrator had.

2.1. Prostitution Law

The law and policy in Germany regarding prostitution is based on the concept of voluntary and self-determined prostitution. Hence, provided that the act of prostitution is carried out with an individuals' free will, it is a legal profession in Germany. Prostitutes will not face criminal charges for working in the sex sector nor will clients using such services.

With the declared intent of improving the legal position of prostitutes and in so doing limiting the possibilities for criminals who exploit the prostitutes' vulnerable legal position, often with a substantive link to organized crime, the 2002 Prostitution Law was enacted. The law attempted to improve the rights of prostitutes without at the same time benefiting clients, bordello owners and others. Prostitutes can sue their clients for payment of the sum agreed upon. As a result, victims of THB for sexual exploitation and prostitutes exploited by their pimps may sue the offenders for damages. Moreover, prostitutes are now recognized as employees, and are entitled to receive social benefits and acquire health insurance. These measures were intended to make it easier for a

¹⁴ For a detailed legal analysis see Marian Benbow: *Country Report Germany for the AGIS Project "Awareness Raising of Judicial Authorities concerning Trafficking in Human Beings"* 2005

prostitute to separate from this field of work and build a livelihood based on a different occupation¹⁵.

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 on the provision that they are self-employed.

A report providing a detailed evaluation of the Law on Prostitution has been commissioned by the Federal Ministry of Family Affairs, Youth, Women and Seniors and is expected to be published in the autumn of 2006.

2.2. Statistics

The most recent data pertaining to criminal investigations of THB for sexual exploitation published by the German Federal Criminal Police Office (Bundeskriminalamt, BKA)¹⁶ shows that 317 such investigations against 683 suspects were completed in 2005. The investigations concerned 642 victims.

The number of investigations has decreased for the second successive year (2004: 370 investigations, 972 victims; 2003: 431 investigations, 1235 victims). One reason is that the BKA changed the base of their statistics in 2005: from initiated investigations to completed investigations. A further reason, according to the BKA, may be that the police possibly switched the classification of their investigations to offences which are easier to prove (e.g. smuggling).

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

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

¹⁵ Marian Benbow: *Country Report Germany for the AGIS Project "Awareness Raising of Judicial Authorities concerning Trafficking in Human Beings"* 2005

¹⁶ BKA: *Lagebild Menschenhandel 2005*, available in German online at www.bka.de/lageberichte/mh.html

3. Trafficking and major events - past experiences

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

It was frequently cited by various actors including the European parliament¹⁷, IGOs, NGOs and media that major international events, including sports events, risk contributing to a temporary increase in the trafficking of human beings.

Speaking at the European Parliament debate on ‘Forced prostitution during the 2006 football World Cup’, one commentator noted that “[f]rom past experience – for example in Athens, during the Olympics – we have seen that international sporting events cause an increase in human trafficking”¹⁸. It can be noted, however, that there exists a paucity of credible empirical data standing to analyse and legitimise or verify such a claim.

In an attempt 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 of a review of the literature on human trafficking and major events; intranet literature searches¹⁹; the posting of a request for information on the StopTraffic listserv; and direct email and telephone contact with IOM missions and NGOs in France, Portugal and Greece²⁰.

3.1. France

In 1998 France played host to the FIFA World Cup in Paris. Similarly, a review of the literature and internet searches conducted again failed to reveal any significant information on whether the 1998 World Cup had any consequential impact upon human trafficking. Information provided to the research team by an official in France reinstated that there is no significant data available – from institutions and NGOs - concerning instances of forced prostitution during the 1998 World Cup or other major events that have been held in France. It was further commented that the French Ministry of Interior did not collate information on the number of prostitutes entering France for the occasion of the World Cup 1998.

3.2. Portugal

In 2004 Portugal played host to the UEFA championships. A review of the literature and internet searches conducted failed to reveal any significant information on whether the 2004 UEFA championship had any consequential impact upon human trafficking. While contact was made with the IOM mission in Lisbon, it was stated that IOM Lisbon were not actively conducting research within the field of counter-trafficking in 2004 and henceforth they were unable to provide any information on the issue of human trafficking and the UEFA championship.

It was, nevertheless, stated that a Portuguese non-governmental organization, primarily set up to offer support to prostitutes and active in campaigning against the trafficking of

¹⁷ EU (2006) Council Conclusions on Trafficking in Human Beings, Luxembourg, 27, 28 April 2006

¹⁸ 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>

¹⁹ For example: Google; Google Scholar; electronic journal databases and citation indexes.

²⁰ 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.

women for the purpose of sexual exploitation, had initiated a counter-trafficking campaign to coincide with EXPO 1998, held in Lisbon. The NGO were said to have been involved in raising awareness on the issue of human trafficking during EXPO 1998, and released press articles and partook 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 partake in a counter-trafficking campaign during the 2004 UEFA Championships.

3.3. Greece

The 2004 Olympic Games were hosted by Greece and took place in Athens. A review of the literature and internet searches conducted gleaned more information than was respectively obtained on the issue of trafficking and major events held in Portugal and France.

As previously stated, prior to commencement of the Olympic Games, an Italian NGO, Terre Libere, 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”*²¹

With regard to prevention activities by the Greek authorities, a paper by the Washington D.C Hellenic Republic Embassy of Greece (2004) entitled ‘*Greek Actions for the Suppression of Trafficking in Human Beings*’ highlighted an integrated program of actions, which were assumed or placed in motion in 2004 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: the ‘provision of free legal aid’; and ‘prevention- information concerning contagious diseases’.

Regarding the former activity of 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 national victims of trafficking covering the period of the Olympic Games until October 15, 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.”²² Any post-Olympic Games assessment of such counter-trafficking activities financed by the Ministry for Foreign Affairs was not, however, uncovered by the research team.

It can also be noted that counter-trafficking activities and campaigning occurred at the grassroots level: The organisation Terre de Hommes (TdH) and partners hypothesised

²¹ 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

²² Hellenic Republic of Greece (2004) *Greek Actions for the Suppression of Trafficking in Human Beings*, Washington D.C: Hellenic Republic of Greece

that the organisation of a major event such as the Olympic Games may raise the interest of traffickers to gain quick and easy money through the exploitation of women and children for forced labour, begging and sexual exploitation²³. 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, the NGO Tdh partnered with the Greek NGO Arsis and set up operations in the field under the Emergency Response Against Child Trafficking (ERACT) project. Several campaigning initiatives were also undertaken, including press releases and Tdh sponsored travel leaflets distributed by travel agencies to inform persons travelling to the Games of issues concerning child trafficking. It was concluded that there was a temporary reduction in the number of children detected on the streets during the Olympic Games²⁴. Further, it was stated that the high security context of the Games prevented the increasing of visible exploitation and trafficking in minors.

The IOM CTM database is in operation in Greece: it can be noted that IOM Athens assisted seven victims of trafficking in 2004. Individual case analysis, however, revealed no reference to human trafficking for the purpose exploitation during the Olympic Games.

²³ Information provided to the research team in response to a request for information posted on the StopTraffic listserv.

²⁴ ARSIS (2004) *Emergency Response Against Child Trafficking : Bilateral Project (Albania/ Greece) Final Report*, Greece, ARSIS.

4. Trafficking and the World Cup 2006 in Germany

4.1. Discussion/Concerns/Activities before the World Cup

4.1.1. Germany

Estimates

In autumn 2005, most NGOs as well as law enforcement had long started their work on concepts for World Cup activities and campaigns. A figure of 40,000 foreign prostitutes or even 40,000 forced prostitutes who were expected to come to Germany for the World Cup quickly resounded throughout Germany and beyond. Law enforcement and many NGOs were quickly disassociating themselves from this figure as there was apparently no basis for this estimate. However, the media were timely to pick up on the figure and it persistently re-appeared. In the end, few seemed to know where it had originated from. One of the experts interviewed for this study, together with co-authors, attributed the first public mention of an estimate to the German Womens' Council (Deutscher Frauenrat), who used the figure of more than 30,000 prostituted that were to be smuggled into Germany for the World Cup with reference to the women's representative of the German Association of Cities and Towns (Deutscher Städtetag). The German newspaper "taz" then quoted the British Guardian's "up to 40,000". And subsequently, in the German women's magazine "Emma", the quote became 40,000 forced prostitutes. By this time the German Association of Cities and Towns had already disclaimed the figure²⁵.

Campaigns and Hotlines

Four major information campaigns were implemented before and during the World Cup.

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 dark sides of major events and further 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 gained widespread support both nationally and internationally, with more than 77,000 people supporting the campaign demands with their signature. The signature lists will be handed over to German political representatives in September²⁶.

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 a prevention campaign in countries of origin. 200 NGOs were contacted and leaflets and posters disseminated²⁷.

The NGO Frauenrecht ist Menschenrecht (FiM) implemented a awareness campaign for clients of prostitutes "Stoppt Zwangsprostitution" ("Stop forced prostitution"). Under the patronage of Heide Simonis, Chairwoman of the German UNICEF committee, the

²⁵ M. Schuster, A. Sülzle und A. Zimowska: *Zu Gast bei Freunden*, in: *iz3w*, June 2006, p. 293

²⁶ www.frauenrat.de

²⁷ www.solwodi.de

campaign aimed to raise awareness among customers of prostitutes²⁸ on the issue of forced prostitution and encouraged them to take over responsibility. In addition to conventional campaign material, the campaign received a lot of 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.

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 awareness amongst the general public, but also to encourage clients of prostitutes to contact the police or counselling centres should they become aware of a case of forced prostitution. The main elements of the campaign are 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 and free of charge to all broadcasters worldwide, directed viewers to a website²⁹ where they could obtain hotline information for anonymously reporting to the German authorities any cases of trafficking and forced prostitution they may have encountered.

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, with secured anonymity. 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 federal and the German state police. Both anticipated that a higher number of potential clients would lead to an increase in prostitution as well as an increase in surrounding 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 on national and international levels, and between the police and specialized counselling centres and authorities³⁰.

²⁸ http://www.diakonie.de/de/html/hilfe/513_4226.html

²⁹ www.mtvstreaker.com

³⁰ Protocol of the Interministerial Working Group on trafficking in women, 28. meeting, Federal Ministry of Family Affairs, Senior Citizens, Women, and Youth, p. 7

The actual approaches in combating THB during the World Cup differed considerably between the single states: Some states intensified raids on brothels and sex clubs prior to the World Cup. The states of Hesse, Bavaria, Rhineland-Palatinate and Baden-Wuerttemberg carried out coordinated, large-scale raids with more than thousand police officers in May³¹. Other states 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 police of Munich drafted a concept exploring the fields in which the prostitution THB was most likely to occur and focused their prevention activities accordingly. Information materials were distributed to hoteliers; Internet and newspaper advertisements were monitored; and police officers conducted undercover investigations as potential clients³². North Rhine-Westphalia had developed a concept on the identification of victims of trafficking some years ago, which was updated and distributed to police officers. This was complemented by additional training measures for the police³³.

4.1.2. Abroad

The European Parliament voiced concern regarding a temporary increase in demand for sexual services and possible increases in trafficking prior to the commencement of the World Cup 2006; culminating in the European Parliament resolution in the context of world sports events³⁴. The European Parliament further expressed support for the 'Red Card to Forced Prostitution' campaign.

The United States was additionally an active participant in calling for Germany to do more to combat trafficking during the World Cup and further used the games as an opportunity to lobby against the legalization of prostitution in Germany. In the 2006 TIP Report cautioned that despite efforts taken by the German authorities to prevent trafficking, the potential for increased trafficking remained an issue and thus it was stated that "*Germany should continue to focus attention on demand-reduction efforts...*" (TIP, 2006: 124).

Further key participants in the debate included: the French coach, Raymond Domenech, who condemned the prospect that thousands of women would 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 distributed information leaflets. There was also initial debate over 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 did, however, often confuse human trafficking and prostitution as being synonymous. As stated, the World Cup fears over the amount of women and girls that could 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.

³¹ Press releases of several police offices, 11.5.2006., www.presseportal.de

³² Der Stern online: *Bordell Flaute: ‚Hoffentlich ist die WM bald vorbei‘*, 7.7.2006

³³ Expert interview with LKA NRW.

³⁴ P6_TA-PROV(2006)0086

International campaigning and awareness, media coverage

Prior to the event, MTV and IOM launched an information campaign supported by Sida and World Childhood Foundation amongst others. The Germany campaigns 'Red Card to Forced Prostitution' and 'Final Whistle – Stop Forced Prostitution' further received a host of international support. In addition, it can be noted that several international organisations released press statements on the issue; including the International Labour Organisation, UNICEF and Amnesty International among others. The main focus was to raise awareness on the issue of potential increases in demand for sexual services resulting in a possible increase in human trafficking during this event.

FIFA released a statement relaying 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"*³⁵

With regard to demand issues, some international media articles continued to cite the 40,000 figure well into the tournament. The majority, however, were soon to comment that World Cup fans had failed to lift the local sex industry; thus, it was commonly cited by the international press that demand for sexual services did not increase to the extent that was initially expected.

It can further be noted that the World Cup 2006 acted as a catalyst for concern over potential increases in trafficking during future major events, such as the 2007 Cricket World Cup and the 2010 World Cup in South Africa.

4.2. Assessment of the situation during the World Cup in Germany

4.2.1. Germany

4.2.1.1. The World Cup

The FIFA World Cup 2006 took place from 24 June to 9 July in Germany. Twelve German cities (Berlin, Hamburg, Hannover, Leipzig, Munich, Nuremberg, Cologne, Gelsenkirchen, Frankfurt, Dortmund, Stuttgart, Kaiserslautern – 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 one million coming from abroad³⁶. A total of 21,000 media representatives, including both journalists and technicians, reported on the World Cup. 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 twelve Host Cities, almost six times as many as watched the games at the stadiums³⁷.

³⁵ 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>

³⁶ Deutsche Flugsicherung GmbH, Newsletter, Mai 2006: 1,

³⁷ FIFA Newsletter #15, August 2006

4.2.1.2. Statistics, press releases, media coverage

Statistics regarding THB during the World Cup are not publicly available yet. However, the German Federal Criminal Police Office (BKA) is currently collecting data and information on behalf of the Federal MoI from the German states' Criminal Police offices and NGOs. The results are expected to be published at the end of 2006 on EU level. However, in their response to IOM, BKA states that to date they have no indications suggesting an increase in THB linked to the World Cup³⁸.

Press releases from the police of various World Cup cities and public statements by ministry representatives are also indicative towards no increase in THB during the World Cup³⁹.

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, is still ongoing. Publication of the results is expected for October 2006.

There was much coverage on the issue of THB and the World Cup in the media with more than 300 relevant German online articles published in May and June alone. The issue has never gained so broad attention: articles on trafficking have been published on the websites of sports clubs, local activist groups, and the issue made it onto the agenda of communal council meetings not only of the World Cup cities, but also of small and remote communities. Within Germany, most reviewed articles differentiated between THB/forced prostitution on the one hand and prostitution on the other. Frequently, experts from the police or specialized counselling centres were quoted with statements. Just before the World Cup, the 40,000 figure was used less, as most specialized NGOs had dissociated themselves from this estimate. Media reporting during the World Cup suggested an increase in business for sexual services in a few internationally known clubs, but a strong decrease of business in most others. This was soon complemented by police statements that there were no indications of an increase in trafficking.

4.2.1.3. Expert interviews

Sixteen experts from relevant police departments and specialized NGOs have been interviewed for this study, and one further NGO sent a written response to the questionnaire⁴⁰. As some NGOs operate several counselling centres, the received information covers a total of 23 counselling centres throughout Germany⁴¹. In addition, the Federal Criminal Police Office (BKA) responded with a short statement.

The questions 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 CT activities in Germany during the World Cup at large; support received from politicians, authorities and sports officials; the role of the media; the

³⁸ Letter from BKA from 15 August 2006.

³⁹ For example: Polizei Düsseldorf: POL-D: *Razzia in Düsseldorf*, 23.6.2006; Frankfurt am Main WM2006 Polizei-Pressezentrum POL-F WM06: 100706 - *Innenminister Volker Bouffier zieht WM-Bilanz für Hessen*, 10.7.2006; HAZ online: *Fußball-WM war auch gut für Jobs*, 11.7.2006; FR: *Kein WM-Geschäft in Bordellen*, 12.7.2006; Der Tagesspiegel: *Sicher bei Freunden*, 11.7.2006

⁴⁰ See annex for a list of the participating police offices and NGOs.

⁴¹ See map in annex.

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 summer/autumn 2005. All but one of the experts stated they had not supported the 40,000 figure; it was mentioned by most as completely unrealistic and unfounded. Moreover, many had explicitly pointed out from the outset in statements and media interviews that they did not support this figure: However, most felt that this was not adequately picked up 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 in varying degrees - but almost all would put it very far 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 city/region; international fares and events), and on discussion within networks and contacts with organisations and institutions who had experience on previous major events. Two international events were frequently named as reference events: the Olympic Games 2004 in Athens/Greece, and the Expo 2000 in Hannover/Germany⁴².

Activities before and during the World Cup

In preparation of the World Cup, the NGOs intensified networking activities with other NGOs and their cooperation with the relevant local and regional police departments. One NGO who 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. It is worth noting that some NGOs had composed plans for certain counter-trafficking prior to the World Cup (e.g. FiM), and subsequently decided that the World Cup in Germany posed a good opportunity to launch their campaigns.

Two of the NGOs participating in this study had initiated and implemented their own major campaigns: SOLWODI and FiM, both combining awareness campaigns with hotlines (see chapter 4.1.1). The other NGOs had either participated in one or more of the major campaigns and distributed the respective material, or they had initiated local/regional campaigns in cooperation with other NGOs and with regional authorities. Those organizations conducting street-work, intensified this part of their work during the World Cup. Most organizations extended the hours of 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. Many of the NGO experts emphasized this aspect of sustainability of their World Cup activities.

The interviewed police experts also had strengthened their cooperation with counselling centres in preparation of the World Cup. Apart from that, the approaches in combating

⁴² 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.

THB during the World Cup differed considerably and confirmed the information in chapter 4.1.1.

Assessment of the situation during the World Cup

The NGOs FiM and Solwodi did not want to give an assessment yet, as they are still in the process of evaluating the data and information collected from their hotline and other activities. FiM stated, however, that more than 20 persons called their hotline with 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) who had neither seen nor had heard about indications of an increase in THB. The general judgement was that such an increase did not take place. Some pointed out, that they were aware of registered cases and/or actual calls at their counselling centres only and not of those cases which may remain hidden. However, almost all experts were sure 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 – as far as information was available – no significant increase in THB occurred – what might be possible reasons? The points mentioned by the experts regarded the characteristics of the fans, reasons related to the traffickers, and the prevention campaigns. Many also mentioned that the estimate of 40,000 foreign or forced prostitutes had been unlikely to come true to begin with, as it was completely unfounded. With regard to 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 party seem 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 related to the traffickers, several experts mentioned that the process of trafficking requires a lot of logistics and investment, which may just not pay off 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 (all brothels, clubs, apartments and street prostitution places).

Some experts posited that the many campaigns might directly have had a positive impact on the level of THB. Almost none comment, however, that the international attention and pressure had contributed to decreasing the demand (big sex clubs even gained from the extra and for-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 saw the police responses as adequate and sufficient, regarding the NGO campaigns some thought they could have been better coordinated – both between the NGOs and with the police. The NGO replies were mixed: Some thought the big campaigns were complementing each other, as each had a different focus (victims,

clients, general public). Many thought that a single, national hotline would have been better than several by different providers. Some NGOs felt the focus had too much shifted to awareness raising and big campaigns, while they had difficulties funding their practical work: street-work, counselling and assistance to victims.

Only a 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 done their best to respond. Many were disappointed by journalists who were just after “sex ‘n crime” stories, also just searching for further support of the 40,000, and not much interested 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 across-the board for putting up a wrong and unfounded figure. Many NGO experts were unsatisfied with how the media mingled 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 sustain.

International attention and debate

The enormous international attention for the issue of THB in connection with the World Cup in Germany was noticed, at least to some degree, by most experts (NGO and Police). However, all but one were only aware of it long after they had planned their own activities. Hence, none of the experts thought the international pressure had impacted on their planned activities – apart from all the information and interview requests resulting from this attention. A few experts thought that the international pressure even had a negative impact, because it led to some short-term actions without sustainability, e.g. on the side of authorities. One NGO noted that the international debate around the World Cup in Germany had fuelled and positively influenced discussions in some countries which are discussing legalizing prostitution.

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

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

Experts' recommendations

Almost all experts (NGOs and police) emphasized that an early and sound situation assessment is extremely important. This assessment should be based on the assessments of local and regional experts (both 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 estimate of 40,000 foreign or forced prostitutes. Further, most experts also called for a better coordination of campaigns and activities between NGOs, or even one uniformed and collective campaign for future events. The same was stated regarding the several hotlines. One NGO suggested that campaigns of that scale 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 pointed out the need of strengthening NGOs in general and increasing their capacities for providing direct assistance to victims of trafficking, especially before and during major events.

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

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 transit concerning the trafficking of women to Germany for the World Cup 2006. The US Department of State 2006 Trafficking in Persons report states that Germany is primarily a destination country for victims from Central and Eastern Europe as well as 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 the Ukraine, Belarus, Romania, Moldova, Czech Republic, and Albania.

At the time of publication, the case-load data from Ukraine, Belarus, Moldova and Romania revealed no increase as related to trends nor actual numbers of victims of trafficking assisted. In fact, there are indications from several countries that seem to point at an actual decrease in trafficking to Germany during 2006 compared to 2005. Further, information to date reveals that no criminal cases were initiated in the Ukraine and Belarus as directly linked to the World Cup, out of several hundred cases registered in 2006. Regarding the Czech Republic, it was similarly stated that the Ministry of Interior Crime Prevention department had not received any indication that the World Cup in Germany influenced or changed tendencies in trafficking in human beings on Czech territory

It can be noted that a pending report by IOM Albania⁴³, which aims to assess the information the public has pertaining to regular and irregular migration in Albania, makes a small reference to the World Cup 2006 in Germany. Within the broader survey of 698 participants, the research team interviewed a sub-sample of 84 persons in order to assess the perception that the World Cup 2006 might serve 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% of the sample had received offers

⁴³ IOM (pending publication) *'Promoting Safe Migration and Preventing Human Trafficking in Albania'*, Geneva: IOM

of employment or travel abroad for the occasion of the World Cup 2006. It was cited 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” (43). In addition, it was relayed that of the 29% of the sample who had received offers for the purpose of the World Cup, 17% had been promised ‘settlement’ in Germany; of this sub-set, 33.3% accepted the offer with pleasure, 25% did not know, 17.9% saw the offer as suspicious, 13.1% chose to ignore the offer, and 10.7% saw the offer as dangerous. At the time of publication, case-load data from Albania revealed no significant information as related to trends [n]or actual numbers of victims of trafficking assisted.

5. Conclusions and Recommendations

The FIFA World Cup 2006 in Germany was unique in how strongly this major sports event was linked in the national and international debate to the issue of trafficking in human beings. This link made it onto the agendas of high-level meetings of political representatives as well as onto the websites of sports clubs. Despite the host of international pressure in the immediate run-up to the World Cup, the research findings revealed that the German authorities had actually begun developing concepts and planning of action with regard to an increased risk of human trafficking during the World Cup well before the media coverage started – in autumn 2005.

The full scale of the practice remains relatively unknown and only partly reflected in official statistics, with victims unwilling, scared or unable to report to the authorities and trafficking remaining a highly organized, transnational underground criminal activity. However, all data, information and experts statements that are available so far strongly indicate that an increase in THB before and during the World Cup did not occur⁴⁴.

Prevention campaigns and increased police focus may have positively contributed to this development. Certainly, the characteristics of the fan community and the overall setting of the World Cup 2006 itself played an important role, too: mixed fan groups, many couples and families, celebrating together at the “Fan Parties” in the host cities. It is arguable that the characteristics of the fan-base at the 2006 World Cup had a direct impact on the demand for sexual services. Moreover, trafficking in human beings is a process that requires some 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 a profitable enough venture for the traffickers in this respect.

Apart from their possible impact on the level of trafficking, there is no doubt that the awareness campaigns have been a success in terms of awareness raising and advocacy both of the general public and of (potential) clients of prostitutes, as well as importantly among policymakers.

However, much of the public attention was owed to the “hype” that had developed on basis of the unfounded estimate of the 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 most campaigns were launched for the World Cup, but were not limited to the event, and many activities are being continued.

It stands to reason that one big, comprehensive and professionally organized campaign covering different target groups, but with an overall consistent message may have been even more effective than the combination of several separate campaigns. However, taking into account the German federal system and the different approaches and

⁴⁴ It must be noted, that official statistics on THB in 2006 in Germany are not available, yet.

backgrounds of NGOs active in this field, the barriers for such a desirable combination of funds⁴⁵ and efforts are high in Germany.

Major sports events may pose a good opportunity for public awareness and advocacy campaigns also in the future. However, an early and sound situation assessment with regard to THB in cooperation with local experts from police, international organisations, and NGOs will be extremely important. A coordinated media approach (possibly accompanied by media training) may ensure that the issue of THB receives the adequate public attention while at the same time journalists are provided with concepts regarding the definition of THB, aiming at disseminating facts instead of hysteria. All campaigns and projects should be launched with a view to sustainability. And last, but not least, practical assistance to victims of trafficking, effective transnational investigation and prosecution, as well as tackling the causes of THB in countries of origin should not be neglected. Information campaigns are important, but can never in themselves be seen as the sole solution of modern slavery.

Moreover, one should bear in mind, that THB for sexual exploitation is only one form of trafficking in human beings according to the UN definition⁴⁶. During the WC 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 also forced labour, criminal activities and begging and advocate more strongly for adequate reporting, e.g. media, as to the true nature and scope of trafficking: More research is needed to explore this phenomenon.

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

⁴⁵ Funding for the campaigns and other NGO World Cup activities came from federal resources (Ministry for Family Affairs, Senior Citizens, Women and Youth), from the single German States, from regional and local authorities, foundations, sponsors, and 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

6. Annex

List of police offices and NGOs which were 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

