



REGERINGEN

Action Plan to Combat Trafficking in Human Beings 2019-2021

MINISTRY OF FOREIGN AFFAIRS OF DENMARK

SEPTEMBER 2018

Contents

| | |
|---|----|
| Preface | 5 |
| Introduction | 7 |
| Action area 1: Prevention and outreach work | 9 |
| Outreach and confidence-building work | 10 |
| Education and training | 11 |
| Action area 2: Identification, assistance and support | 12 |
| Identification of victims | 13 |
| Assistance and support | 14 |
| Prepared repatriation and reintegration | 15 |
| Action area 3: Traffickers are prosecuted | 16 |
| Investigation and prosecution | 17 |
| Action area 4: Coordination and knowledge | 18 |
| Coordination of efforts | 19 |
| Knowledge and information | 20 |
| International cooperation | 21 |
| Overview of public players involved in coordination and operational efforts | 22 |



Preface

Human trafficking is a breach of fundamental human rights and a gross infringement of the rights of individuals to exercise control over their own bodies and own lives. It is a global problem and unfortunately a lucrative 'business' for cynical traffickers.

Victims of human trafficking are vulnerable people who are often deeply dependent on their traffickers because of threats against themselves and their families. The traffickers are deeply criminal, exploiting the vulnerability of their victims and the demand for the services their victims provide. Some traffickers are part of global criminal networks which commit serious organised crime.

By far the majority of victims of human trafficking in Denmark, and internationally, are women trafficked into prostitution. However, typical for human trafficking is that new forms of exploitation turn up all the time, and we must be ready to deal with these. Combating human trafficking therefore requires collaboration and close coordination between the large number of different authorities and players involved in the work. Initiatives must

be flexible and adapted to the needs of the individual victim.

Since the first action plan in 2002, there has been broad parliamentary support in Denmark for the Danish efforts. It is important and necessary that all authorities and other players stand united on combating human trafficking, and that they all secure strong efforts to help the victims. We must act when human rights are breached and when individual freedoms are violated.

The Action Plan to Combat Trafficking in Human Beings 2019-2021 sets the framework for future work. This action plan continues and further develops previous efforts in the area and it ensures that Denmark will continue to meet international conventions and obligations.

Therefore, work will continue to identify and manage human trafficking whenever it takes place; to focus on investigating and prosecuting traffickers; and to make sure that individual victims receive the support and help they need to move on with their life; a life without human trafficking.

Troels Lund Poulsen, Minister for Employment

Mai Mercado, Minister for Children and Social Affairs

Søren Pape Poulsen, Minister for Justice

Eva Kjer Hansen, Minister for Equal Opportunities

Ulla Tørnæs, Minister for Development Cooperation

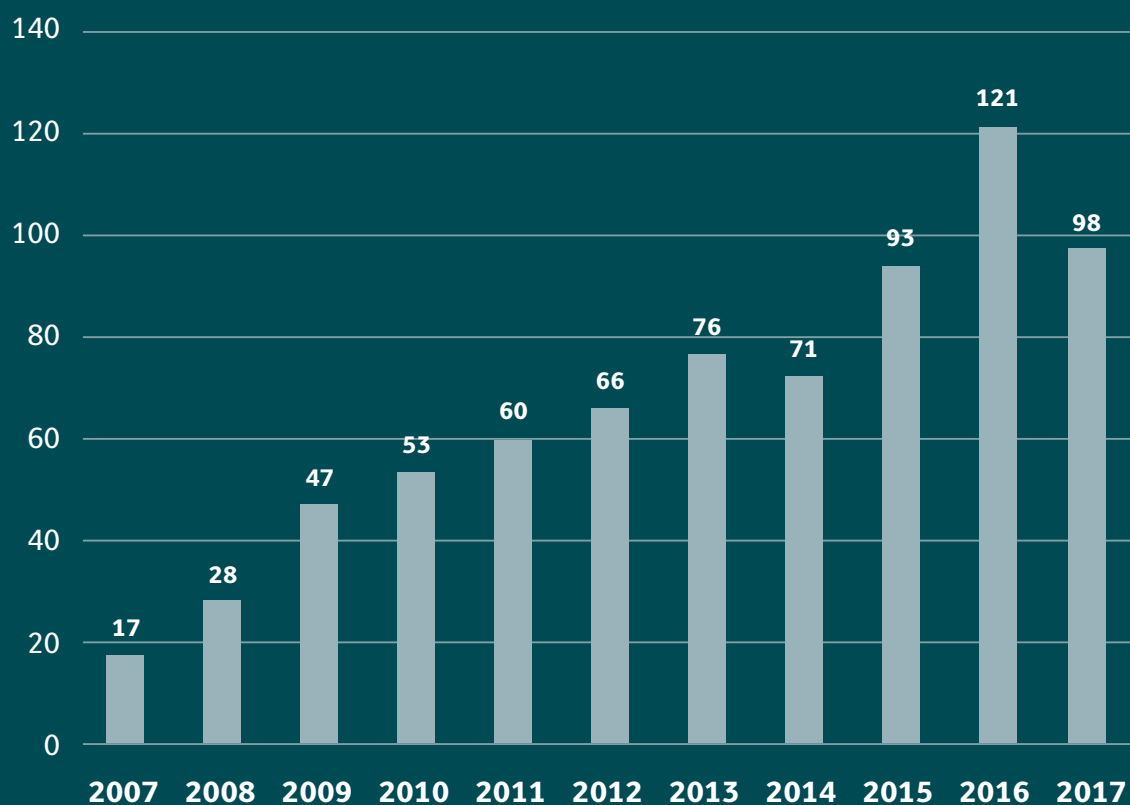
Karsten Lauritzen, Minister for Taxation

Ellen Trane Nørby, Minister for Health

Anders Samuelsen, Minister for Foreign Affairs

Inger Støjberg, Minister for Immigration and Integration

Number of individuals assessed as being victims of trafficking by year 2007-2017



Source: Danish Centre against Human Trafficking (CMM)

Introduction

¹ Source: Global Estimates of Modern Slavery, ILO, 2017

² The Danish Immigration Service assesses whether a person has been trafficked with regard to asylum seekers and people without legal residence in Denmark. CMM makes the assessment when the person has legal residence.

⁴ Source: Danish Ministry of Justice.

Trafficking in human beings is a global problem. According to the International Labour Organization (ILO) almost 25 million people are victims of forced labour, including human trafficking. Worldwide, 15.6 million women/girls and 9.2 million men/boys are victims. And 4.8 million of these are assessed to have been forced into prostitution. The ILO assesses that there are also unreported or undiscovered dark figures¹.

A total of 730 people were assessed by the Danish authorities² as being victims of human trafficking in 2007-2017. Of these, 87% were women. The majority of victims come from countries like Nigeria, Thailand and Uganda. There has been a constant increase in the number of the people assessed as being victims of human trafficking.

In 2017, 98 people were assessed as victims of trafficking in Denmark and of these 86 were in prostitution, five in crime, one in forced labour and three in other types of exploitation. 86 of the 98 victims were women.

In 2016, 121 people were assessed as victims of trafficking in Denmark and of these 112 were in prostitution.

In 2015, a total of 93 people were assessed as being victims of trafficking by the Danish authorities, and of these, in connection with a major police operation (*Aktion Hvepsebo*) 37 were assessed as being trafficked for economic crime³.

From 2010-2016, a total of 55⁴ people were convicted for human trafficking pursuant to section 262a of the Criminal Code. The UN assesses that

Fact box: International obligations

The Palermo Protocol: Denmark has signed and ratified the UN Convention against Transnational Organized Crime of 15 November 2000 and the protocols thereto (the Palermo Protocols), one of which concerns preventing, suppressing and punishing trafficking in persons, especially women and children.

Council of Europe Convention on Action against Trafficking in Human Beings: Denmark ratified the Council of Europe Convention of 16 May 2005, on Action against Trafficking in Human Beings on 19 September 2007, with effect from 1 February 2008. The Convention focuses on protecting victims and combating human trafficking.

ILO conventions: Denmark has ratified a number of ILO conventions, including the Forced Labour Convention (29), Abolition of Forced Labour Convention (C105) and Worst Forms of Child Labour Convention (182). Most recently, on 14 July 2017, Denmark ratified the 2014 ILO Protocol to the Forced Labour Convention. Among other things, the protocol obligates countries to have a national action plan, to prevent forced labour, and to ensure victims access to appropriate legal remedies such as compensation.

EU Directive on preventing and combating trafficking in human beings: The European Parliament and the Council adopted Directive no. 2011/36/EU of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA. The Directive lays down rules on offences and penalties as well as on assistance and protection of victims of trafficking in human beings such as safe accommodation, medical care and psychological assistance, as well as access to legal advice and legal representation. The Directive falls under Denmark's opt-out on justice and home affairs and therefore does not apply in Denmark. However, with Act no. 275 of 27 March 2012 on the amendment of the Criminal Code (which expanded the definition of human trafficking), Danish criminal legislation has been brought into line with the Directive.

The UN Convention on the Elimination of All Forms of Discrimination Against Women and the *UN Convention on the Rights of the Child* also contain obligations to prevent abduction, sale or trafficking in women and children, respectively.

human trafficking is the fastest growing area within organised crime.

The framework for efforts against human trafficking is composed of a number of international conventions that Denmark has signed and ratified. The international obligations in the area include criminalisation of human trafficking and an obligation to provide support and assistance to victims of human trafficking.

In Denmark, since 2002 four-year action plans to combat human trafficking have been drawn up. The Danish Centre against Human Trafficking (CMM) was established in 2007. CMM is today the core of the nationwide social initiatives under the action plan to combat human trafficking.

Assistance and support to the victims of human trafficking is provided on the basis of this action plan in the context of CMM and other relevant players. Legislatively, the police and prosecution

efforts in this area are authorised in the Danish Aliens Act.

Human trafficking is made punishable under section 262a of the Danish Criminal Code, and is defined as to recruit, transport, transfer, house or receive a person using or following the use of unlawful coercion, deprivation of liberty, threats, unlawful induction, corroboration or exploitation of a decision or other unseemly conduct for the purpose of exploitation of the individual through prostitution, taking pornographic photographs or film, presentations with pornographic performances (sexual immorality), forced labour, slavery or slavery-like conditions, punishable actions or removal of organs.

The definition in the provision builds on the UN Palermo Protocol. According to the Criminal Code, human trafficking is liable to imprisonment for up to ten years.

Action areas in the action plan

Danish efforts to combat human trafficking build around four action areas which accord with Denmark's international obligations. The action areas supplement each other with regard to forging one concerted and strong effort:



1 Prevention and outreach work

- Outreach and confidence-building work
- Education and training



2 Victims identified and offered assistance and support

- Identification of victims
- Assistance and support
- Prepared repatriation and reintegration



3 Traffickers are prosecuted

- Investigation and prosecution



4 Knowledge and coordination between players

- Coordination of efforts
- International cooperation
- Knowledge and information



Action area:

Prevention and outreach work

Human trafficking exists in many different areas and sectors, e.g. prostitution, forced labour and crime. Women, men and children are exploited in human trafficking, and exploitation can have higher or lesser degrees of visibility for the authorities, experts and the general public.

People trafficked into prostitution may be visible on the streets, but prostitution can also be unseen in holiday homes, in rented buildings or through escort agencies. Human trafficking into forced labour is primarily within sectors employing a large number of unskilled foreign workers, e.g. in the cleaning, agricultural, horticultural, construction, hotel and restaurant sectors, as well as in sectors with widespread use of sub-suppliers. Victims are often at workplaces and in private homes where exploitation is not visible. This can make it challenging to gain contact to the group.

Human trafficking is a complex area with many different types of exploitation that require versatile and diverse outreach initiatives developed in line with new trends in the area. Therefore, the aim is to ensure that the relevant players have knowledge about human trafficking and the help and services available for victims.

Fact box: Who can obtain support under the action plan?

Assistance and support for victims of human trafficking in Denmark is available for all people in Denmark as part of human trafficking, and who are currently still in a trafficking situation.

The target group for help and services under the action plan are women, men and children who are assessed to be victims of human trafficking. This means people who either the Danish Immigration Service (asylum seekers and foreign nationals without legal residence in Denmark) or CMM (Danes and foreign nationals who are legally in Denmark) assess to be victims of human trafficking.

Denmark is primarily a destination and transit country for human trafficking. Experience shows that victims of human trafficking are primarily among foreign nationals who are either legally or illegally in Denmark. Assistance and support is available to all victims of human trafficking, irrespective of their residency status.

Outreach and confidence-building work

Objectives:

- *To build confidence in and knowledge about the possibilities for support and assistance for victims and potential victims of human trafficking.*
- *To provide information on human trafficking in relevant communities and build knowledge and awareness about human trafficking and thereby prevent and reduce demand.*

Activities:

Outreach for potential victims of human trafficking is the responsibility of the authorities and players that can come into contact with victims of human trafficking in their day-to-day work. In relation to human trafficking into forced labour, the Danish Working Environment Authority, the Tax Agency and the trade unions, etc. have the first contact with potential victims via their inspections and checks. Similarly, the police meet possible victims of human trafficking during their work, for example in connection with operations in the prostitution environment.

CMM operates a hotline where public and private players, as well as citizens, can provide information that may lead to the identification of victims of trafficking in human beings.

CMM is advised by the police prior to police operations where there is a probability that the police could come into contact with potential victims of human trafficking. This allows CMM or possibly an NGO to be present at the police station to advise and support those detained and to help with identification. Other players can also contact CMM prior to inspections etc.

CMM also runs health and drop-in services for foreign women in street and clinic prostitution, including the Mødestedet shelter in Copenhagen. Through this channel, CMM gains contact with the environment and disseminates information about human trafficking.

Finally, a number of NGOs have been allocated funds under the action plan to carry out outreach and confidence-building work.

Work under the action plan will include:

- Preparing a broader group of players for the first contact with potential victims of human trafficking. These could be social workers on the streets, municipal staff, healthcare staff at accident and emergency departments, clinics for sexually transmitted diseases and shelters.
- Improving information about signs of human trafficking for landlords and others on the CMM website. In addition, the possibility will be examined of establishing a scheme for the police or CMM to inform landlords if victims of human trafficking are found in rental property.
- Setting up an electronic, anonymous reporting option on the CMM website, on which individuals, businesses and landlords etc. can report suspicions of human trafficking.
- Further targeting and streamlining health and drop-in services for potential victims of human trafficking such that there is a more appropriate geographical spread.
- Obligating NGOs which receive funds under the action plan more widely to address all potential victims within their area. For example, this could mean that NGOs which perform outreach work with respect to foreign prostitutes should in future target their efforts towards potential victims among street beggars and similar.
- Establishing special focus groups to develop initiatives for specific areas with a view to addressing new trends and new target groups. For example, a local intervention group will be set up in Copenhagen with representatives from the local police force, municipal administrations, social and health organisations etc. to strengthen collaboration, coordination and knowledge sharing in order to identify more child victims of human trafficking. Initiatives can later be extended to other cities.

Education and training

Objectives:

Human trafficking is prevented through training relevant players and through knowledge and information.

Activities:

CMM is responsible for education and training so that relevant players know the signs and signals that a person could be a victim of human trafficking, and they know when to contact CMM. CMM teaches trainees at the police academy, embassy staff, and selected groups of health professionals. Over the years, CMM has also taught judges, prosecutors, the Working Environment Authority, the former Central Customs and Tax Administration (SKAT), NGOs and other players and partners.

Work under the action plan will include:

- Offering training to new specialist groups in areas where there could be a need to strengthen efforts, e.g. in relation to minors and victims trafficked into forced labour and crime.
- Developing new operational guidelines to help coordinate cooperation between central players on efforts to combat forced labour.
- Examining the possibilities to develop new technology-based initiatives to combat human trafficking, e.g. initiatives regarding witnessing against traffickers and regarding information for potential child victims of human trafficking in the asylum system.

Action area:

Identification, assistance and support



Support and assistance for victims of human trafficking are a central element in Danish efforts. Victims of human trafficking are often strongly dependent on their traffickers. Fear and threats against themselves or their family in their country of origin mean that they rarely seek help or allow themselves to be identified as victims of human trafficking. By far the majority of the victims do not tell the authorities about their situation until they have been arrested by the police, for example during an operation aiming at foreign nationals without legal residence. Lack of trust in the authorities in general, or language barriers can be challenges in the initial interview to ascertain whether or not a person should be considered as a victim of trafficking.

According to international conventions, assistance and support should be provided immediately once the authorities have a reasonable indication that a person has been a victim of human trafficking. Similarly, the UN *Palermo Convention* requires that a number of services are made available for victims of human trafficking.

Victims of human trafficking have often been subject to violence and may therefore have physical and psychological injuries. All victims are offered a reflection and recovery period to allow them to recover and regain their strength so that they can be helped to a life without human trafficking.

Part of the work involves offering foreign victims of human trafficking in Denmark a prepared repatriation process and reintegration, irrespective of their residency status.⁵

So far only few victims of human trafficking have accepted the offer of prepared repatriation. This may be because pressure and threats from traffickers, or possible obligations to support their family in the home country, mean that victims do not feel that returning to their country of origin is a feasible alternative to their current situation. Other victims of human trafficking want to return home as soon

as possible, and support for these people can be in the form of paying for an air ticket to their country of origin/residence.

It is vital that identification of potential victims of human trafficking is effective, and that the victims as soon as possible receive the correct assistance and support, adapted to the specific needs of the individual, and that they receive support and help to a secure return to their country of origin/residence.

Fact box: Reflection and recovery period

Foreign nationals who come to Denmark as the victims of human trafficking, and who reside in Denmark unlawfully, must leave Denmark. However, the Danish Immigration Service allows victims of human trafficking to have a longer departure deadline, a so-called reflection period, of 30 days with a possible extension for up to 120 days in exceptional circumstances and if the foreign national is prepared to cooperate on a prepared repatriation.

The aim of the reflection period is to allow individuals to recover and regain their strength so that they can be helped to a life without human trafficking. During the period of reflection, victims receive support and assistance, including access to special accommodation, the possibility of extended health treatment as well as psychosocial assistance adapted to the individual's needs.

Victims of human trafficking with legal residence in Denmark are offered a similar recovery period with the same offer of assistance and support to recover and move on in their life.

⁵ However, victims of human trafficking who have also been negotiated under the Dublin Regulation are not offered prepared repatriation as they never come into a deportation situation. These people are just transferred to the responsible Member State.

Identification of victims

Objective:

Victims of human trafficking to be identified so that they can be offered assistance, support and prepared repatriation.

Activities:

Identification of victims of human trafficking should ensure that assistance and support is provided immediately once the authorities have a reasonable indication that a person has been a victim of human trafficking. When a person has been assessed as a victim of human trafficking, they are offered assistance and support.

The Danish Immigration Service assesses whether an asylum seeker or a foreign national without legal residence in Denmark is a victim of human trafficking. If the person has legal residence in Denmark, CMM will usually carry out the assessment. The Danish Immigration Service could carry out the assessment for people with legal residence in cases concerning possible administrative expulsion.

Foreign nationals detained by the police usually undergo identification within 72 hours. This leaves only a short time to assess whether a person is a victim of human trafficking. Therefore, it is important that people with knowledge about human trafficking conduct the initial interviews and the final assessment of whether the person is a victim of human trafficking. Furthermore, it is important to immediately contact the immigration authorities and the police if CMM or other players find out that a person is not a victim of human trafficking anyway.

Work under the action plan will include:

- Strengthening victims' willingness to cooperate in the identification process by highlighting and spreading the good stories and examples of reintegration on the basis of the reports on completed reintegration processes drawn up by the organisation responsible for the prepared repatriation.
- Enhancing knowledge sharing between the authorities (CMM, the Danish Immigration Service and the police) in relation to the target group, trafficking narratives and environments where human trafficking can occur.

Assistance and support

Objective:

Victims of human trafficking are to receive assistance and support in the reflection and recovery period so that they can recover and regain their physical and mental strength to come out of the exploitation situation and move on with their life.

Activities:

Victims of human trafficking who are legally in Denmark are offered suitable and secure accommodation, including food. Victims who are unlawfully in Denmark are offered accommodation in the asylum system or an alternative to this, for example at a shelter, if this is deemed appropriate. All victims of human trafficking are offered a contact person at CMM and, if relevant, medical help, legal assistance, psychological counselling and educational activities.

The objective of an offer of prepared repatriation is that the person receives support to start a new life in their country of origin/residence. Reintegration support is available for six months. Repatriation is prepared in the reflection and recovery period. If the victim accepts the offer of prepared repatriation, the contact person at CMM will draw up an individualised action plan with the victim up to repatriation that addresses the specific needs of the victim as far as possible.

Unaccompanied minors who are victims of human trafficking are linked with a personal representative or person with parental responsibility, who will support and advise the child and protect the best interests of the child. An action plan will be prepared in collaboration with the child's personal representative or person with parental responsibility for the child.

Work under the action plan will include:

- Making the offer of accommodation more flexible and using different types of accommodation for victims of human trafficking in small groups at geographically spread sites on the basis of a specific assessment of the individual's needs.
- Improving advice and counselling for victims about being a witness, legal prosecution of traffickers, as well as the possibilities to apply for compensation.
- Improving due process for victims by exchanging personal data between NGOs and authorities.

Prepared repatriation and reintegration

Objective:

Foreign nationals who are victims of trafficking, and who must or want to leave Denmark will be offered prepared repatriation and reintegration to help them to a life without human trafficking.

Activities:

Victims without legal residence in Denmark who accept the offer of prepared repatriation receive prepared repatriation as a collaboration between the Danish Immigration Service, CMM and other relevant parties, for example repatriation organisations. CMM is responsible for repatriation of victims with legal residence in Denmark. As part of the preparation for reintegration, relevant social organisations in the country of origin are involved to help provide good reintegration when the victim returns home. An individual reintegration plan will be drawn up, adjusted to meet the needs and wishes of the individual.

When victims are returned to their country of origin or previous residence, depending on the need it is possible for them to receive support, for example for somewhere to live, to start a small business or education, to cover minor expenses, for food and school fees for any children, etc. The people receiving prepared repatriation are monitored until six months after cessation of the reintegration support.

Work under the action plan will include:

- Making prepared repatriation more flexible and adapted to the needs of the individual victim as well as the capacity of the country of origin.
- Tightening requirements for the organisation that is responsible for the prepared repatriation to report on the reintegration process so that NGOs and CMM can better inform victims of human trafficking about prepared repatriation and reintegration.
- Expanding direct collaboration with social organisations, authorities and possibly companies in the sender countries both before and during the repatriation and reintegration period. In this connection, it will be examined whether the social organisations in the country of origin can monitor the victims for a longer period, if relevant.
- Examining whether reintegration support for the victim can, in certain cases and after a specific assessment, be safely given to a family member or other close relatives, e.g. when the victim is particularly traumatised.

Action area:

Traffickers are prosecuted



Human trafficking is a serious crime; it is cross-border, and it is often organised. The traffickers are inventive and they regularly find new 'markets' and ways to exploit their victims. Therefore, there is a need for constant focus on investigation and criminal prosecution of traffickers.

The police and the prosecuting authority must be aware of human trafficking and know about the various steps in case processing that are characteristic for cases concerning human trafficking. Therefore, the Director of Public Prosecutions has published guidelines about referring victims to shelters and residency permits for foreign witnesses during criminal proceedings. The guidelines also state that charges should be dismissed for less serious offences linked to human trafficking, e.g. if the victims have false identity papers.

It is important that there is focus on prosecuting traffickers and on international cooperation in this area in order to reduce the extent of human trafficking.

Case: Development of Nordic investigation cooperation

In September 2015, Europe, including the Nordic countries experienced intense pressure from migration. There has been Nordic police cooperation for many years, but from 2015 a closer and more extensive cooperation has been established. Primary focus was initially on human smuggling, border controls, asylum policy, migration and possible derived crime. Primary focus in the Nordic extended cooperation has since shifted to human smuggling and trafficking. There is ongoing contact between countries, and a meeting is held in one of the member countries every year.

Case: 'Operation Hvepsebo'

In 2015, the police raided 62 addresses around Denmark after lengthy investigations. Charges were brought against 22 persons who had exploited vulnerable Romanians for different types of economic crime. The Romanians were housed at different addresses around Denmark in order

to exploit them to commit fraud and cyber fraud against employers and the former Central Customs and Tax Administration (SKAT). The organisers have since been convicted to between three years and seven years and 11 months imprisonment for human trafficking.

Investigation and prosecution

Objective:

Investigation and prosecution of traffickers in cases concerning human trafficking is to help curb human trafficking.

Activities:

Since 2006, the Danish National Police has set the overall framework for police initiatives, and efforts are based on the National Police's strategy for stronger police efforts against the organisers of prostitution, and the classified guidelines linked to this strategy.

The guidelines on the area issued by the Director of Public Prosecutions are updated regularly. The Director of Public Prosecutions also regularly updates the list of rulings concerning human trafficking, to provide prosecutors with knowledge about developments in legal practice in the area. The list is available (in Danish) at www.anklagemyndigheden.dk.

Work under the action plan will include:

- Having the Director of Public Prosecutions put additional focus on processing cases regarding human trafficking by the prosecution authorities. It will do this by discussing the issue in the specialist networks for dangerous and organised crime in which all police districts, and both regional state prosecutors are represented.
- Establishing a key-person scheme in the relevant police districts to promote cooperation and information sharing in connection with investigations of cases concerning human trafficking.
- Ensuring broad knowledge about human trafficking within the legal system through the CMM and the National Police training programmes for relevant stakeholders.
- Providing knowledge for professionals in contact with suspected victims of human trafficking and ensuring that they are capable of providing general advice about the course of a criminal case and about being a witness.
- Having the Director of Public Prosecutions prepare written information materials for CMM and relevant NGOs about the course of a criminal case and about the right of the victim in this connection.

Action area:

Coordination and knowledge



Victims of human trafficking exist in many different environments, and new types of exploitation and trends in the area are constantly emerging, both in Denmark and internationally.

At the same time, there are many different players and authorities involved in efforts. Therefore, the Danish initiatives are built on broad collaboration between a large number of authorities and players. This imposes great demands on coordination, communication and knowledge-sharing locally, regionally, nationally and internationally.

Flexible and versatile efforts that can meet the new challenges as they arise must also have a strong knowledge-based foundation.

Denmark supports work by international and regional organisations to combat and prevent human trafficking. This is in part through economic support, and partly through participation in relevant fora such as the UN, the ILO, the EU, the Council of Europe, the Nordic Council of Ministers, and the OSCE.

Coordination of efforts

Objective:

Cooperation and coordination are to contribute to flexible, targeted and effective efforts against human trafficking.

Activities:

Overall coordination of the action plan is rooted in the inter-ministerial working group to combat human trafficking. The Department for Gender Equality, under the Minister for Equal Opportunities is the chairman of the group. The inter-ministerial working group is also composed of representatives from Working Environment Authority, the Ministry of Employment, Ministry for Children and Social Affairs, CMM, the Ministry of Justice, the Director of Public Prosecutions, the National Police, the Agency for International Recruitment and Integration (SIRI), the Ministry of Health, the Tax Agency, the Ministry of Taxation, the Ministry of Foreign Affairs of Denmark, the Ministry of Immigration and Integration, and the Immigration Service. CMM coordinates national support and assistance for victims of human trafficking. CMM is responsible for cooperation and knowledge sharing with authorities, NGOs and others working in the area.

CMM has set up a nationwide reference system of regional reference groups to ensure cohesion in the national procedure for identification and support for potential victims of human trafficking. The regional reference groups refer to a national reference group. The reference system consists of relevant authorities such as the police, the prosecution authority, the Immigration Service, the Tax Agency, trade unions, NGOs, etc.

CMM and the Tax Agency, the police, the Working Environment Authority and SIRI have established an authorities group on prevention of forced labour.

CMM is also responsible for a cooperation group consisting of Politiets Udlændingecenter Nordsjælland (UCN - police immigration centre), the National Investigation Centre of the National Police (NEC), the Danish Immigration Service and the Department for Gender Equality, under the Minister for Equal Opportunities.

Danish ratification of the ILO Protocol on the Forced Labour Convention in 2017 entails more coordination with the social partners. In agreement with the social partners (The Confederation of Danish Employer, the Danish Confederation of Trade Unions, FTF - Confederation of Professionals in Denmark, the Danish Confederation of Professional Associations and Local Government Denmark), it has been decided that this involvement and any follow-up on the Protocol will be carried out under the auspices of the monitoring group on international recruitment and foreign labour.

Work under the action plan will include:

- Streamlining and developing the reference group system.
- Ensuring that the existing cooperation fora are composed of the relevant players, and assessing whether new or different cooperation fora should be set up that can enhance knowledge and experience about human trafficking.

Knowledge and information

Objective:

Knowledge about human trafficking is to strengthen efforts and limit demand for the services provided by victims.

Activities:

Collection of knowledge and statistics on human trafficking is rooted in CMM, which is also responsible for training the relevant authorities and players. Knowledge about human trafficking will be regularly improved with new initiatives under CMM and the National Investigation Centre of the National Police (NEC).

CMM updates ongoing knowledge and facts on its website www.centermodmenneskehandel.dk so that stakeholders and specialists with interfaces to possible victims of human trafficking can obtain knowledge about human trafficking and the Danish efforts.

CMM also works to spread awareness of the guide to combat human trafficking, which was developed in 2014. The guide is for businesses and employers about the risk of human trafficking into forced labour, and on how best to avoid unintentionally being linked with this. There is checklist in this guide which provides an overview of a number of initiatives enterprises can implement to reduce the risk of hidden forced labour.

The relevant authorities and CMM also regularly take part in relevant international fora to exchange experience and good practice in the area.

Work under the action plan will include:

- Disseminating new knowledge and experience about human trafficking, e.g. through theme days for the relevant specialist groups.
- Setting up a research and knowledge network that combines theoretical and practical knowledge on selected themes such as identification, prevention, assistance to victims and repatriation.

International cooperation

Objective:

International cooperation is to ensure exchange of experience and help maintain focus on human trafficking on the international agenda.

Activities:

Denmark takes part in international cooperation, supplies core contributions to international organisations, and finances specific projects to combat human trafficking.

Danish efforts against human trafficking benefit from experience from international initiatives and development projects which Denmark supports or takes part in, for example experience from the primary countries of origin for victims of human trafficking in Denmark.

Work under the action plan will include:

- Ensuring synergy between Danish efforts and international initiatives and development projects.

Overview of public players involved in coordination and operational efforts

Department for Gender Quality, under the Minister for Equal Opportunities is at the head of the inter-ministerial working group charged with coordinating the government's efforts to combat human trafficking. The Department for Gender Quality is responsible for ensuring implementation of the action plan.

The Danish Centre against Human Trafficking (CMM) is attached to the National Board of Social Services, which refers to the Minister for Equal Opportunities. CMM assesses whether individuals with legal residency in Denmark who have been victims of human trafficking should be offered services under the action plan. CMM is responsible for coordinating and developing the nationwide social assistance and support for victims of human trafficking, for coordinating cooperation in the area, and for collecting and disseminating knowledge and statistics.

The Danish Ministry of Immigration and Integration has overall responsibility for implementation of the government's action plan to combat trafficking in human beings in relation to police and prosecution efforts in this area, including responsibility for concluding contracts on planning and completion of the reintegration process (prepared repatriation) between the International Organization for Immigration (IOM) and the Danish Immigration Service.

The Danish Immigration Service assesses whether asylum seekers and foreign nationals without legal residence in Denmark have been victims of human trafficking. The Immigration Service also assesses individual cases in which a foreign national has legal residence but is subject to possible administrative expulsion. On the basis of these assessments, the Danish Immigration Service sets the duration of the

reflection period (extended departure deadline) pursuant to section 33(14) of the Danish Aliens Act, unless there are extenuating circumstances. The Immigration Service is also responsible for accommodation and protection of victims of trafficking who are asylum seekers or residing in Denmark illegally.

The Agency for International Recruitment and Integration (SIRI) is alert to signs of human trafficking in connection with case processing of applications for residence permits and checks on corporate employment of nationals from third countries, e.g. through participation in external control actions. The Agency notifies the police and/or CMM, if there is a suspicion of human trafficking.

The Ministry of Justice has overall responsibility for implementation of the government's action plan to combat trafficking in human beings in relation to police and prosecution efforts in this area.

The Director of Public Prosecutions represents the Prosecution Service in the overarching coordination work in this area, including the reference system established by CMM. The Director of Public Prosecutions' responsibilities also include supporting work by the Prosecution Service in this area, specifically through training/education and dissemination of relevant knowledge relating to human trafficking cases.

The Danish National Police is responsible for police efforts to combat human trafficking. The National Investigation Centre of the National Police (Nationalt Efterforskningscenter) supports and monitors work by police districts against human trafficking while also serving as a point of contact between the police and CMM. The National Police Aliens Department

(Nationalt Udlændingecenter) performs casework and is responsible for deporting foreign nationals in cases where they do not leave voluntarily.

The local police districts are responsible for enforcing the Criminal Code provisions on trafficking in human beings, including investigating and prosecuting criminal offences. Police action concerning human trafficking is localised in the individual districts.

The Tax Agency is in contact with many citizens and businesses in connection with its core tasks. In this context, the Tax Agency is alert to indicators of human trafficking, and if it detects indicators, the Agency forwards information to the police.

The Ministry of Employment and the Danish Working Environment Authority, such that the Danish Working Environment Authority is alert to indications of human trafficking during its regular inspection activities at Danish workplaces, and alerts the police and/or CMM if any such indications are found. The Ministry of Employment is responsible for Danish work against social dumping and coordinates cooperation on forced labour under the ILO.

The Ministry of Children and Social Affairs is responsible for the Social Services Act (serviceloven). The Act regulates municipal efforts for vulnerable children and young people, including minor foreign nationals with legal residence. The Social Services Act also regulates municipal efforts for marginalised

adults, including citizens in prostitution and homeless people. The National Board of Social Services is under the Ministry for Children and Social Affairs and it is tasked to provide new social knowledge, communicate and promote effective social methods and practices as well as to provide social counselling for municipalities, regions and private individuals. Both Kompetencecenter Prostitution (an anonymous counselling centre for people selling sex in Denmark) and CMM are under the National Board of Social Services.

The Danish Ministry of Health has a role regarding the public health services offered to victims of human trafficking within the framework of the Danish Health Act.

The Ministry of Foreign Affairs is responsible for ensuring that combating human trafficking is maintained as a priority area in international organisations and discourse. The Ministry of Foreign Affairs contributes to the international effort through core contributions to a number of international organisations which are active in the fight against human trafficking. Furthermore, trafficking is combated more generally through development cooperation, which is particularly focused on poverty reduction, sustainable development, job-creation and women's rights. In addition, the Ministry supports Danish authorities in identifying and communicating with local partner organisations/authorities in sender countries.

September 2018

Published by
The Ministry of Foreign Affairs of Denmark
Asiatisk Plads 2
DK-1448 Copenhagen K
Tel.: +45 33 92 00 00

ISBN 978-87-9361-64-31 (printed version)
ISBN 978-87-9361-64-48 (electronic version)

Design: OTW A/S

Printed by: Green Graphic

Photos: Getty Images

The publication can be downloaded at
regeringen.dk and um.dk